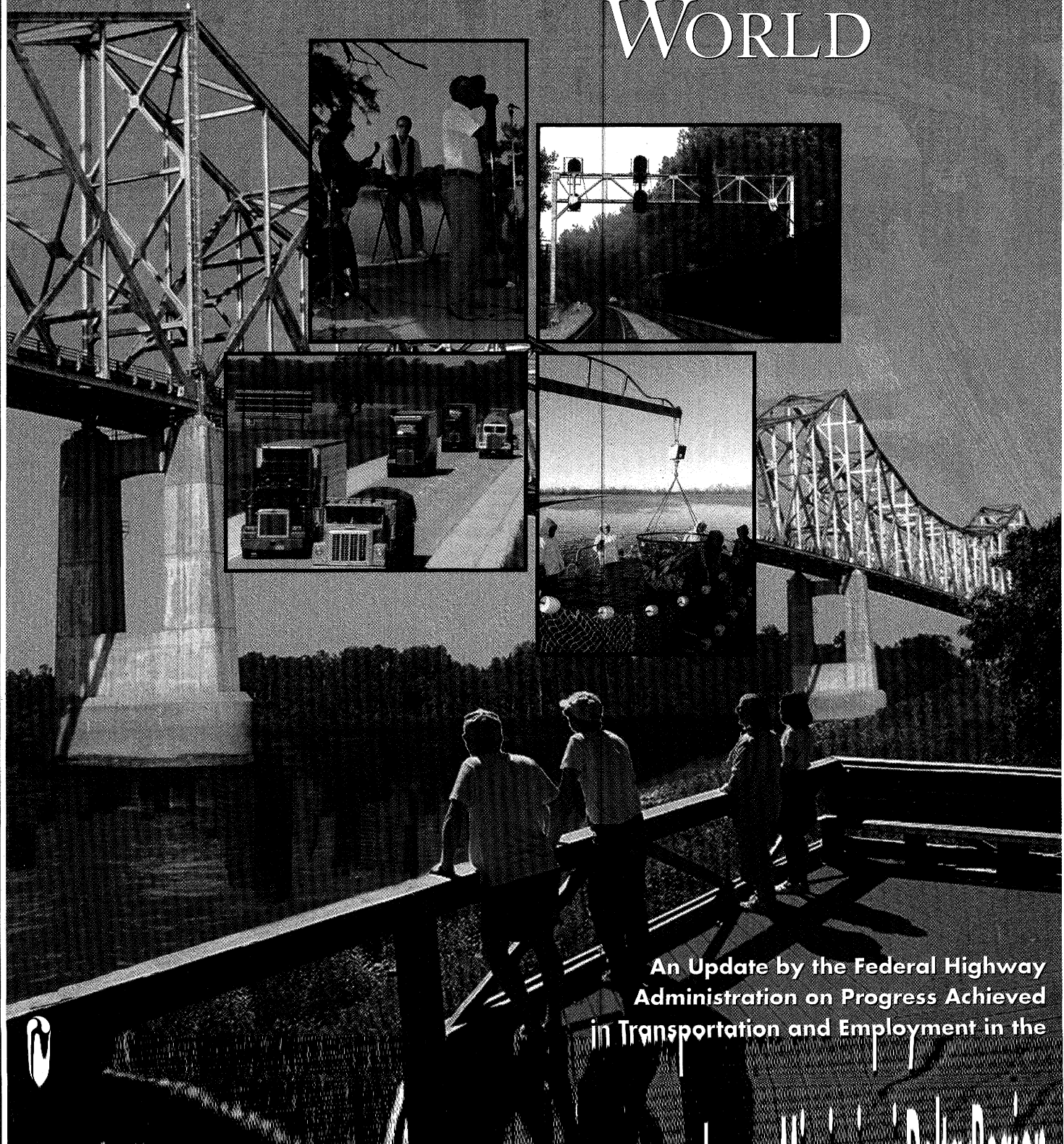


LINKING
THE DELTA REGION
WITH THE NATION AND THE
WORLD



An Update by the Federal Highway
Administration on Progress Achieved
in Transportation and Employment in the



LINKING
THE DELTA REGION
WITH THE NATION AND THE
WORLD



U.S. Department of Transportation
Federal Highway Administration

December 1995

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Unit Q

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NOTICE

This report represents the position and opinions of the Federal Highway Administration. It does not necessarily represent the opinions of any other agency of the Federal Government, nor any of the agencies who assisted in the preparation of the report. Much of the information in the report was obtained from secondary sources. While data were checked for correctness and consistency to the degree possible, absolute accuracy cannot be ensured.

COVER

Collage of photographic images, clockwise from center: Blues in Delta (courtesy of the Arkansas Department of Parks and Tourism); train at rail signal (© UNIPHOTO); catfish farm (photo by A.C. Haralson, courtesy of the Arkansas Department of Parks and Tourism); trucks on Interstate 80; airplane (© UNIPHOTO); Nucor Steel Plant in Hickman, Arkansas (courtesy of Nucor Steel); Helena Bridge (courtesy of the Arkansas Department of Parks and Tourism); Helena Riverwalk on the Mississippi River (photo by Tim Schick, courtesy of the Arkansas Department of Parks and Tourism); Memphis Skyline (© Morris Best/UNIPHOTO).

*“The people came down the river
and stopped in the Delta because of the richness
of the soil and the ease with which you could
make a living.”*

—SHELBY FOOTE, from *Conversations with Shelby Foote*,
University of Mississippi Press, 1987, William C. Carter, Editor

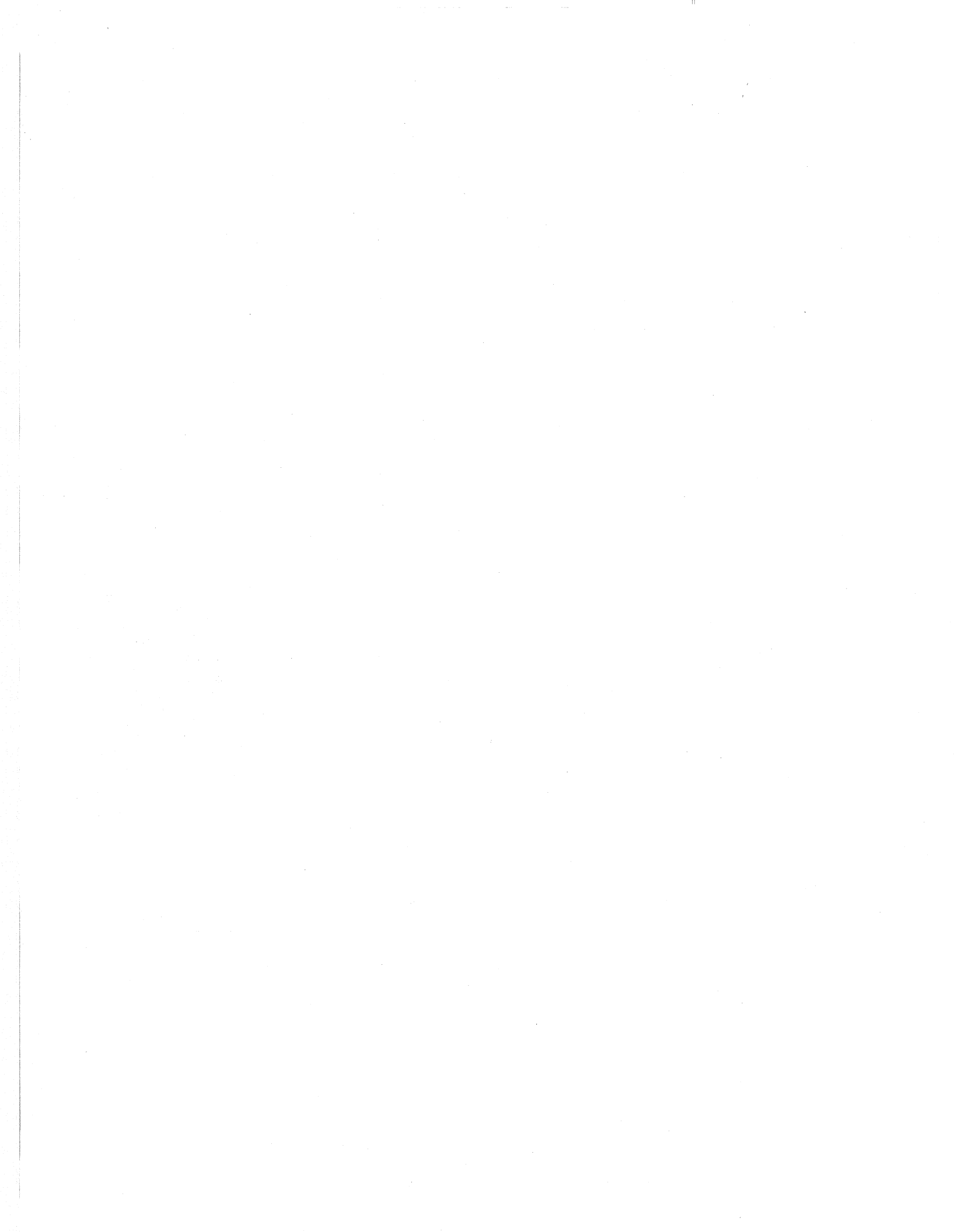
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FOREWORD

“Changes in the international economy have created an increasingly complex and interdependent world. The new American marketplace, with its growing dependence on high technology and service sectors, demands skilled labor. Without a competent, literate workforce, there is little reason to expect the Delta to become a vital part of the new global economy . . . allowing the people of the Delta to become full partners in the productivity of America.”

—*The Delta Initiatives*, 1990

In 1990, the Lower Mississippi Delta Development Commission, chaired by then Arkansas Governor Bill Clinton, determined that investment in human capital was the key to building a thriving economy in the Delta and to realizing the human potential of those who call the region “home.”

The Commission focused on the factors involved in human capital development, natural and physical assets, private enterprise, and the environment. It noted the impacts on human potential and made more than 400 recommendations in what it called a “handbook for action.”

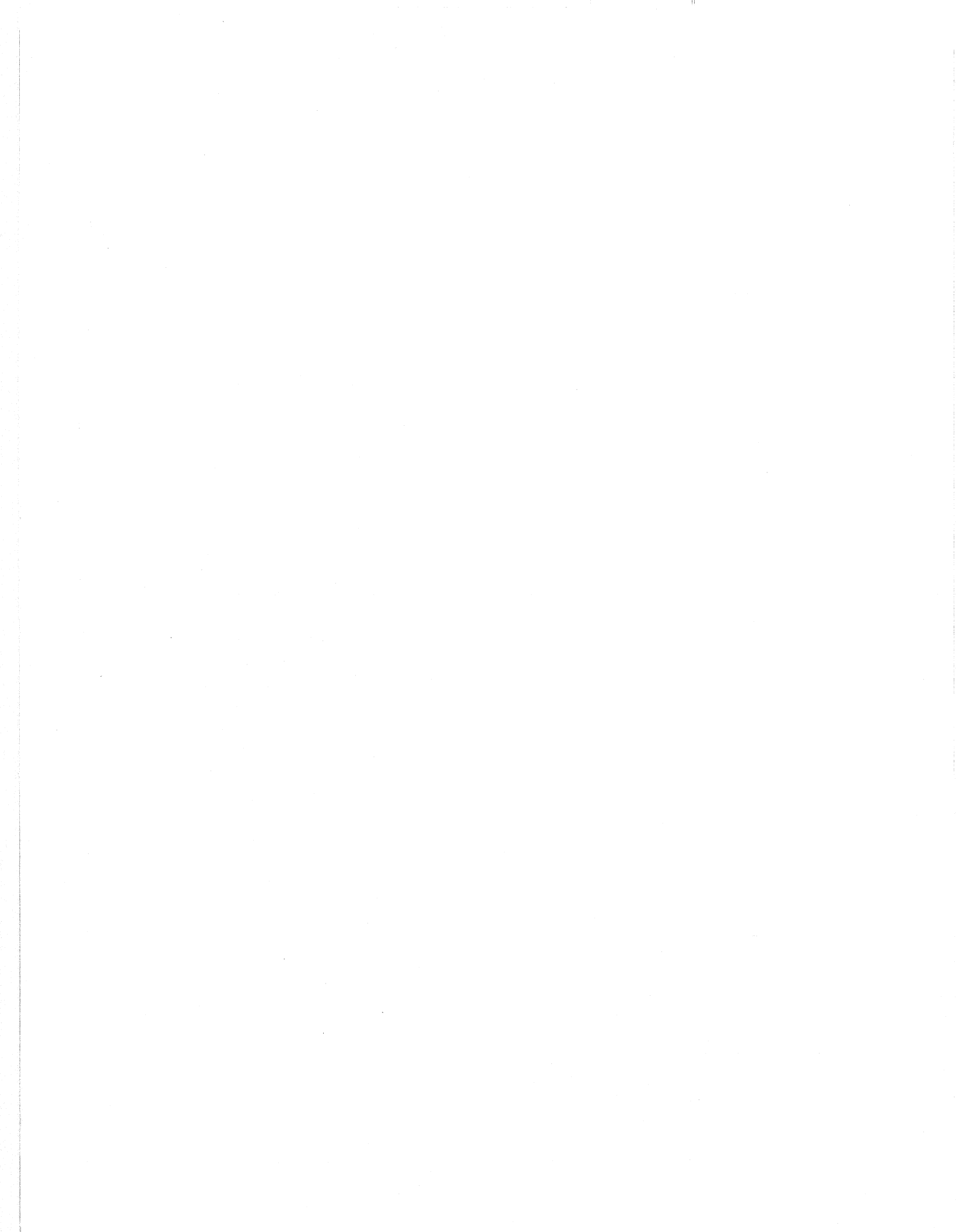
These recommendations have served as a guidepost in President Clinton’s administration and during the 1996 budget negotiations and reconciliation efforts to balance the budget in a way that reflects the values and priorities of the American people. They are consistent with the President’s goals: investing in education, training, and the environment; protecting Medicare and Medicaid; and targeting tax relief to working families.

Fifty-five of the Commission’s recommendations were directly related to transportation. Rodney E. Slater, who participated in developing the 1990 report as vice-chair of the Arkansas State Highway Commission, today serves as the Administrator of the Federal Highway Administration. He notes, “When you think of transportation, it’s about more than concrete, asphalt, and steel. It’s about people. People getting to work, taking their children to school, and pursuing happiness through their travels. Transportation is a tool for people to realize their full potential. Therefore, an investment in infrastructure, physical or intelligent systems, translates to investment in people.”

During a border-to-border, 5670-kilometer (3500-mile) road tour from Buffalo, NY, to Laredo, TX, in 1994, Administrator Slater traveled through much of the Delta region. He saw the towns and roads that comprise the rich tapestry of the Delta, and he listened to the hopes, dreams, and aspirations of the people of the region he too calls “home.” One town of 1,200 stood out as a particular inspiration. The town was Henning, TN, where the noted author Alex Haley was born and spent much of his life. His early boyhood home today serves as a museum and final resting place for Haley. On his gravestone is a particularly poignant epitaph, “Find the Good and Praise It.” This report embodies that spirit.



Rodney E. Slater
Federal Highway
Administrator



EXECUTIVE SUMMARY

“The 1990’s have brought us an entirely new world marked by the triumph of democracy and market economies. This new world provides economic opportunities for Americans. . . .”

— PRESIDENT BILL CLINTON, in foreword to *The Delta Initiatives*, 1990

The Lower Mississippi Delta Development Commission, chaired by then Arkansas Governor Bill Clinton, made recommendations related to developing human capital, natural and physical resources, private enterprise and the environment. As the Commission well understood, improvements to the Delta region, while important in their own right, could not reach their full potential without linking the Delta to the greater national and global economy. Furthermore, better national and global linkage could itself be a factor in realizing all the other recommendations of the Commission. The update of the Commission’s report was undertaken with that perspective. The most important of all findings of the update is that the improved transportation, the crux of national and global connections, has meant more jobs and more opportunity.

Update on Progress Achieved in Transportation and Employment in the Lower Mississippi Delta Region

This update is the result of the commitment and effort of many organizations and individuals. Nearly a dozen Federal agencies and more than four dozen local, regional, and State transportation, tourism, and economic development agencies, working with dozens of individuals from non-governmental organizations such as colleges, universities, and the private sector, have together made this update possible. The study concerns a unique region of our country, a region at the very heart of the United States. Flanking the mighty artery of

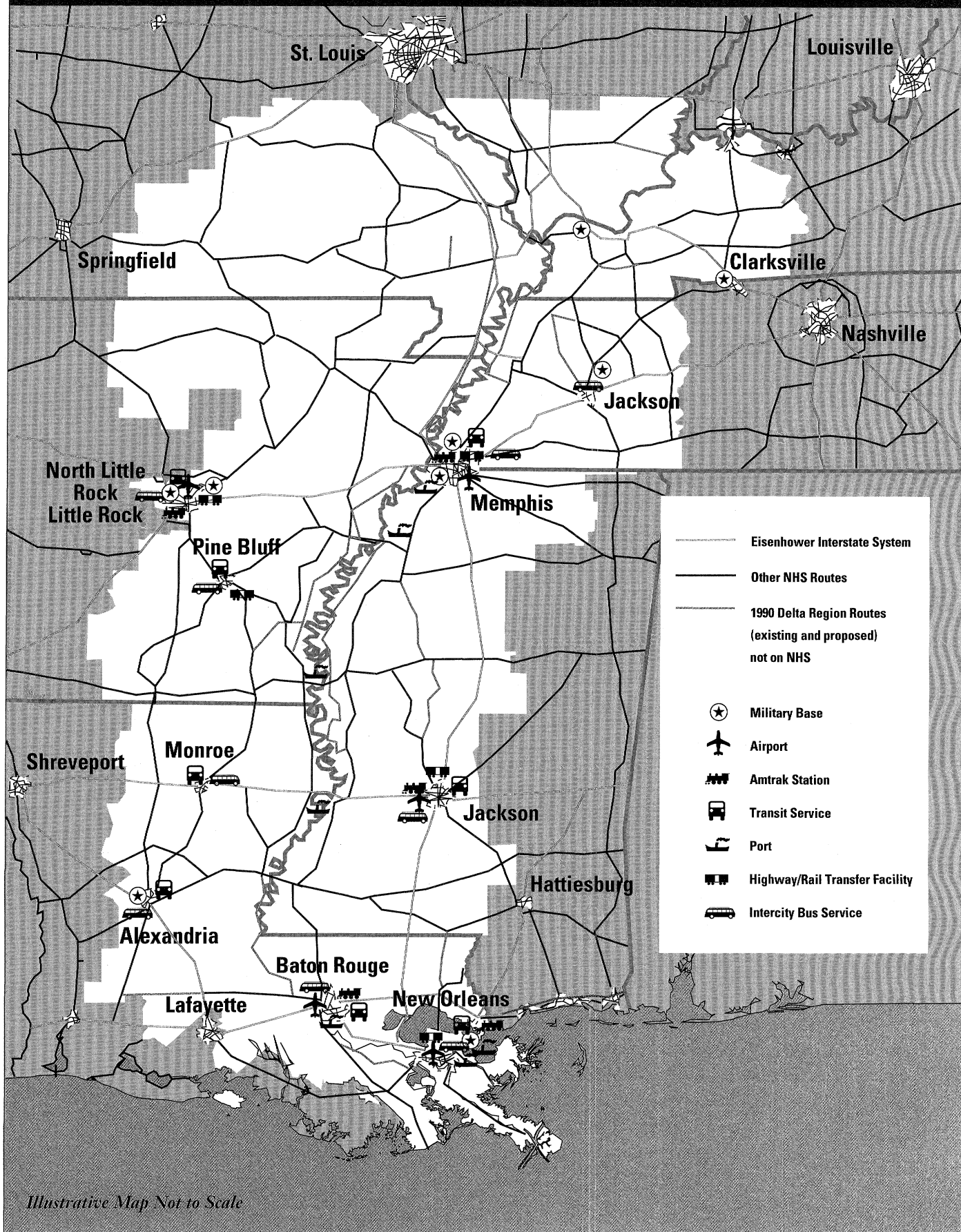
the lower Mississippi River, parts of seven States form this region: Louisiana, Mississippi, Arkansas, Tennessee, Kentucky, Missouri, and Illinois.

Although this update focuses on transportation and employment, most of all, it is the people of this vital, diverse, yet distinctly unified Delta region whose input, energies, and love of their homeland have given it substance, character, and culture.

The roots of this report extend to the bipartisan establishment (legislation was passed with advocacy leadership from then U.S. Representative Mike Espy of Mississippi and U.S. Senator Dale Bumpers of Arkansas and signed by then President Ronald Reagan), in 1988, of the Lower Mississippi Delta Development Commission by the U.S. Congress with the mandate to study the unique problems of this region and make recommendations for future action. The Delta Initiatives Final Report, issued in May 1990, was titled *Realizing the Dream . . . Fulfilling the Potential*. Commission Chairman Bill Clinton, then Governor of Arkansas, submitted the report to President Bush, calling it “a handbook for action” rather than a static report. In its scope and language, it was an aggressive, ambitious plan for the development of a large and integrally important region of our Nation. In its heart it focused on the key characteristics of opportunity and responsibility.

The 1990 report did not downplay the many obstacles to achieving its goals. An economy traditionally based on agriculture had produced, by the 1980’s, a regional situation with high unemployment, low levels of income and

THE DELTA REGION



Illustrative Map Not to Scale

*“I can picture that to myself now . . .
drowsing in the sunshine of a summer’s
morning . . . the great Mississippi, the majestic,
the magnificent Mississippi, rolling its mile-wide
tide along, shining in the sun.”*

—MARK TWAIN, *Life on the Mississippi*, 1883

education, welfare dependency, poor health care and housing, and serious shortcomings in transportation infrastructure. All these factors combined to hold the Delta region and its population back, creating what has been called a “third world” economic and social situation right in the heart of the United States.

Over and over, the Commission members, staff, and greater leadership community heard from the people of the region that the key to progress was job creation. Government officials, private sector leaders, community leaders, and workers agreed that employment opportunities had to precede sustained economic prosperity. Where were the jobs to come from?

The jobs have come, and it’s clear that one definite impetus for the commercial expansion that has led to substantial job creation was an improved transportation system.

This was substantially known by April 1994 when Administrator Slater stopped in Memphis, TN, during his road tour. At this stop, he discussed the potential and timing for updating the 1990 report with State officials.

A Rich Cultural and Historical Context

The Delta region is not merely an artifact defined by legislation. It has a binding cultural

perspective and a sense of place where history is intensely felt and vividly remembered. The Delta’s historical perspective of transportation illustrates that highways are about more than just concrete and steel. Rather, they are the tie that binds. Highways are the access to opportunity. Transportation has always been the pathway to opportunity in the Delta region, from early roads that allowed farmers to move produce to market, to roadways that allowed transport between cities, and then between States and across national boundaries. It is the all-important access to the Mississippi River and far beyond, reaching back to memories of the benefits of the first interstate highways in the region.

Unfortunately, these roadways have also served as a pathway for out migration over the years for all those who could not find opportunity within the region.

The Delta region and its people now look forward hopefully to new and improved highway access, including intermodal connectors that will more securely connect the region to the entire world. This connection can be the door to increased success and commercial expansion in dynamic international markets. In the Delta region, transportation remains a master key to access, development, job creation, and opportunity.

"The Mississippi Delta is the crucible of Southern culture. Its celebrated Highway 61 crosses the historic landscape of the Native American settlements, slave plantations, blues juke joints, civil rights scenes, agribusiness, third-world poverty and settings from the fiction of Richard Wright and Tennessee Williams. These diverse worlds offer a unique portrait of both the American South and our Nation."

—WILLIAM FERRIS

Encyclopedia of Southern Cultures, 1989¹

Transportation Is a Key to Progress

Most of the 55 transportation recommendations submitted by the Commission in 1990 involved highway improvements. The Federal Highway Administration initiated an update of the Delta Initiatives report as it specifically related to transportation issues in 1995. This initiative was put into action in the spring of that year by Administrator Slater, in cooperation with the seven State transportation agencies within the Delta region.

After months of study, discussion, and fact finding, the bottom-line results are clear. Between 1990 and 1995, nearly all the highway-related recommendations of the Lower Mississippi Delta Development Commission have been substantially or partially implemented. A number of aviation, rail, and port recommendations have also been implemented. Not coincidentally, during the same time period, the counties and parishes of the Delta region have cumulatively outperformed the rest of the Nation in relative job growth.

The update makes it clear that the connection between transportation improvements and the demonstrated economic improvements in the region is direct, fundamental, and unambiguous. This is the opinion of regional economic development professionals, and it is also reflected in the public transportation ref-

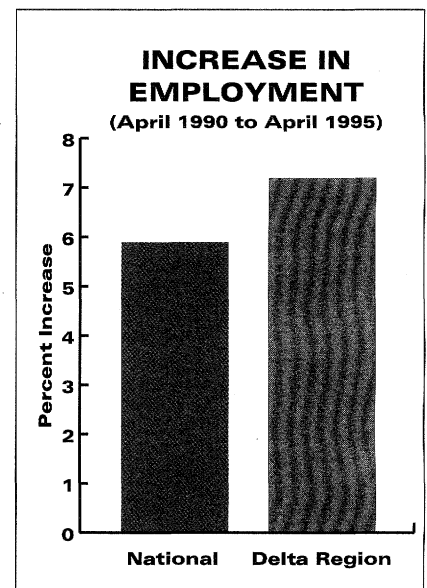
erenda and funding measures passed by voters and legislatures in the Delta region.

Public investment in transportation, particularly in highways, is paying dividends in increased economic activity and resultant improvements in employment opportunity and quality of life throughout the Delta region. This has occurred despite numerous adverse economic developments, such as the closing or planned closure of some U.S. military bases, disastrous Mississippi River flooding in 1993, and the stagnation of certain traditional Delta industries such as oil and gas production.

What has more than made up for these negative economic factors is the economic stimulus of significantly increased human capital investment, interregional commerce, and international trade. These powerful, positive stimuli for Delta economies have been made possible in large part by three developments since 1990: (1) significant highway, airport, and port improvements, (2) major national and international government initiatives, and (3) substantive support from the private sector.

Legislative Landmarks and International Trends

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) had a dramatic effect on transportation efficiency improvements in the Delta region. State transportation agencies throughout the region discovered, in the provisions of ISTEA, the funding resources and policy encouragement they had



*“It [the Mississippi River] remains what it
always was — a kind of huge rope,
no matter with what knots and frays, tying the
United States together. It is the Nile of the
Western Hemisphere.”*

—JOHN GUNTHER, *Inside the USA*, 1947

long required to move forward with implementation of much-needed transportation projects.

Not only did ISTEA increase authorization levels for highway and transit programs (an indication of this is that FYs 1993-1996 FHWA obligations are expected to be the highest of any 4-year period in history) and restructure federally aided highway programs, it also gave the States increased flexibility within those programs. It is that flexibility that has enabled Federal highway program funding to participate in the highest priority and most cost-effective projects of State transportation agencies and Metropolitan Planning Organizations (MPO's).

The National Highway System (NHS) program that is included in the restructured Federal-aid highway program has had a definite positive impact on the seven States that encompass the Lower Mississippi Delta region. More than 217,000 km (135,000 mi) of highway in these States are eligible for funding through the NHS and Surface Transportation programs. The NHS includes about 95 percent of the Proposed Delta Transportation Network recommended by the 1990 Commission. Four NHS high-priority corridors are partially within the region, including the important cor-

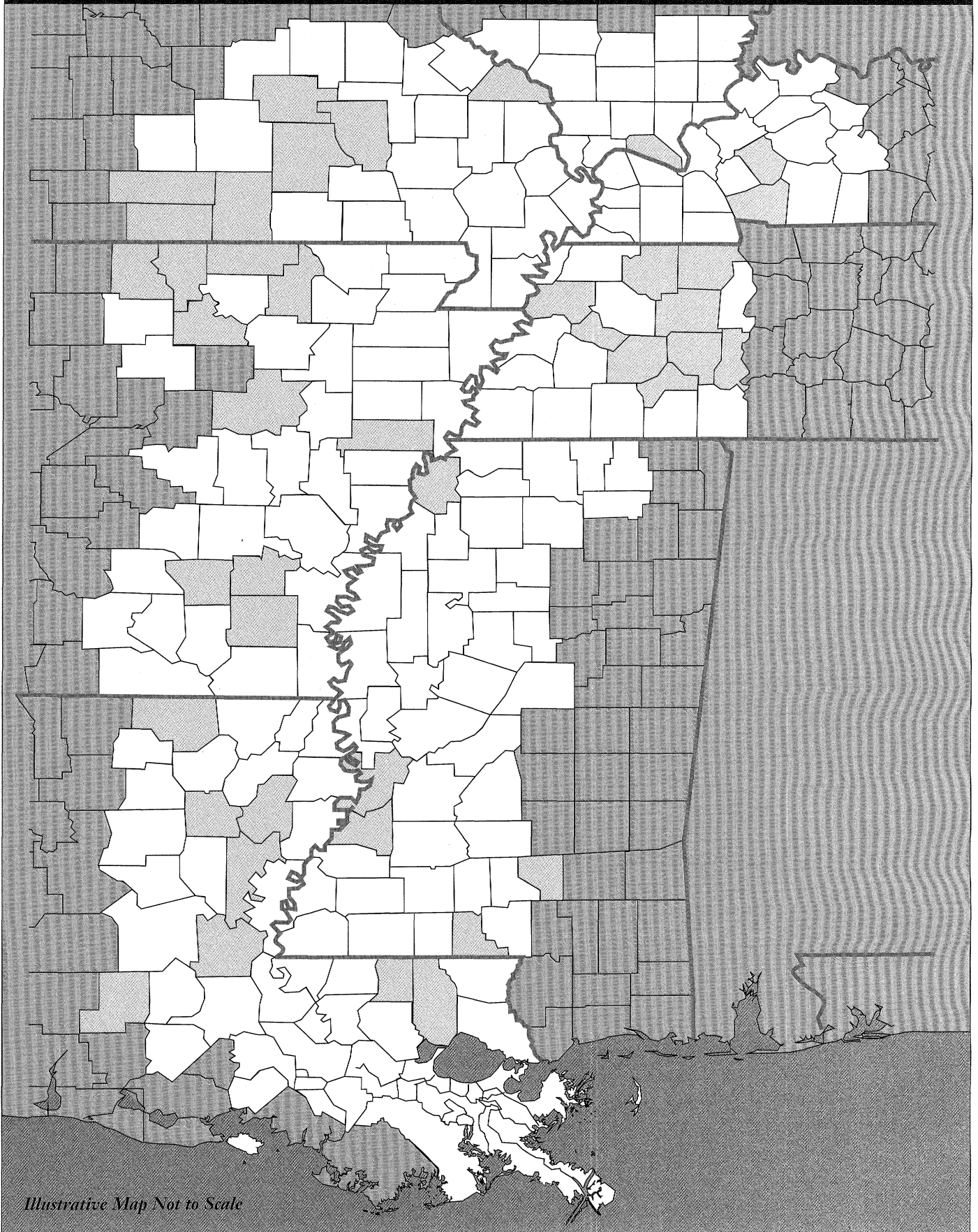
ridor between the lower Rio Grande valley and Indianapolis.

The central importance of ISTEA and NHS to the revitalized transportation network emerging within the Delta region is clear. The NHS forms the backbone of the region's transportation system. It will connect roads serving major multi-State and intrastate corridors. It will also include key connections to major intermodal terminals in the region. All this serves to strengthen the impetus for economic growth and new employment in the region.

The impact of international events and trends on the economy of the Delta region has been mixed between 1990 and 1995. The North American Free Trade Agreement (NAFTA) of 1993 and the General Agreement on Trade and Tariffs (GATT) of 1994 lowered trade barriers and included specific agreements on transportation among their many provisions. However, the two import/export markets of most importance to the Delta region, Canada and Mexico, have both gone through periods of growth and recession, in opposite cycles, during this period.

In December 1994, President Clinton hosted a Summit of the Americas in the gateway State of Florida. There the 34 democratically elected leaders of our hemisphere agreed

**COUNTIES/PARISHES WITH
GREATER THAN 15% INCREASE IN EMPLOYMENT**



Illustrative Map Not to Scale

“A lot of people are going to be surprised when they realize the extent to which we are succeeding.”

—LT. GOVERNOR OF FLORIDA, BUDDY MACKAY²

to establish a free trade area of the Americas by 2005. The President called it a historic step that will produce real opportunities for more jobs and solid, lasting prosperity for our peoples. The Southeast and the Delta region are strategically located to play a crucial role in the growth of hemispheric trade.

The most significant changes for the Delta economy have been improved access to intermodal transportation terminals, combined with the increased capacity of those terminals. This has greatly strengthened the region's commercial linkage to the rest of the Nation and to increasingly important international markets around the world.

Substantive Support From the Private Sector

The vision and leadership of many in the private sector business community of the Delta region have been very significant to the emergence of the region over the past 5 years as a full partner in the national economy. The many natural resources of the region have been tapped and utilized in more efficient and innovative ways. The improved highway system and intermodal transportation terminals have been put to work for commercial enterprise in new, more productive ways.

This has helped lead to an increase in the quality of service and competitiveness of Delta-based corporations. More of them have risen to national and international promi-

nence, at the same time that an unparalleled number of national leaders have also emerged from the Delta region States, including both the current President and Vice President of the United States.

The perspective of these public and private sector leaders has mirrored the long-held view that transportation investment and, in particular, highway investment are vitally important factors in boosting economic expansion and job creation. Predictable and reliably consistent delivery is essential to retail, industrial, and agricultural businesses, and to the efficient use of trucking for just-in-time delivery. An improved highway system, connected to an efficient national and international intermodal system, provides that critical linkage. This linkage is vital to efficient operation of the major port authorities, airports, and the rail and air freight lines of the region.

Private sector leaders have repeatedly and consistently cited the beneficial connection between transportation investment and business expansion. The most recent such expression in the region was as part of a group of business and academic representatives invited by the Lower Mississippi Delta Development Center in September 1995, and held in Memphis, TN, to discuss regional transportation investments and the gain of 252,000 jobs from 1990 to 1995. Particular attention was given to the 42 counties and parishes in the region in which job growth during this period was

greater than 15 percent, which is more than twice the national average.

The consensus of these corporate and academic experts was that without highway improvements made after 1990, a substantial number of jobs would simply not exist in 1995. Of those that would have been created without highway improvements, there was a consensus among the experts that many might have been lost to international competitors.

**Success: By the People,
For the People**

Each of the seven Delta region States has pursued implementation of the Delta Initiatives transportation-related recommendations in ways that are unique to the needs and circum-

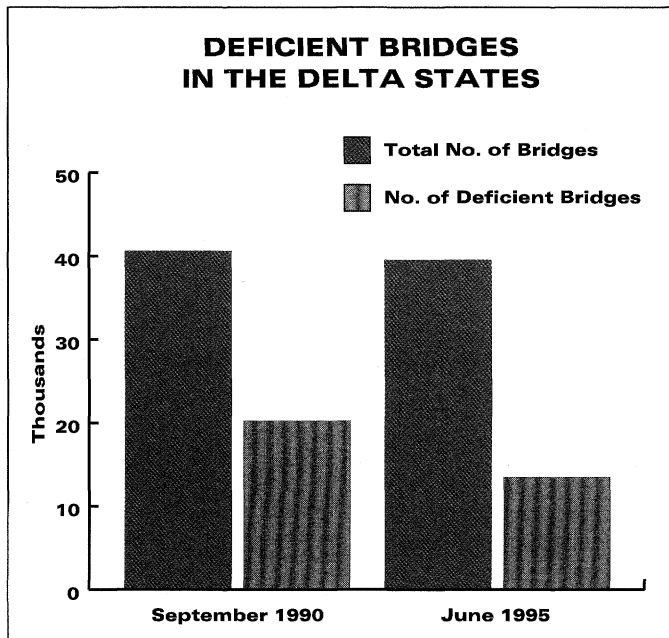
stances in that State. While the economies of the States in the region have much in common, the nature of each State's particular economy is different, affecting its transportation priorities.

Implementation has consequently been guided by factors such as a constitutional amendment related to a Transportation Trust Fund in Louisiana, State legislation in Arkansas, Mississippi, and Tennessee that addresses transportation, and a public referendum in Missouri resulting in a gasoline tax increase to support accelerated highway improvements. Similarly, transportation programs have been tailored to support special circumstances, such as accommodating the three high-priority corridors that pass through

Notable successes*

- The cooperative effort of the States in the Delta region in the 4800-km (3000-mi) road network known as the Great River Road.
- Conversion of a closed military base to civilian use, and substantial job growth despite the loss of the base, substantially due to improvements in highway access.
- Five adjacent counties with job growth exceeding 15 percent, highlighting a sustained period of a State program to widen major arterials from two to four lanes.
- A three-county regional economy where jobs and markets interact, facilitated by recent State-funded highway improvements that include both lane widening and new two-lane facilities.
- A county, which has about an 800 percent increase in local tax revenue and more jobs than population, that in collaboration with the State, is vigorously investing much of that revenue in improved highway access.
- A county, that in cooperation with the State, has geared transportation improvements specifically to support tourism and trade.
- A county whose economic base in 1990 was small business agriculture and a military base, which, together with the State, invested heavily in improved highways and is now home to a high-tech international steel company, and is enjoying sustained economic growth despite closure of the military base.

*This listing represents a selection of the most notable successes examined in detail in this update.



Arkansas, special bridge needs in Illinois, and legislative approval of the 6-year highway plan in Kentucky.

The tie between the provision of improved transportation and success in the critical task of economic development is obvious in all these examples and in many more success stories, some of which are highlighted in this update. As Administrator Slater recently noted, "I have seen many instances throughout the country where transportation officials are working hand-in-hand with economic development and tourism officials and with local elected officials to provide transportation services that compliment and support broader social and economic goals. Nowhere is this more evident than in the 219 counties and parishes of the Delta region. Evidence collected through this update and from the many outreach sessions conducted during the development of the National Highway System conclusively show that transportation infrastructure and services are among the most important factors in establishing new businesses and expanding existing ones."

Bridges: The Most Critical Link

In this region, it is almost impossible to overestimate the importance of the major bridges. These transportation resources link people, employers, goods, markets, and services at critical points and in essential ways. When these resources are unavailable — for example, during flooding along the Mississippi River in 1993, which literally washed away bridges and bridge access facilities in the northern part of the Delta — lives, jobs, and businesses are lost.

The FHWA has completed several types of assessments of these vital transportation resources. These assessments show that while enormous needs still exist, bridge deficiencies have been dramatically reduced. Specifically, from September 1990 to June 1995, the number of deficient bridges in the 219 counties and parishes has decreased from 20,226 to 13,474.

Many Important Initiatives Are Under Way

An impressive range of highway improvement and other transportation-related initiatives are currently under way in the region. Some are part of larger national efforts, but many have their roots in the recommendations contained in the 1990 Lower Mississippi Delta Development Commission final report.

Such initiatives are logically grouped in three interrelated and sometimes overlapping areas: economic development, tourism, and resources. In all three areas, the initiatives embody exciting prospects for the future with great potential impact throughout the Delta region in terms of sustained economic growth and increased employment, which, in turn, can lead to an improved standard of living for Delta residents.

Among the most significant of these initiatives is the feasibility study for high-priority

Corridor 18. This corridor has far-reaching national and international, as well as regional, implications. Running from Indianapolis to Houston, and to the lower Rio Grande Valley via Evansville, Memphis, and Shreveport, the corridor will effectively link a center of the global energy services industry with our Nation's mid-western industrial belt. The potential to expand international trade is tremendous. The economic benefits for our country's future, in an increasingly competitive global economy, are obvious and substantial.

A major new facility that capitalizes on the vast potential of the corridor has been found to be economically feasible. The challenge will be finding adequate funding to build and then maintain such a facility.

Another new initiative focuses on Enterprise Communities (EC's) and Empowerment Zones (EZ's). Late in 1994, President Bill Clinton announced both the rural and urban areas of the country to be designated as EC's and EZ's. The Delta region contains five urban EC's and seven rural EC's, as well as one rural EZ containing portions of six Mississippi counties. These designations are very significant in terms of meeting the objectives of the 1990 report because each EC designation carries with it a \$3 million Federal block grant for social services — \$40 million in the case of an EZ designation — plus certain incentives and credits for qualified employers.

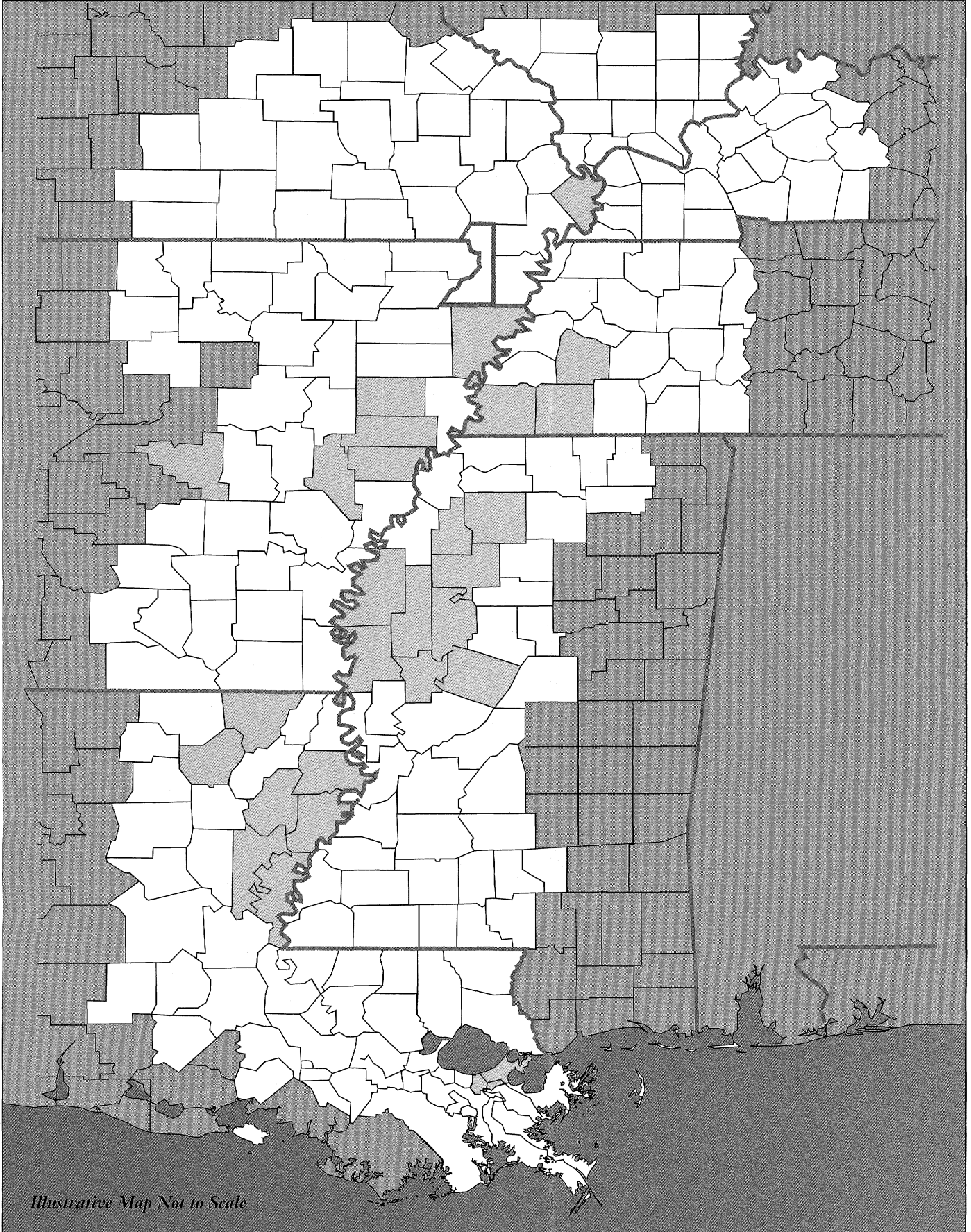
There is broad flexibility for applying these Federal block grants to a wide variety of eligible activities, including a number related to transportation. These include funding development of local plans for highways, ports, airports, and other transit facilities. Funds can also be applied in various ways to assist designated Enterprise Communities in acquiring permits for grants, applying for new grants, and modifying ongoing grant agreements to

better coordinate transportation with education, housing, and other programs. The key to effectively applying this new funding is close coordination between State transportation agencies and local officials, private sector representatives, and community leaders.

Another important initiative affecting the region is JOBLINKS, a Federal Transit Administration program to support and coordinate activities in EC/EZ and non-EC/EZ rural areas. Yet another major initiative includes the transportation-related aspects of the National Rural Development Partnership. This initiative, a coordination and innovation effort, begun by President Bush, when it was known as the President's Initiative on Rural America, was expanded under President Clinton. It now operates under a steering council chaired by Vice President Gore. Other initiatives include the Department of Agriculture's Rural Business Enterprise Grant Program and the Arkansas-Mississippi Rural Port Study, partially funded by the FHWA.

Initiatives involving transportation and tourism are widespread in the Delta region. Naturally, improvements in the public transportation infrastructure, particularly highways, boost tourism. This is certainly true in the Delta region, and the transportation enhancements funded under ISTEA have, in many cases, supported efforts to link transportation and tourism in a systematic way. Regionally generated efforts in transportation and tourism range from an innovative "back roads" bicycling corridor to Native American and African American heritage routes. The potential economic benefits of increased tourism facilitated by transportation improvements are great, and its direct benefits in terms of job creation and local revenue generation are already being realized in many parts of the Delta region. Moreover, a significant contingent of tourism experts from the region

**COUNTIES/PARISHES CONTAINING EMPOWERMENT
ZONES (EZ) OR ENTERPRISE COMMUNITIES (EC)**



Illustrative Map Not to Scale

recently participated in the White House Conference on Tourism and Travel. They told the story of the rich cultural heritage, history, and tourism opportunities of the Delta region.

Resource-related initiatives are also abundant. They range from the activities of a private foundation working to study and protect the Delta ecosystem and improve resource (including transportation) management in the Mississippi valley, to a group of Federal agencies now coordinating Geographic Information System spacial data regarding the lower Mississippi alluvial valley.

The Findings Are Encouraging

The 1995 update to the 1990 Delta Initiatives report has found much to be encouraged about in surveying the 5-year period following issuance of the Commission's recommendations. Most of those recommendations are being implemented, and some are nearly completed. Job creation and employment were primary concerns, and the update has found that job growth in the Delta region has clearly outperformed the rest of the Nation on a percentage basis since 1990.

While not all of the Commission's final recommendations have been fully implemented, the States of the region have dedicated substantial attention and funding to improving the general level of transportation, adding capacity to NHS routes and improving connections to intermodal terminals. State, county, parish, and municipal agencies have made particularly noticeable progress in transportation improvements and in coordinating these enhancements with the needs of the local economy. Measurable economic progress has been the result.

While the update does not recommend establishing any new commission or other entity, it does point to the considerable bene-

fits of supporting and strengthening existing institutions. Planning and coordination are the keys to continued progress for the Delta region. These elements, which facilitate project planning and implementation, should continue to be improved.

Positive Focus for the Future

The central story of this update report is the powerful connection between transportation improvement and economic growth, as demonstrated by the striking progress achieved by the Delta region since 1990 when it was referred to as the "Third World on the Mississippi."

The FHWA will use the information from this update in developing reauthorization and other legislative proposals to fund transportation improvements across the Nation as well as in its consideration of priorities for discretionary allocations. The information also will be made available to others: transportation and non-transportation agencies, government and non-government, academic and private sector, Delta region and outside the region. It is intended that they use the lessons of economic development and employment growth in their own arenas of legislation, research, enterprise, and public opinion.

Current and future FHWA programs will benefit from careful consideration of the findings of this update. It will help support the FHWA in its efforts to be an information and technical resource agency whenever possible.

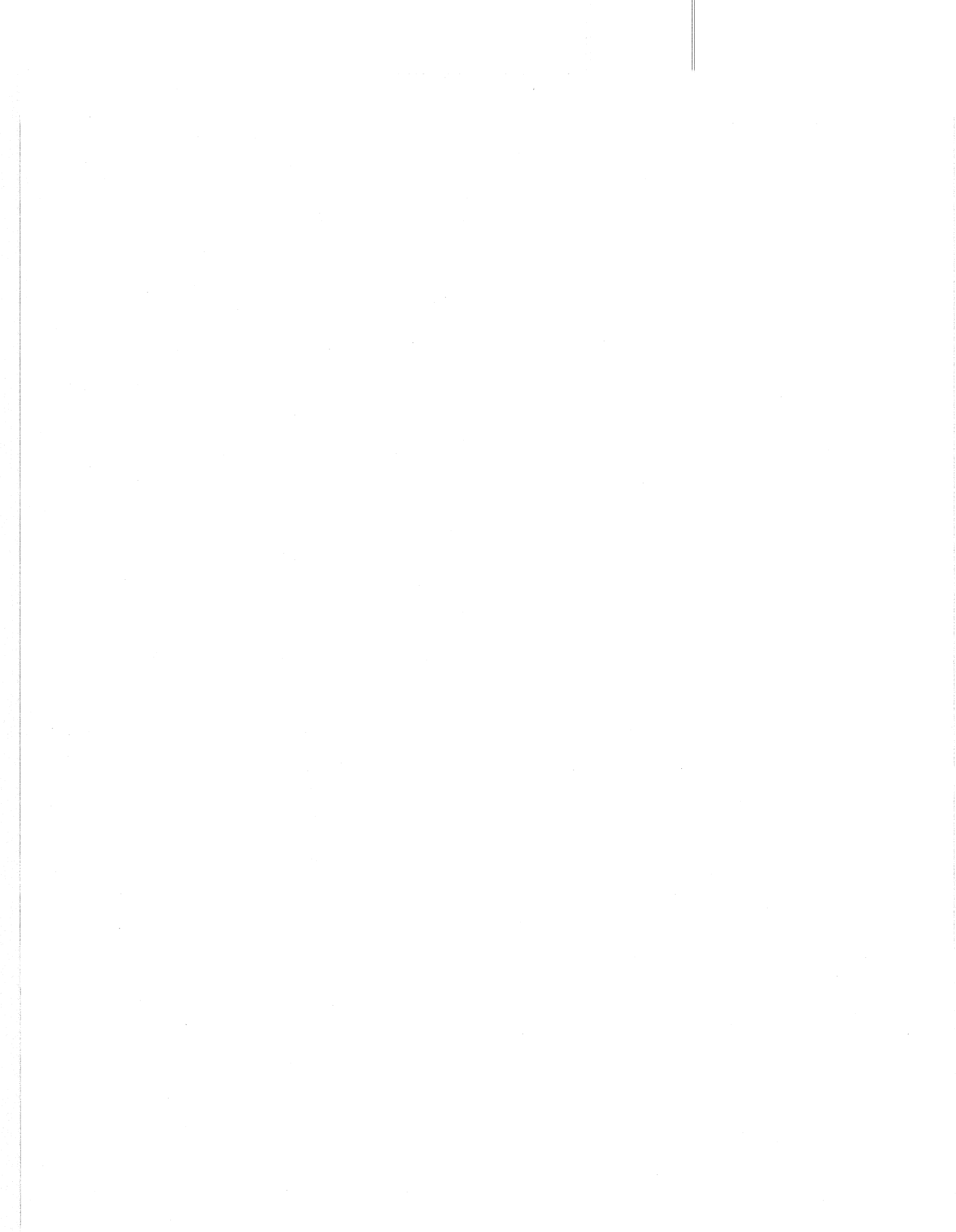
The FHWA will continue its support and funding for many initiatives and research efforts related to economic development in the Delta region as it relates to highway investments. State transportation agencies in the region have generally agreed to "put this update to work" on the State level in much the same way that the FHWA proposes to use it at the national level. Working together in this

EXECUTIVE SUMMARY

way, this update can become a critical tool for facilitating and coordinating transportation, regional planning, and economic development programs throughout the region.

Considerable progress has been made. It is there to see in the success stories from every

State in the Delta region. There are more and better roads, improved intermodal connections, and, as a direct result, more jobs and improved prospects for long-term economic prosperity in a long-depressed area of our country.



CHAPTER I

Background and Context

*"I've known rivers ancient as the world and older than the flow of
human blood in human veins . . .*

*"I've heard the singing of the Mississippi when Abe Lincoln
went down to New Orleans, and I've seen its muddy bosom turn
all golden in the sunset.*

*"I've known rivers:
Ancient, dusky rivers.*

"My soul has grown deep like the rivers."

—LANGSTON HUGHES, 1926

The 1990 final report of the Lower Mississippi Delta Development Commission contained a number of recommendations concerning highways and other transportation factors. These transportation-specific recommendations were an integral part of a more comprehensive body of issues, including agriculture, education, housing, business development, environmental resources, and many other factors affecting the quality of life and future prosperity of residents and businesses in the seven-State Delta region. While acknowledging the need for an update of this comprehensive body of recommendations, the FHWA and the State transportation agencies concluded that this particular effort should focus specifically on the progress made toward fulfilling the transportation-related recommendations contained in the 1990 report.

It is the intention of the FHWA and the State transportation agencies that the update should go beyond a simple listing of recommendations and status of their implementation. (See Appendix A1 for a complete listing of all transportation infrastructure-related recommendations and implementation status, and see Appendix A2 for a listing of selected non-transportation-related recommendations and implementation status, as compiled by the Domestic Policy Council, Executive Office of the President.) This determination was made because understanding the importance of the recommendations, and current FHWA and State transportation agency intentions regarding them, requires more than a summary. It requires comprehension of the broad, central role that transportation plays in the Delta region.

Transportation improvements should not be viewed in isolation. Therefore, this update places its report on transportation issues in context against the backdrop of significant regional, national, and international events

and trends. It also seeks to provide perspective on the unique culture of the Delta region, information about the institutional context in which transportation projects are being implemented, and facts about significant economic and legislative events that have taken place since 1990. State-by-State efforts to implement transportation projects are examined in some detail, and case studies of specific "success stories" are described to add local perspective to this regional examination.

Transportation and the Role of Government

Legislative and administrative history has laid a framework for the crucial role that government plays in providing critically needed transportation infrastructure. Publicly owned roads carry an overwhelming percentage of all personal automobile travel. Publicly owned transit and publicly owned airports provide similar service for transit and air travelers. Recommendations offered in the 1990 Delta Initiatives report concerning transportation applied to the national government, State government, and to other areas of responsibility.

This update recognizes that where success has been achieved, it has been achieved through cooperation between government agencies, and among government, the general public, and private sector enterprises. Close cooperation has been the fuel for progress throughout the counties and parishes spread across the seven States that comprise the Lower Mississippi Delta region. For that reason, the update does not contain a review of "who did what and how well did they do it." Rather, it concentrates on the all-important outcomes. Those outcomes are the two interrelated, central focus points of this entire update: transportation improvements and increased employment.

Transportation — The Tie that Binds

Highways are about more than concrete, asphalt, and steel. A great many dedicated people, numerous interrelated institutions, and voluminous documentation stand behind and support our national highway system. Transportation crosses more than geographic boundaries. It ties together many economic and social aspects of life in communities throughout the country. This is certainly true in the very diverse Delta region. Therefore, initial drafts of this report were sent to individuals who had regional leadership roles in developing non-transportation-related recommendations in the 1990 report and now have national leadership roles outside of transportation.

The reactions of these leaders pointed out the increasing importance that transportation plays in tying people and goods to jobs, markets, and services. Many public meetings on human infrastructure development that started with a focus on the effects of hospital closures, provision of educational services, or improved child care have concluded with calls for improved highways and rural public transportation.^{3,4}

Governors and local officials have cited the need for flexibility in administering the national role in transportation actions to allow local and State transportation providers with the ability to use available funds effectively. Officials have repeatedly cited the need for improved transportation to reap the benefits of investments in human capital or in non-highway infrastructure.

Many of these same State and local officials were the men and women who had the vision of a new interstate-type highway traversing the Delta region. Their farsighted vision was tested and found feasible. These officials have increasingly realized and proclaimed that

highways mean access to more than just other roads or transportation modes. Highways mean access to opportunity.

The Unique Culture of the Delta

If the Delta region were only an artifact defined by Congressional legislation, or simply a geographical classification, it would be difficult to draw conclusions about the impact of transportation. However, this is not the case. Beyond political boundaries, beyond geography, the Delta has a unique and rich history and a binding cultural perspective. The continuity of the Mississippi River has overwhelmingly influenced the commerce of the region, both over time and as one of the world's greatest transportation resources.

The deep loess soil that geohistory deposited in the Mississippi's alluvial plain; the agriculture that thrives along the great river; the music that was born in it; and the literature, art, food, folklife, and traditions that continue to thrive in the Delta, give the region its strong sense of place. It is a place where recognizing familiar faces still counts and first names matter.

It is a place forever marked by the Civil War, by the struggle for Civil Rights, and by revolution of mechanized agriculture. Importantly for this update, it is also a place where the benefits of the first interstate highways are still remembered. Thankfully, it is a region where a "third world" level of poverty is diminishing. This progress from debilitating poverty toward increased chances for prosperity is due in large part to the benefits brought by improved highways and greater and more efficient use of the Mississippi River. It is no wonder that the people of the Delta eagerly anticipate the benefits of new and improved highways now and in the near future for their region.

Implementation of the 1990 Recommendations

Among the more than 400 general recommendations contained in the final report of the Lower Mississippi Delta Development Commission, 55 were related to transportation, mostly to highways. Some were of national and international significance, relating to national funding. Others were primarily of local significance, relating, for example, to a specific highway or port.

To date, most of the highway-related recommendations have been partially implemented and some have been substantially implemented. In total, funding commitments by Federal, State, and local transportation agencies to these and other transportation improvements represent an enormous public investment and offer encouraging prospects for continued economic growth within the Delta region.

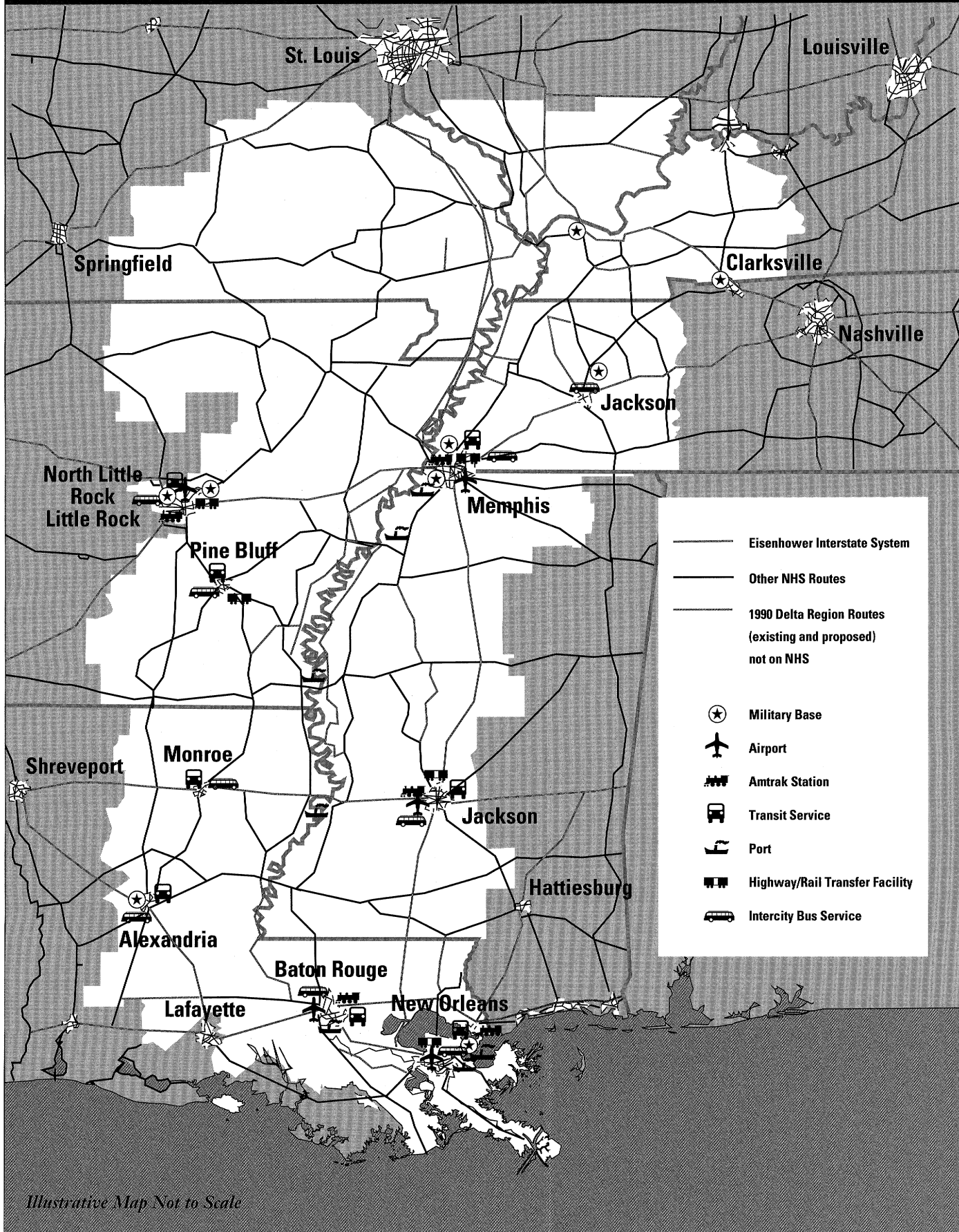
A summary of the status of implementation of each transportation-related recommendation is included as Appendix A1. The status of a few specific recommendations are highlighted below to illustrate the substantial investments in transportation that have occurred and are continuing within the Delta region:

- *The recommendation to complete U.S. 61 as a four-lane highway from Memphis, Tennessee, to Baton Rouge, Louisiana.* Since 1990, more than 186 km (115 mi) of U.S. 61 in Mississippi and Louisiana have been improved or are scheduled for improvements within the next 3 years. The commitment by these States to improvements to this route is particularly significant in view of the fact that West Feliciana Parish in Louisiana and Claiborne, Tunica, and Warren Counties in Mississippi (all served by U.S. 61) have experienced from 13 percent to 80 percent increases in employment since 1990.
- *The recommendation to widen U.S. 68/Kentucky 80 from Mayfield, Kentucky, to Cadiz, Kentucky.* A 3.2-km (2-mi) bypass around Cadiz and an 8.1-km (5-mi) section of this route from I-24 to Cadiz in Trigg County have been completed since 1990. Trigg County had a 20 percent increase in employment since 1990.
- *The recommendation to expand U.S. 45 East and West to four lanes from the Tennessee-Kentucky State Line to Jackson, Tennessee, and U.S. 45 South to the Tennessee-Mississippi State Line.* More than 49 km (30 mi) of U.S. 45, U.S. 45E, and U.S. 45W have been widened to four lanes since 1990 in the Delta portion of Tennessee. Also, more than 24 km (15 mi) of U.S. 412 were similarly widened (this was the subject of a multi-State recommendation). Madison County (which contains Jackson, Tennessee), as well as the neighboring Crockett, Carroll, Chester, and Henderson Counties in Tennessee, have all experienced at least a 15 percent increase in employment since 1990.

While these examples illustrate that there has been substantial progress in implementing some transportation-related recommendations from the 1990 report, implementation of other recommendations has been less significant. The study update has found, however, that where implementation is lagging, typically, it is in large part because of funding constraints at both the Federal and State levels. These constraints have required delays in project scheduling and delivery in some cases.

Notwithstanding these constraints, tangible and important progress has been made. What is perhaps most important is that State transportation agencies have demonstrated continued commitment toward implementation of the 1990 recommendations for highway improvements.

THE DELTA REGION



Illustrative Map Not to Scale

Economics and Transportation in the Mississippi Delta — World War II to the Early 1990's

"The people came down the river and stopped in the Delta because of the richness of the soil and the ease with which you could make a living."

— SHELBY FOOTE, from *Conversations with Shelby Foote*, University of Mississippi Press, 1987,
William C. Carter, Editor⁵

As implied by the evocative words of one of the Delta's greatest living authors, when World War II ended, the economy of the Mississippi Delta region was based largely on production of bulk agricultural goods. These products and the region's rich petroleum resources were transported mostly by barge and rail on the Mississippi River. There was little manufacturing industry and generally only very basic commerce in the region. In a sense, it might be said that the Delta region functioned as a raw materials colony for the rest of the United States.

As the major industrial centers of the country boomed in the 1950's, 1960's, and early 1970's, a significant portion of the Delta's population migrated to the cities of the North. The loss of population and the isolation of much of the Delta's commerce from the Nation's mainstream substantially impaired the region's economy. During this same time, the value of petroleum production and refining increased dramatically, as did efficiency in manufacturing and agriculture as well as the benefits of the Interstate system. Enrollment in higher education increased and the assistance of anti-poverty programs became more available to Delta residents. Later, the inflation of the late 1970's and the price deflation of agricultural products in the early 1980's, in conjunction with the national recession, exac-

erbated the Delta's economic difficulties.

By the late 1980's, three significant trends had developed to lay the foundation for an economic turnaround. The first was recognition of the need to invest in human capital development. The second was the growth of local manufacturing and production based substantially on reprocessing of locally available products, combined with the expansion of the transportation resources of the region. Measurable growth has become more evident in the 1990's as the section of this update on Success Stories illustrates with some specific examples. The third noteworthy trend was the recognition by the region's political and other leaders of the importance of regional cooperation and coordination with regard to transportation and other resources. This recognition led to the establishment of the Lower Mississippi Delta Development Commission. A not yet fully realized development, which has the potential to be a fourth trend, is the growth of tourism.

Institutional History: Setting the Course

"Think of each other as allies, not as competitors . . . [and] we will gain an advantage that will be with us for centuries."

—LT. GOVERNOR OF FLORIDA, BUDDY MACKAY⁶

Title II of the Rural Development Agriculture and Related Agencies Appropriations Act of 1989 (Public Law 100-460, passed October 1, 1988), provided funds to establish a Lower Mississippi Delta Development Commission. This law was passed with the advocacy of then U.S. Representative Mike Espy of Mississippi and U.S. Senator Dale Bumpers of Arkansas and signed by then President Ronald Reagan. It provided for a bipartisan Commission to study and make recommendations regarding

economic needs, problems, and opportunities in the Lower Mississippi Delta region, and to develop a 10-year regional economic development plan.⁷

The work of the Commission culminated in 1990 with a final report. The introduction to the report was signed by the Chairman of the Commission, who was then Governor of Arkansas Bill Clinton. The Commission's 1990 final report contained specific recommendations for highways and transportation and for establishment of an organization(s) to advocate and to monitor progress toward implementation of the Delta Initiatives proposed in the final report.

Following the release of the final report, several such organizations were established, one of which consists of senior transportation officials of the seven Delta region States. The precursor of this group, meeting in April 1990, on the campus of Arkansas State University in Jonesboro, AR, formulated the list of projects and roadways that later made up highway and transportation recommendations of the Commission's May 1990 final report.⁸

Subsequently called the Lower Mississippi Delta Highway and Transportation Consortium, this group held an organizational meeting in December 1990 and its first business meeting in April 1991. Since that time, they have continued to meet on an ad hoc basis. At one of these meetings in April 1994, in Memphis, TN, the Consortium discussed implementation status of the 1990 Commission recommendations. At another meeting in April 1995, in Savannah, Georgia, the Consortium agreed to update the 1990 report. (See Appendix G for more details.)

Another organization established just prior to the 1990 report was the East Arkansas Higher Education Economic Development (HEED) Consortium, which mainly concerned itself with the implementation of the

education-related recommendations of the Commission.⁹ This consortium also organized several symposia on comprehensive issues. Significantly, with respect to transportation, it promoted the concept of a Delta region African American Heritage Trail. This idea originated with a group of Arkansas State University students who developed the concept for submission to a design competition sponsored by the HEED consortium.

The Lower Mississippi Delta Development Center was formed in 1990, partially to carry on the work of the Commission. Presently, the Center carries on a variety of tasks under contract to various Federal and State agencies. The Center provided data, information, advice, and the use of physical facilities for this update. (See Appendix E for the names of individuals and agencies known to have assisted in the preparation of this update.)

The American Association of State Highway and Transportation Officials (AASHTO) and Collaborative Organizations

Interstate coordination in transportation within the lower Mississippi Delta, in one form or another, has been a fact for virtually the entire 20th century. The first mechanism for this coordination was the pre-World War I predecessor to the Mississippi Valley Conference of State Highway and Transportation Officials (MVSHTO). This organization, with occasional changes of structure and membership, has continued to the present time. The MVSHTO's purpose and function through its entire history have been to assist in the coordination of regional transportation-related issues. Of the seven Delta States, Illinois, Kentucky, and Missouri currently

belong to MVSHTO.

Similarly, the predecessor of the Southeastern Association of State Highway and Transportation Officials (SASHTO) was founded before World War II and has continued to the present. Arkansas, Kentucky, Louisiana, Mississippi, and Tennessee belong to SASHTO. Neither AASHTO, MVSHTO, nor SASHTO were directly involved (although individual members were) in the work of the Lower Mississippi Delta Development Commission.¹⁰

The Mississippi River Parkway Commission (MRPC) and the Great River Road

Another institution with considerable history in interstate transportation coordination in this region is the Mississippi River Parkway Commission (MRPC). The direct predecessor of this organization was founded before World War II. The membership of this organization includes the lower Delta region States, plus Iowa, Minnesota, and Wisconsin. MRPC is a forum for the coordination of transportation, agricultural, cultural, environmental, tourism, and other issues related to comprehensive planning in the counties, municipalities, parishes, and special-purpose districts near the Mississippi River.

During the era of categorical funding for the Great River Road, the coordination provided through MRPC was especially important for the implementation of that program. This coordination has also been beneficial in sharing lessons on transportation enhancement funding. This knowledge has been used in many of the MRPC States for improvement of the Great River Road surroundings. MRPC provided data, information, and helpful perspective for the preparation of this update.

Statewide Transportation Planning

Statewide transportation planning preceded the Commission and continues to the present day. In fact, some of the Commission's recommendations have been implemented through programs that already existed at the time of the Commission's final report. Examples of this are the 1986 highway program passed by the Tennessee legislature, the 1987 highway funding referendum passed by the voters of Missouri. The 1991 Arkansas Statewide Highway Improvement Program is an example of a program whose development, although begun before the Commission's final report, was substantially framed from the Commission's recommendations.¹¹ (See the State Reports in Chapter III for fuller discussion of these initiatives.)

The Commission's work both reflected and provided additional momentum to this implementation. The overall circumstances under which statewide transportation planning is implemented are based partly on specific legislation that varies from one State to another, and partly on national legislation and subsequent rule making. (See the section entitled Significant Developments — 1990 to 1995.) Professionals in this functional area at the State level provided data, information, perspective, and beneficial advice during the creation of this update.

Other Statewide Programs

Economic development and tourism are other statewide functions that significantly relate to regional Delta transportation. In both areas, the U.S. Department of Commerce has programs that support these functions. Information from individuals involved in statewide programs carrying out economic development and tourism functions supported the Commission's work.

FHWA considered the involvement of professionals in these two functions critical for this update. This was because the kind of job growth facilitated by business expansion and utilization of tourism assets was clearly identified at the time of the Commission's report, and because FHWA has limited expertise in these areas. Professionals in both of these functional areas at the Federal and State levels provided data, information, and important perspective during this update process.

Rural Development Partnership

In January 1990, then President George Bush established the President's Initiative on Rural America. This initiative, now known as the National Rural Development Partnership, is designed to foster collaborative relationships among Federal, State, tribal, and local governments, and the private sector in support of rural development efforts within individual States. The initiative has been steadily expanded during the Clinton Administration.

The Partnership is organized at both the State and national levels. State Rural Development Councils (SRDC's) respond to the specific needs of their State, while the National Rural Development Council (NRDC) provides guidance for the Partnership and works on behalf of SRDC's at the national level. Through a cooperative national framework, the National Development Council, currently chaired by Vice President Al Gore, encourages and supports innovative approaches to the resolution of rural development issues by building crucial inter- and intra-governmental relationships. It promotes strategic development, makes strategic use of existing resources, intervenes in a problem-solving role, and addresses regulatory and administrative impediments. There are 39 State Rural Development Councils and more than 60 Fed-

eral partners in the National Rural Development Council.

Significant Economic Events and Trends — 1990 to 1995

"Trade with South America will be the greatest growth industry in America for the next 20 years, and it will go through our region."

— LT. GOVERNOR OF FLORIDA, BUDDY MACKEY¹²

Since the 1990 final report by the Commission, substantive parts of both the economic and legislative environment have changed dramatically. Aspects of this change have materially influenced the implementation of the recommendations presented in the 1990 report.

Overall, national economic growth was one central factor affecting the Delta region during this period. While the United States suffered a brief recession from the end of 1990 to early 1991, the recovery from this recession gained momentum during each of the next 3 years. (See Appendix F for economic indicators.)

Similarly, Canada and Mexico experienced uneven growth during this period. Canadian and Mexican consumption of products made in the Delta region, as well as their production of products for use in the region, are important to the Delta economy. Specifically, Canada suffered from a 1990 to 1991 recession, followed by a progressive recovery. Mexico's experience was the reverse, with strong economic growth in the early 1990's, followed by a slow growth year in 1993 and a recession in 1995 related to currency devaluation. Other industrialized countries with market economies, taken as a unit, saw generally strong economic growth in the early 1990's, with negative growth in 1993, followed by recovery thereafter.

With respect to hemispheric and world trade, transportation improvements have allowed the Delta region better linkage to U.S., North American, and world economic markets. Improvements to the capacity of and access to intermodal terminals have been particularly important in this regard. This linkage has for decades been of increasing importance as the U.S. economy has become tied more closely to the global economy, and supporting this linkage has been a specific policy promoted by both President Bush and President Clinton.

National and World Economic Growth: The North American Free Trade Agreement (NAFTA) and the General Agreement on Trade and Tariffs (GATT)

Two milestone achievements of this policy of economic linkage were the ratifications of the North American Free Trade Agreement (NAFTA) in 1993 and the General Agreement on Trade and Tariffs (GATT) in 1994. These ratifications have been followed by specific agreements on various aspects of trade, such as environmental, labor protection, and specific transportation issues. Negotiating these specific agreements is an ongoing process.

In December 1994, President Clinton hosted a Summit of the Americas in the gateway State of Florida. There, the 34 democratically elected leaders of our hemisphere agreed to establish a free trade area of the Americas by 2005. The President called it a historic step that will produce real opportunities for more jobs and solid, lasting prosperity for our peoples. The Southeast and the Delta region are strategically located to play a crucial role in the growth of hemispheric trade.

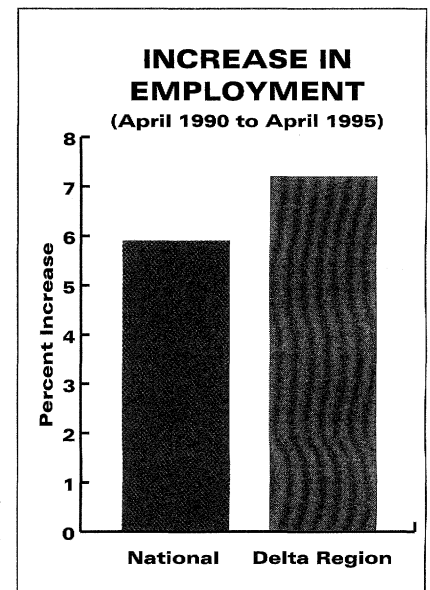
Furthermore, and more specifically, as expanding trade develops between Canada, Mexico, and the United States, the Mississippi River corridor becomes an even more important resource for focusing increased commerce. This is true of the highway, water, air, rail, and intermodal components of the region's transportation system and its linkages to the national system.

Increased Employment Is a Key Indicator of Progress

The study material developed for the Commission's work indicated that, at that time, the single most important need of the Delta region was the need for jobs. This was reinforced by research collected by independent sources.

Consequently, this update has placed considerable emphasis on the interaction between transportation improvements and employment growth. Specifically, attention has been focused on what transportation actions have, or could have, facilitated job growth in the region. Statistics from the Bureau of Labor Statistics were analyzed, and the results of this analysis are encouraging. (See Appendix F for data on employment.) The counties in the Delta region have had employment increases, on a percentage basis, that exceed the national average.¹³ [County-level employment data gathered by the Bureau of Labor Statistics is not seasonally adjusted. Thus, for comparability, the analysis points are April 1990 (the month before the 1990 Commission Report) and April 1995.]

Another perspective comes from examin-



ing the actual number of jobs. The 219 counties and parishes in the region had an increase in employment of about 252,000 jobs. If employment had increased at the U.S. average, job growth in the Delta region would have amounted to only about 207,000 new jobs. In fact, the Delta region gained 45,000 more jobs than it would have if it had only attained the national growth rate.

Within the Delta region, there are counties and parishes with considerably higher employment growth rates. For example, 42 of the 219 counties and parishes had employment growth rates above 15 percent, reaching a high of almost 80 percent. Based on this finding, a major effort of this update involved data collection and analyses to examine particular counties and parishes in sufficient detail and context to determine what transportation actions may have facilitated these successes.

The growth of tourism and trade has been an important factor in a number of States and counties. For example, during this period, tourism-related employment increased more than 30 percent in Mississippi. Employment directly related to commercial trade is much harder to ascertain; however, examples like the 20 percent increase in cargo through airports in Tennessee are indicative of the magnitude of this activity. (See Appendix F for statistics on tourism and State transportation.)

The 1993 Mississippi River Flood

The Mississippi Delta and its hardy population are used to the periodic natural disasters that go hand-in-hand with life near the great river. Near the middle of the period under examination by this update, an extraordinary natural catastrophe struck a significant portion of the Mississippi Delta region, and its effects were severe and far reaching. During the sum-

mer of 1993, flooding on the upper Mississippi River had a profound and deleterious impact on parts of the Delta region north of the confluence with the Ohio River. In the Delta counties of Illinois and Missouri, lives were lost, residents suffered extensive business and property loss, important transportation resources were destroyed or damaged, and commerce nearly came to a halt. (See State Reports in Chapter III for details on the magnitude of the effects of the flood.)

South of the Ohio River there was no loss of life or property, but transportation and commerce on the Mississippi River itself were significantly hindered. Furthermore, surface and air transportation from the Delta region through the upper Mississippi Valley were substantially hampered. Delays and reroutings were commonplace throughout the summer of 1993, resulting in considerable economic loss to the Delta region.

Delta residents, businesses, and governments pulled together, with Federal assistance, to recover as rapidly as possible from the damaging effects of the great flood. The economic recovery from this event became an encouraging example of how cooperation and determined effort can overcome adversity. In large measure, the transportation system was made whole quickly, while prompt action on the part of national, State, and local agencies facilitated the overall recovery.¹⁴

Leadership in the Delta Region

"[There is an] urgent need for Leadership . . ."

— From an early draft of
The Delta Initiatives, 1990¹⁵

One of the clearest findings of this update is that the urgent need for leadership, cited in 1990, has been admirably filled in both the cor-

porate and public sectors during the 5-year period since that time.

Corporate Leadership

The emergence of the Delta region as a full partner in the national economy is due in no small measure to the vision of leaders in the private sector. Since 1990, a wide range of far-sighted companies and corporations throughout the Delta region have focused their efforts and investments on increasing the efficiency and quality of their services and the competitiveness of their products. By 1995, 16 of the companies listed in the Forbes leadership list had their corporate headquarters in the Lower Mississippi Delta region.^{16,17} These innovative and successful companies were:

- Alltel: *Little Rock, AR* (Telecommunications)
- AutoZone: *Memphis, TN* (Specialty Stores)
- Century Telephone: *Monroe, LA* (Telecommunications)
- Deposit Guaranty: *Jackson, MS* (Regional Banking)
- Dillard Department Stores: *Little Rock, AR* (Department Stores)
- Entergy: *New Orleans, LA* (Electric Utility)
- Federal Express: *Memphis, TN* (Shipping)
- First Commerce: *New Orleans, LA*
- First Commercial: *Little Rock, AR* (Regional Banking)
- First Tennessee: *Memphis, TN* (Regional Banking)
- Freeport-McMoran: *New Orleans, LA* (Nonferrous Metals)
- Hibernia: *New Orleans, LA* (Regional Banking)
- LDDS Communications: *Jackson, MS* (Telecommunications)
- Premier Bancorp: *Baton Rouge, LA* (Regional Banking)

- Promus Cos: *Memphis, TN* (Hotels and Gaming)
- Trustmark: *Jackson, MS* (Regional Banking)

Federal Government Leadership

The rise of private sector leadership of the Delta region has been paralleled by the emergence of leaders among senior elected officials in national government offices who represent, or have represented, the Delta region. Their leadership has helped to ensure that the needs, priorities, and perspectives of the Delta region are not lost or neglected among the many competing priorities at the highest levels of national government.

In 1995, the most prominent of these national leaders were:

- President, United States: Bill Clinton, Arkansas
- Vice President, United States: Al Gore, Tennessee
- Assistant Majority Leader, Senate: Trent Lott, Mississippi
- Minority Whip, Senate: Wendell Ford, Kentucky
- Deputy Minority Whip, Senate: John Breaux, Louisiana
- Chairman, Small Business, Senate: Christopher Bond, Missouri
- Minority Leader, House: Richard Gephardt, Missouri
- Chairman, Appropriations, House: Bob Livingston, Louisiana

State and Local Leadership

Although not as prominent as those from the corporate or Federal Government sectors, the people of the Delta region have produced numerous leaders. These include Governors and Legislators in each State who have implemented new or expanded transportation pro-

grams, as well as local or regional agencies and non-governmental organizations who have successfully advocated, expedited, or even initiated projects. Significantly, it also includes ordinary voters who have passed referenda that decisively changed the future of transportation in their States. Chapter III (State Reports), Chapter IV (Success Stories), and Chapter V (Initiatives Under Way) more fully cover specific examples of such leadership.

SIGNIFICANT TRANSPORTATION EVENTS

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA)

ISTEA has had a very far-reaching impact on State transportation programs, both in terms of funding for the implementation of transportation projects and in terms of policy and emphasis. In general, ISTEA has: (1) increased authorization levels for highway and transit programs, (2) restructured the Federal-aid highway systems and programs, and (3) provided increased flexibility for the use of Federal funds within these programs.

This landmark legislation also earmarked funds for a number of non-traditional transportation programs, such as transportation enhancements, congestion mitigation and air quality, and scenic byways. This has provided State transportation agencies with increased flexibility to address transportation needs in relation to broader social, environmental, and quality-of-life goals. ISTEA has also increased the emphasis on transportation planning and priority setting at both the statewide and metropolitan levels, which has tremendous positive potential for the future of effective integration of transportation with other planned goals.

ISTEA's provision of increased resources to meet transportation needs has given State

agencies substantial means and impetus for infrastructure improvements. On average, apportionments of Federal-aid funds for the seven States that include portions of the Delta region increased by nearly 65 percent from 1991 to 1995. The manner in which these resources are used is dependent upon priorities established by individual State transportation agencies and/or Metropolitan Planning Organizations (MPO's). Although no funds are specifically earmarked for the Delta region, the potential for funding transportation improvements within the region has been enhanced by ISTEA. This potential is reflected in the fact that more than 95 percent of the priority network recommended by the Lower Mississippi Delta Development Commission in 1990 became part of the proposed National Highway System.

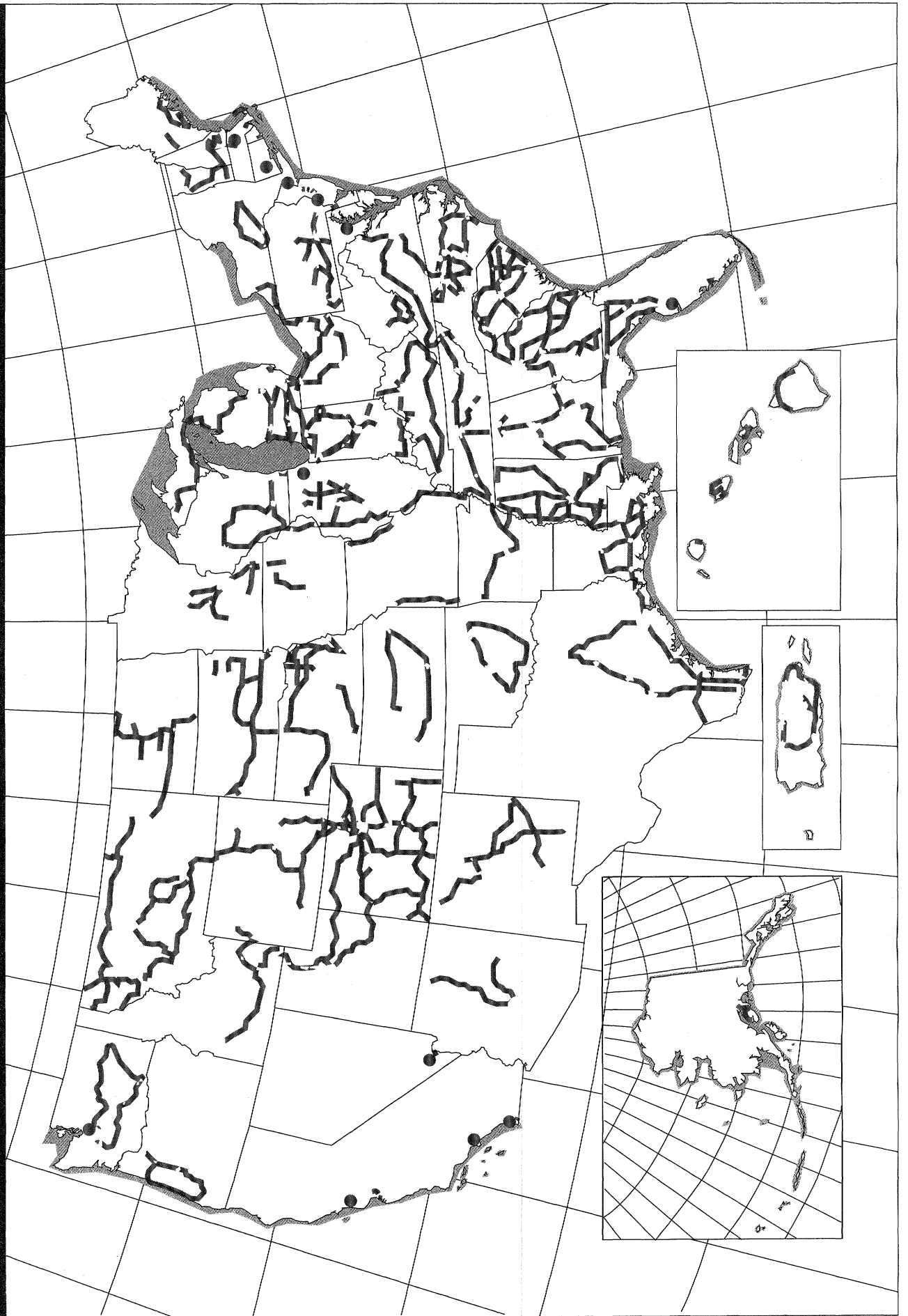
The restructured Federal-aid highway program includes a National Highway System Program and a Surface Transportation Program. Through these two programs, nearly 219,000 km (135,000 mi) of urban and rural arterials and collectors in the States that include the Delta region are eligible for funding.

The National Highway System (NHS)

"In 1992, I saw the way in which our Nation's highways reach all Americans. Vice President Gore and I traveled much of this great land in buses, and we met the American people where they live and where they work. Whether at a truck stop in Carlisle, Pennsylvania, or at dusk on U.S. Highway 51 in Sandoval, Illinois, we saw and heard what access and mobility mean to opportunity and economic well being.

"It was during our first bus trip, from New York City to St. Louis, Missouri, that I made a commitment to rebuild America. And I'm proud

NHS ROAD TRIPS



to say, this National Highway System Bill builds on all the work we've done in the last three years to do just that."

— PRESIDENT BILL CLINTON

The NHS program is intended to focus a major portion of Federal-aid funding for highways on the most important urban and rural principal arterials, including the Interstate System, that serve interstate and interregional travel, meet national defense needs, and that serve interstate commerce and major intermodal terminals. ISTEA also required that 21 high-priority corridors—four of which are partially within the Delta region—be included as a part of the NHS. A 260,000-km (160,000-mi) proposed NHS was submitted to Congress in December 1993 for approval as required by ISTEA.¹⁸

During the next 2 years, Administrator Rodney Slater and the Regional and Division Administrators extensively toured routes on the proposed system with State transportation officials and met with local officials and business leaders to obtain their views on transportation issues and the Federal-aid highway program. A map of these tours follows this section. The National Highway System Designation Act of 1995 was passed by the Senate on November 17, 1995, and by the House on November 18, 1995, and subsequently signed by the President on November 28, 1995.

The NHS is the backbone of the Delta region's transportation system and will include important connections to major intermodal terminals in the region as well as roads serving major multistate and intrastate corridors. One of the high-priority corridors—Corridor 18 from Indianapolis, Indiana, to Houston, Texas, and beyond to the Mexican border—lies within the heart of the Delta region. A feasibility study just completed for this corridor has determined that a new facil-

ity is economically justified. A discussion of the study and its results may be found in the section on Initiatives Under Way.

The Significance of Federal Requirements

Federal requirements related to statewide and metropolitan planning, resulting from ISTEA, have significantly influenced transportation planning and decision making by State transportation agencies. Each State transportation agency is required to carry out a transportation planning process, which includes consideration of a wide range of factors and leads to the development of a statewide transportation plan. This plan, and periodic updates to it, serve to guide transportation improvements within the State. Similarly, each State is required to develop a transportation improvement program on a biennial basis, and similar requirements also apply to each metropolitan area.

Joint regulations of FHWA and the Federal Transit Administration establish policies and procedures for implementing these requirements. These regulations include formal requirements for metropolitan/State coordination of plans and programs and for funding transportation enhancements.^{19,20} One example of a positive response to these requirements, which is especially relevant to this update, is the 1994 restructuring of the Statewide Transportation Planning Process in Kentucky. This innovative restructuring explicitly incorporates Area Development Districts, which are agencies with specific responsibilities for, and demonstrated expertise in, regional economic development.

Creative FHWA Division Actions

FHWA has placed special importance on reaching out to undertake innovative and creative actions that help meet the needs of the State and

local agencies in implementing their own priorities. Although this emphasis is national, the following actions have been taken by FHWA Division offices within the Delta region:²¹

- Facilitating decisions as part of the Steering Committee for a feasibility study.
- Expediting a corridor study by initiating a joint NEPA/404 permitting action.²²
- Providing technical assistance in using right-of-way donations in a rails-to-trails enhancement project.
- Accelerating the approval of a reconstruction project that would use Surface Transportation Program funds and which would, upon completion, remove a substantial amount of truck traffic from a historic area.
- Assisting the State in planning for incorporation of intermodal connectors via the system of functional classification.
- Providing technical assistance in undertaking design of a cable-stayed bridge to replace a 70-year-old truss.
- Assisting the State in developing program delivery mechanisms for small-scale, cost-effective safety projects.
- Working with the State to establish a quality initiative with participation from contractor, supplier, and consultant personnel.
- Implementing innovative financing projects.
- Facilitating use of fiber-optic cable in interstate highway rights-of-way.

**OTHER SIGNIFICANT
LEGISLATIVE EVENTS AND
TRENDS, 1990 TO 1995**

**Empowerment Zones and
Enterprise Communities**

In recognition of, and as a response to, the problems of poverty and the potential for community self-help, Congress passed Title XIII of the Omnibus Budget and Reconciliation Act

of 1993. This title provides for designation and funding of a program for both rural and urban Empowerment Zones and Enterprise Communities (EZ/EC). Faith in the potential for community self-management of economic growth is the foundation for this innovative legislation. The program is designed to empower people and communities across the Nation in developing and implementing strategic plans to create job opportunities and sustainable community development for themselves.

The program combines tax benefits for businesses hiring new employees with funding for comprehensive planning. Enhanced coordination among Federal agencies is an integral component of the process. The designation process for this program was completed in May 1995. The rural EZ/EC program is under the overall management of the Department of Agriculture, while the urban EZ/EC program is under the overall management of the Department of Housing and Urban Development.

Drawdown of available funding for the designated EZ/EC's is typically a 10-year process. Overall direction for both the urban and rural programs is provided by the Community Empowerment Board, a Cabinet-level coordinating body currently chaired by Vice President Al Gore. This Board is active in providing focus and encouragement with high-level regional and national meetings scheduled in early 1996. More details on this program are provided in Chapter V, Initiatives Under Way.

**The Factor of Military
Base Closures**

Perhaps the most visible aspect of the post-Cold War downsizing is the Base Realignment and Closing (BRAC) program. Two bases located in the 219 Delta counties/

parishes were closed in December 1992 as part of this program. They are Eaker Air Force Base in Arkansas and England Air Force Base in Louisiana. The impact of these closures and recovery efforts are discussed in the State Reports and Success Stories sections of this update.²³

On a regional level, these two military base closures have not had a substantial impact on the Delta region. This is partially due to the fact that a number of other bases have gained jobs as part of the realignment aspect of the BRAC program. It is also due to proactive recovery efforts in the States, counties, and parishes in which the closures occurred. The only additional base currently scheduled to close is the Defense Depot in Memphis, Tennessee.

The Delta-Related Portion of the California Desert Preservation Act

Title XI of the California Desert Preservation Act (Public Law 103-433) set in motion the implementation of several route designation recommendations contained in the 1990 Delta Initiatives report. Specifically, the legislation requires the Secretary of the Interior to complete a study, including recommendations on appropriate designation and interpretation of historically significant roads, trails, byways, waterways, and other routes within the Delta region.²⁴

The legislation further directs the Secretary of the Interior to prepare and outline plans for a Delta region Native American Heritage Corridor and for a Delta region African American Heritage Corridor. These requirements are currently being administered by the National Park Service. More details on this program are provided in the Initiatives Under Way section of this update.

Transportation Enhancements

“ . . . I sometimes think that we who know the region well are not surprised by some of the most beautiful things in it because we have been familiar with them all our lives.”

— SHELBY FOOTE, from *Conversations with Shelby Foote*, University of Mississippi Press, 1987, William C. Carter, Editor²⁵

The Delta region has much to offer the larger world. As noted in the section on ISTEPA, that legislation increased flexibility for State agencies in allowing the use of Federal highway funds for transportation enhancements. One of the strategic goals of enhancement projects is to increase tourism and provide the State and local communities with the economic boost that comes with such an increase.

There are many examples of meaningful progress with this kind of project. (See Chapter IV, Success Stories, Great River Road, for a report of what can happen when enhancements are accumulated over decades.) There are more than 120 enhancement projects in the Delta region. Three illustrative cases are explained in more detail below. They are: the Tunnel Hill Trail Enhancement Project in the vicinity of Harrisburg in Saline County, Illinois; the “Trail of Tears” Enhancement Project in the vicinity of Savannah in Hardin County, Tennessee; and the Renovation of the Historic Railroad Depot in Clarksdale, Coahoma County, Mississippi.

Tunnel Hill Trail

A 3.5-km (2.25-mi) section of the Harrisburg Connection to the Tunnel Hill Trail was recently completed using \$388,000 in Federal transportation enhancement funds, matched by funds from the City of Harrisburg. This project is the first phase of an overall plan to

complete a 63-km (39-mi) rail-trail along an abandoned Norfolk Southern rail line to Karnak, Illinois. The trail intersects with U.S. Bike Route 76, one of only two long-distance bike routes currently designated by the American Association of State Highway and Transportation Officials. Illinois DOT anticipates that upon completion, this will substantially enhance what is already one of the premiere bicycle tourism attractions in the region.

Trail of Tears

Currently under construction, this project consists of the construction of a 0.8-km (0.5-mi) walking trail and two river overlooks on the Tennessee River. The overlooks have historical markers that identify the water route of the Trail of Tears. This refers to the forced westward relocation of the Cherokee people (now the Cherokee Nation - Western Band) in 1838 to 1839 from eastern Tennessee to what is now Oklahoma. The walking trail will connect the overlooks with other significant historical and tourism sites in Savannah, including the Ulysses S. Grant headquarters monument and the Tennessee River Museum. This project was financed with \$170,000 in FHWA transportation enhancement funds. Tennessee DOT anticipates that this will enhance the authenticity and meaningfulness of the area's cultural resources, while also promoting tourism.

Clarksdale, Mississippi, Historic Railroad Depot

In allocating just over a million dollars of Federal transportation enhancement funds for the renovation of the Clarksdale Railroad Depot, the Mississippi Department of Transportation has ensured the future of an important historic asset. It has also provided a truly unique facility for showcasing local culture for tourists and local residents. The project consists of refurbishing the interior and the exterior of the historic depot, which will be adaptively reused to house restaurants featuring local foods, retail establishments for the community's arts and crafts, and a performance venue for local Blues musicians. The project might also lead to a display of restored railway passenger coaches, with the possibility of the additional tourist draw of short-run passenger train rides.

ishing the interior and the exterior of the historic depot, which will be adaptively reused to house restaurants featuring local foods, retail establishments for the community's arts and crafts, and a performance venue for local Blues musicians. The project might also lead to a display of restored railway passenger coaches, with the possibility of the additional tourist draw of short-run passenger train rides.

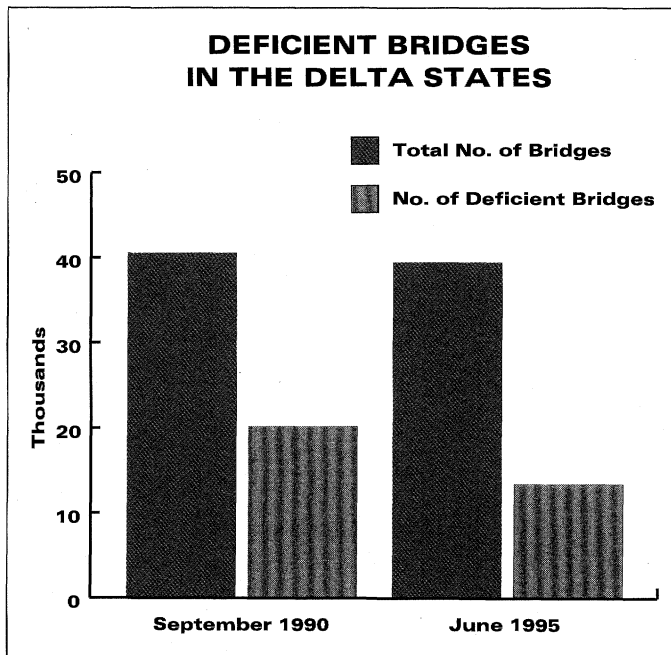
Intelligent Transportation System (ITS) Projects

The ISTEA substantially increased authorizations for ITS-type projects. Typical near-term ITS projects support planning, standards development, and technology transfer. Three ITS early deployment planning projects are under way in the Delta region. Two are in New Orleans, LA, and one is in Memphis, TN. These projects are, in the longer term, to result in practical technologies that provide better crash avoidance, traffic control, vehicle guidance, and navigation and/or user-friendly origin-destination information.

Regional Bridges

Without a doubt, one of the most important transportation resources in linking Delta people, employers, goods, and markets is the region's bridges. During the preparation of this update study, FHWA completed two types of bridge assessments to assist in the analysis of the Delta region. These assessments were based on the National Bridge Inventory maintained by FHWA — a data base containing information on all highway and highway/rail bridges subject to the National Bridge Inspection Standards.

The subject of the first assessment was the 56 major bridges that span the Mississippi River, including those north of the Delta region. (See Appendix C1 for this assessment in its entirety.) This assessment calculated the



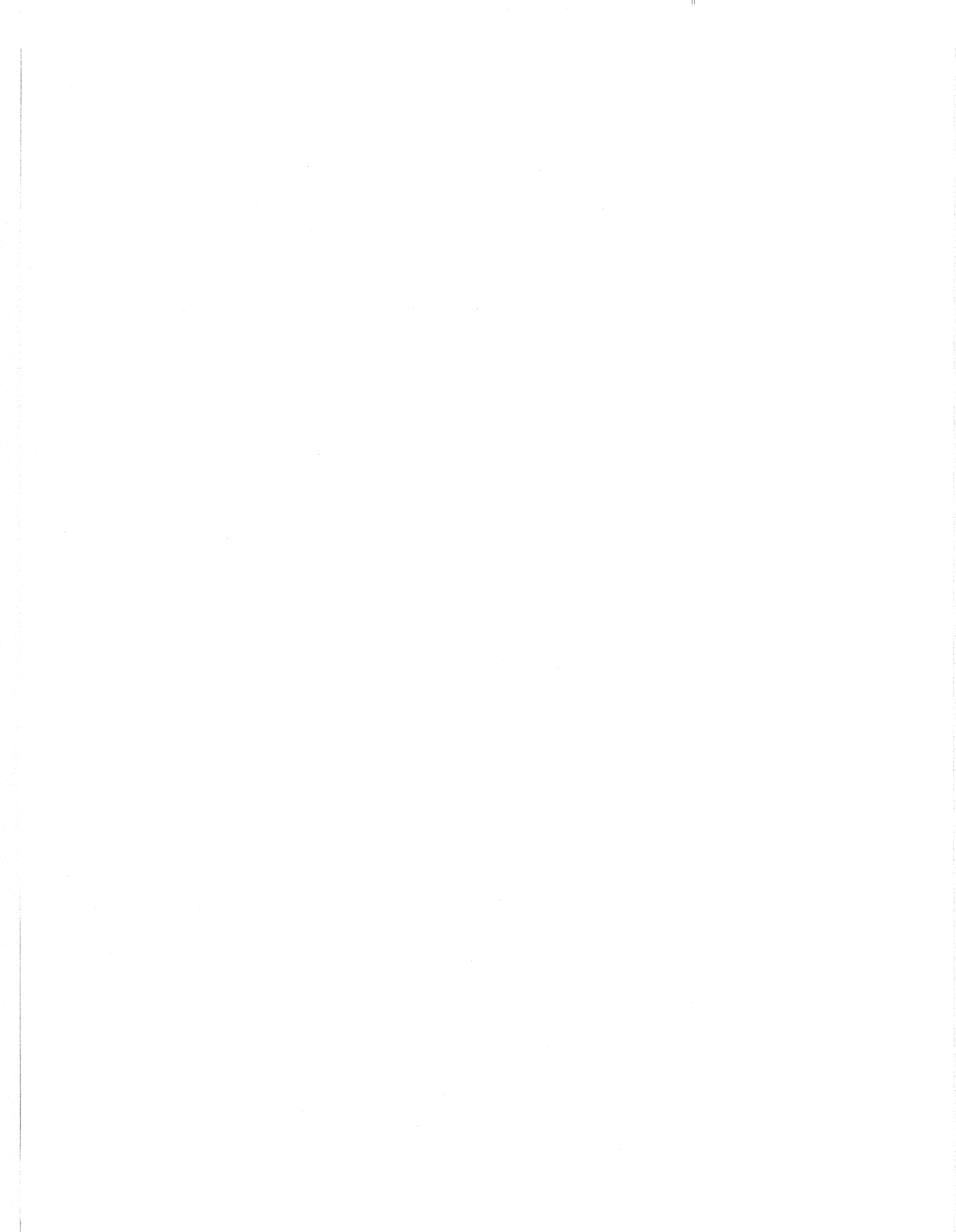
construction cost (excluding preliminary engineering, right-of-way, etc.) to rehabilitate

or replace deficient bridges in order to meet current geometric, construction, and structural standards for the volume of projected traffic. The resulting estimate was a total cost of approximately \$1.6 billion, with about half of that amount being for rehabilitation or replacement of bridges in the Delta region.

The second assessment focused on all bridges in the 219 counties and parishes in the Delta region. (See Appendix C2 for this assessment in its entirety.) The trend in bridge conditions between 1990 and 1995 is shown in the following figure.

Bridge Deficiencies

This figure shows a substantial improvement in bridge conditions region-wide. Specifically, in 1990, almost half of all bridges contained deficiencies, while the total in 1995 was less than 35 percent.



CHAPTER II

The Private Sector Perspective

“All the other parts are but members, important in themselves, yet more important in their relations to this.”

—MARK TWAIN, 1863

Understanding the viewpoint of the private sector is vital to understanding why employment in the Delta region increased faster than employment in the rest of the United States from April 1990 to April 1995. In particular, it is crucial to understanding what role transportation, and especially highway investment, has played in this very positive scenario for the people, businesses, and general economy of the Delta region.

For many years, the FHWA has sought an improved understanding of the relationship between highway investment and the kind of economic development that leads to job creation, among other beneficial effects. In recent years, the belief in this dynamic connection has been supported and augmented by the testimony of business and industry leaders from the private sector in various public meetings and other forums. This testimony, offered in hearings concerning the National Highway System and related topics, has included leaders of companies with both national and international reputations.

Highways Contribute Many General Benefits

The FHWA 1993 report to Congress on the proposed NHS included a section on the Economic Benefits of an NHS, which contained the following statement:²⁶

“Major U.S. employers attest to the importance of highway transportation to their business operations. For example, representatives of retail, industrial, and other employers stress their need for a predictable, consistent, and reliable delivery system, and their specific use of highways to meet this need. They rely on highways to allow the use of modern management techniques; to use intermodal options (such as shipping containers via rail for long-line haul portions of trips); to maintain reliability; to control costs and improve

service to customers and markets; and to maintain and increase employment, production, and service.”²⁷

In testimony to Congress on the NHS and in other meetings, conferences, and symposiums, this theme, concerning the powerful symbiotic relationship between improved highways and an expansion of business options, has been repeated by both public and private sector leaders.

For example, the owner of a regional, mid-western aggregate supplier stated to the then House Public Works Committee (now the House Transportation and Infrastructure Committee) that he was confident that with the support of a sufficient highway network, his firm could outproduce any foreign supplier. He could outperform foreign competitors in both quality and price, he stated, but only with the necessary highway infrastructure in place to move his product quickly and cost-effectively.

Another example reinforces the importance of highway transport to U.S. suppliers. The business location chief of a national automobile parts manufacturer stated in testimony that neither he nor his competitors would even consider taking bids from a supplier unless that supplier would be delivering by truck. Furthermore, several grocery suppliers testified that in establishing distribution centers they attempt to locate facilities that not only have access to delivery by truck, but also have some margin of unused capacity to allow for effective delivery even during the inevitable weather and traffic incidents.

Comments of this type show that American business leaders planning for the future of their widely varied enterprises recognize the key connection between highway capacity and business growth. Further examples of comments in this same vein include the testimony of:

- A national producer who recounted the bot-

tom-line benefits that highway access provides by allowing competition between trucking companies to deliver his products.

- Product manufacturers who dramatically reduce inventory costs by maintaining only a few hours worth of components in stock, knowing that they can rely on suppliers via the highway system.
- Small firms gaining international sales in the rapidly expanding world marketplace who require competitively priced truck access to intermodal terminals in order to succeed.
- Businesses needing equally efficient truck access to both rail and water terminals in order to gain from pricing changes in transportation modes.
- The chief executive officer of a national railroad and intermodal company who stressed the critical nature of the need to remove barriers to commerce.
- The taxicab company spokesperson who pointed out the increasing direct cost of traffic congestion to urban customers who are frequently economically disadvantaged and unable to use public transit because of physical disability.
- A national parcel shipper who pointed out the need for a highway system sufficiently flexible to accommodate multiple-size shipments, changes in both origin and destination, and multiple paths to accommodate inevitable incidents.
- A port operator who pointed out the benefits of increasing efficiencies for highway, air, rail, and river transportation operators that need access to ports without barriers.

The consistency of comments from so many quarters of the business and transportation community is very telling. The critical importance of the highway component of our national transportation system is clearly recognized by those who rely on it now and intend

to utilize it for future business growth. The special relevance of this testimony specific to the Delta region is examined further in the following section.

The Special Economic Circumstances of the Delta Region

“... Louisiana, Arkansas, and Mississippi [initial service region for Delta export center] are bountiful in aggressive and innovative firms that can compete in markets beyond our borders.”

— RON BROWN, U.S. SECRETARY OF COMMERCE,
at the opening of the U.S. Export Assistance Center in
New Orleans on December 18, 1995

The Delta region embodies many unique circumstances that affect, and perhaps magnify, the importance of highways to the regional economy. One factor is the special significance of both interregional and international trade. Another related regional circumstance is the concentration of significant intermodal facilities near the southernmost portion of the Mississippi River. Still another regional factor that must be considered is the need for any new, expanded, or relocated facilities to incorporate sufficient margin for growth.

With respect to trade, a representative of an automobile manufacturer testified about the company's growing need to ship from a large facility in Tennessee and to accommodate growing trade with Mexico. The manufacturer spends more than \$3 billion annually on transportation, split almost equally between highway and rail. The company uses rail/highway terminals and other facilities in the Delta region to manage this cost by taking advantage of fluctuations in transportation pricing. Similarly, a major parcel shipper, whose business involves multiple transfer of cargo between highway and air carriers, is also

able to manage transport expenses by monitoring and utilizing pricing fluctuations to their advantage.

Between New Orleans and Baton Rouge there is a tremendous concentration of intermodal facilities. Five different port authorities annually handle tens of millions of tons of exports, worth more than a billion dollars. The lower Mississippi States are also served by nearly a half dozen Class I railroads. The volume of goods represented by the scope of these rail and waterborne commerce facilities makes it clear that the highways within this complex also need to have tremendous capacity. Highways in this portion of the Delta region must be capable of handling trailer loads and containers transferred at the rail and water terminals while also supporting the needs of the millions of passenger vehicles using these same facilities.

New, expanded, and relocated employers in the Delta region have needs that particularly concentrate on highways. Most of these businesses rely almost exclusively on truck delivery, although parts and materials may, at some point, travel by another mode. Many employers depend largely on components and/or materials from other businesses within a local cluster of counties/parishes that act as a single economic region. Some Delta employers also require a workforce from neighboring counties and/or parishes, even across State lines. In all these instances, the need for an adequate highway network is obvious. A number of the Success Stories cited in a later section of this update illustrate examples of these and other cases in detail. (See Chapter IV, Success Stories, particularly the reports on Massac County, Illinois, and Caldwell, Lyon, and Trigg Counties, Kentucky.)

Job Creation or Job Relocation

As noted previously, the 219 counties/parishes of the Delta region gained about 252,000 jobs between April 1990 and April 1995. This represents about 45,000 more new positions than would have been gained if the region had not succeeded in outperforming the Nation relative to job growth. Executives of companies with significant presence in the Delta and representatives of university departments doing substantive research in the Delta were invited to a meeting in Memphis, Tennessee, in September 1995 (the FHWA was also invited), to discuss questions typically related to economic development.²⁸

The companies and university departments represented at the meeting were:

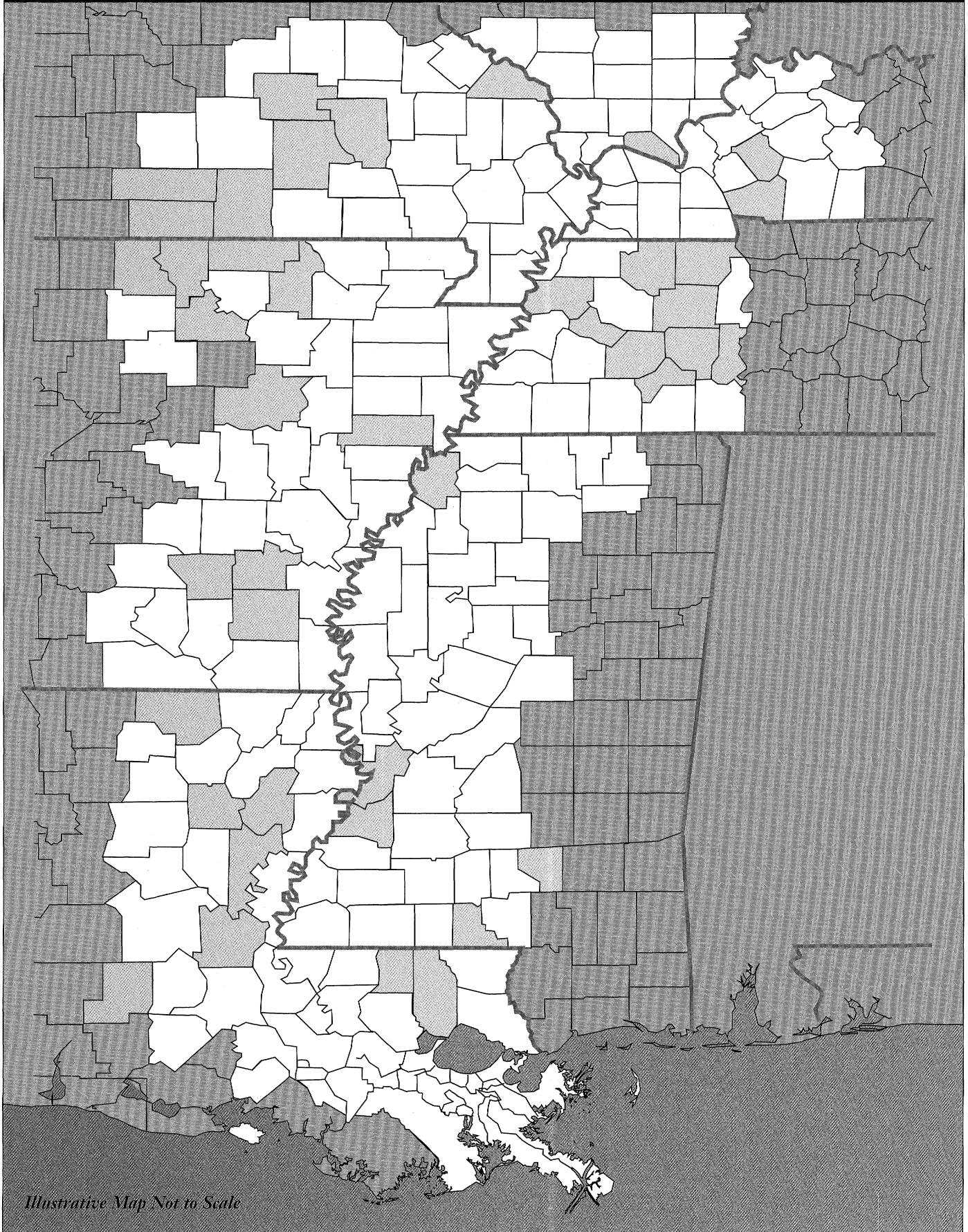
- Federal Express
- International Paper
- Harrah's, Tunica Mississippi (Promus)
- MS Carriers
- River Oil
- University of Memphis, Business Dept.
- University of Memphis, Engineering Dept.

The questions FHWA put before this diverse corporate and academic group were:

1. If transportation investment, especially that resulting in highway capacity increase and new access, had decreased in the Delta region during 1990 to 1995, what might have happened to employment?
2. To what degree was the job growth of about a quarter million additional "new" positions simply created in the Delta region rather than created elsewhere?
3. To what degree did job growth represent jobs that might not have existed anywhere, if not for their creation in the Delta region?

With respect to the first question, a consensus opinion was that if highway improvements had been essentially discontinued in

**COUNTIES/PARISHES WITH
GREATER THAN 15% INCREASE IN EMPLOYMENT**



Illustrative Map Not to Scale

1990, the 45,000 extra jobs would not have been gained. Furthermore, the region would likely have not even reached the national average in job growth. Notably, none of the highly informed private or university sector representatives offered any other factor, besides highway improvements, that could account for the creation of 45,000 additional jobs.

The second question produced a consensus that had highway improvements been essentially discontinued after 1990, a substantial number of jobs (no consensus existed on a specific percentage) would have gone elsewhere instead of being created in the Delta region. Representatives of two companies and both university departments put forward the proposition that without the economic efficiency made possible by good highways, a number of jobs would have been lost to other countries because so much of the economy is based on international competition. Specific cases were also pointed out in which significant numbers of jobs were created near improved highways, while job growth has lagged near highways that have not been improved.

On the third question, a consensus was reached that had highway improvements been

essentially discontinued after 1990, a substantial number of jobs (no consensus existed on the percentage) would simply have not existed anywhere. One corporate representative pointed out that without the efficiencies made possible by highways, his major company would now probably be downsizing rather than hiring. Another private sector representative expressed doubt that his company's current plans for expansion would have even been contemplated if the region's highways were not being improved.

Looking at the same situation from another perspective, one company representative pointed to the significance of the fact that he knew of no cases where job loss had occurred in a location where highway capacity had been added.

Though each of the companies represented distinctly different business areas and operated from varied perspectives, they all voiced consistently strong support for highway improvements. A further consensus among this highly diverse business group was the agreement that their reliance on highway transportation was very strong now and would likely become even stronger in the future.

CHAPTER III

State Reports

“An improved system of limited-access highways, airports, and rail and port facilities will be developed by the year 2001 in order to promote economic expansion and growth.”

— A 10-year goal stated on page 94 of the 1990 report of the Lower Mississippi Delta Development Commission

"... rural areas are developing, or need to develop an array of new approaches... revitalization efforts are affected by such other issues as... the lack of adequate transportation..."

— From page 5 of the 1992 General Accounting Office report entitled *Rural Development: Rural America Faces Many Challenges*

Each State in the Delta region generally has been implementing the transportation recommendations made by the Lower Mississippi Delta Development Commission and thus is moving closer to the goal stated in the first quote above. New approaches are being used and these innovative approaches are different in each State. This is sometimes because of the nature of the State's economy, such as the Louisiana economy, which is uniquely dependent on well-functioning ports. Sometimes it is due to a referendum, such as the 1987 Proposition A in Missouri, which approved a gas tax increase for improved highways. In other cases, specific legislative language is the cause, as in the Tennessee General Assembly's 1986 bill specifically requiring the widening of highways from two lanes to four lanes.

Against the backdrop of this variety of approaches and causes, the individual State progress reports that follow provide perspective on how implementation has proceeded in the seven States that comprise the Lower Mississippi Delta region. Each State report contains a map depicting transportation improvements in the Delta region of the State.

ARKANSAS

Highlights

Over the past half decade, the State of Arkansas has made major improvements to facilities on the NHS within the Delta region. Investment in transportation facilities such as

airports, public transportation (rural and urban), ports, and dozens of transportation enhancements combined with economic growth in such diverse areas as farming, banking, and retail trade, have led to healthy job creation since 1990. One indicator of the magnitude of this investment is that the 1991 Highway Improvement Program was, by far, the largest such program in the State's history. This has generally contributed to a healthy economy. A particular contribution is in private sector growth that has offset much of the dislocation caused by the closure of Eaker Air Force Base (see Chapter IV, Success Stories), which resulted in the direct loss of about 3,500 military and civilian jobs.²⁹

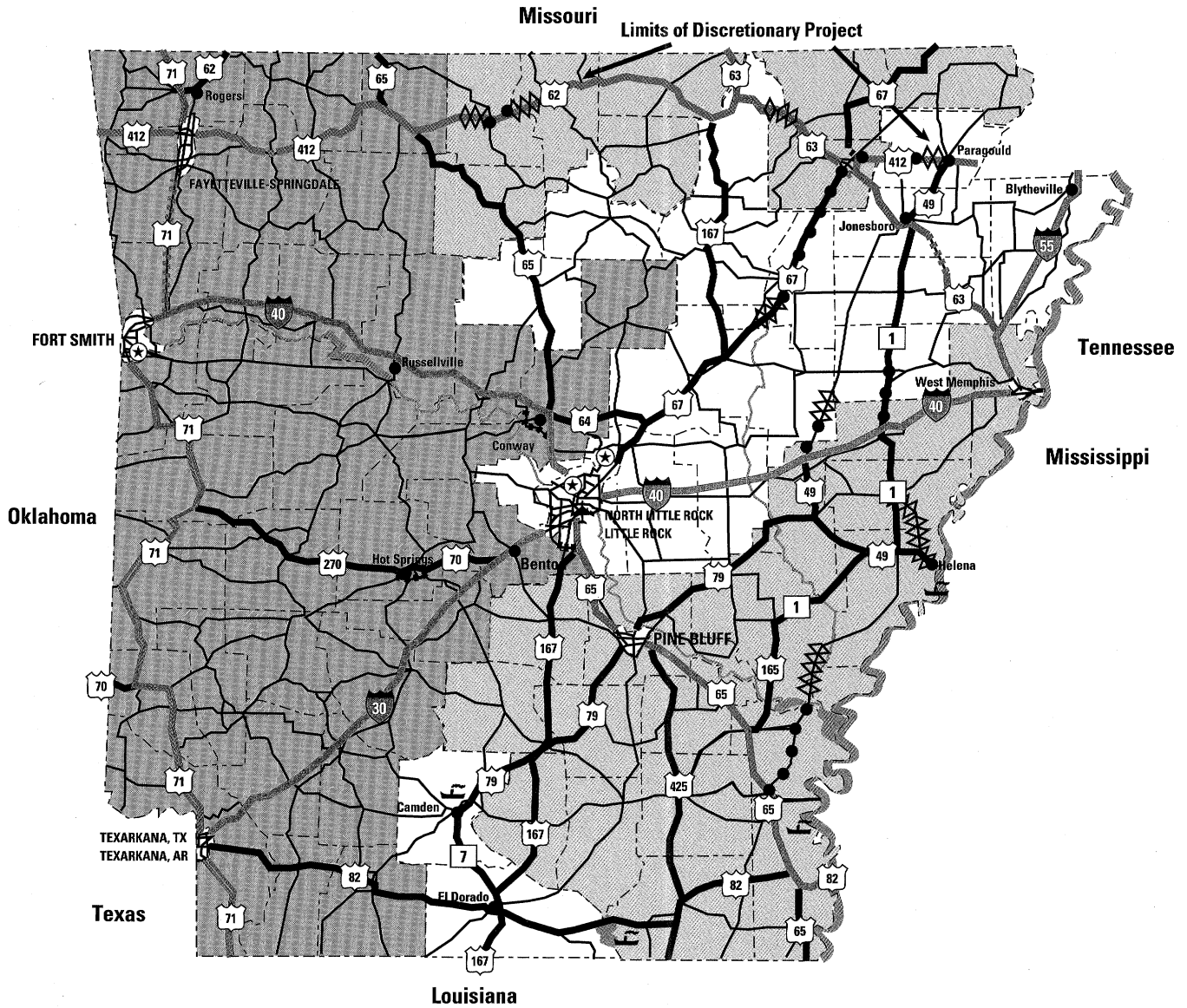
In Arkansas' 42 Delta counties, employment has increased about 30 percent faster than employment increases in the United States as a whole.

Important transportation-related improvements and developments that have facilitated increases in economic growth and employment include the following:

1990-1994 — About 195 km (120 mi) of lane widening and 41 major intersection or access improvement projects were completed, as well as about 75 km (46 mi) of rail rehabilitation.

1991 — The Arkansas State Highway and Transportation Department's (AHTD) Highway Improvement Program was developed by the Highway Commission and funded by the 1991 Arkansas General Assembly. This \$2.5 billion program included: upgrading 37 percent of the State highway system, widening more than 1000 km (625 mi) of existing highways to four lanes, and the improvement of more than 560 bridges. In the 5 years since this program was funded, more than \$1.1 billion has been let to contract on more than 3880 km (2400 mi) of State

ARKANSAS



- | | | | | | |
|--|-----------------------------------|--|--|--|------------------------------|
| | Eisenhower Interstate System | | Capacity Improvement Programmed | | Urbanized Area |
| | Congressional High-Priority Route | | Capacity Improvement Completed/In Progress | | Rural Public Transit Area |
| | STRAHNET Route | | Military Base | | Area Outside of Delta Region |
| | STRAHNET Major Connector | | Airport | 2-color lines indicate routes having dual NHS designations. Dashed lines indicate proposed routes. | |
| | Other NHS Route | | Port | | |
| | Other Route | | Improvement to Airport/Airport Access | | |
| | Waterway | | Improvement to Port/Port Access | | |

highways in Arkansas. The amount let to contract in the 42 counties in the Delta region is more than \$480 million on approximately 2325 km (1436 mi) of State highways.

1991-1995 — The commitment of the AHTD to funding improvements on the Great River Road was continued. During this period, 16.2 km (10 mi) of major widening and reconstruction, and five bridge rehabilitation and other significant projects were completed, amounting to about \$10 million (of which about \$2 million were transportation enhancements). Another \$24 million in such projects are programmed.

1992-1995 — ISTEA designated U.S. Route 412 as a high-priority corridor for inclusion in the NHS. Accordingly, Arkansas has given this corridor considerable emphasis. By mid-1995, major widening had been completed on 32.4 km (20 mi) of this route and other significant improvements (e.g., rehabilitation, bridge replacement) had been completed as well. In 1995, Arkansas was allocated discretionary funds for a feasibility study for the central portion of this corridor.

1992-1995 — Rural public transportation was given increased attention and during this period the number of providers of this service, as well as the total obligations, had about doubled. By 1995, 25 of the Delta counties were served by this program, about twice as many as in 1991. A statewide innovative transit financing project has been initiated to create a capital equipment lease/loan program.

1993 — By this year, more than 65 km (40 mi) of major widening of NHS routes were under design or construction. About 5 km (3 mi) of relocated U.S. Route 67, a four-lane freeway, were opened to traffic.

1993-1995 — Late in 1993, FHWA allocated \$800,000 to Arkansas to act as the lead State in a feasibility study to evaluate the economic justification for an interstate-type facil-

ity between Indianapolis, IN, and Houston, TX. The study, completed in 1995, affirmed the feasibility of such a facility. The National Highway System Designation Act of 1995 extended the southern terminus of the corridor to the Rio Grande valley. Shortly thereafter, FHWA allocated \$750,000 to Arkansas to continue and refine the corridor feasibility study.

1993-1995 — Two new inland harbors, the Yellow Bend Slackwater Harbor and the Helena Slackwater Harbor, were dedicated in 1993. Subsequently, improved landside access has been funded.

1994 — Designation of enterprise communities (EC's) was announced. Two rural EC's were designated in Arkansas, one including portions of Cross, Lee, Monroe, and St. Francis Counties, and one in Mississippi County. One urban EC was designated in the Little Rock metropolitan area.

1993-1995 — Substantial investment in intermodal terminals was initiated, including the completion of more than \$2 million in improvements to more than 65 km (40 mi) of rail track and other facilities (the Little Rock Port Railroad and the Delta Southern Railroad north of the Louisiana State Line) and more than \$9 million in improvements to important airport facilities serving Little Rock, Pine Bluff, El Dorado, and West Memphis.

1995 — Barge traffic began serving the Ouachita River in southern Arkansas. This development was made possible by the U.S. Army Corps of Engineers' dredging operations, by construction of a port complex by the Cross Oil and Refining Company, as well as other transportation improvements.

1995 — About 65 km (40 mi) of lane widening and 11 intersection or access improvement projects were under way, as well as about 5 km (3 mi) of rail rehabilitation.

1995 — Milestones were reached in the overall State effort with the completion of a four-lane facility between Forrest City and Haynes (Arkansas Route 1) and the completion of the gap in four-laning between Jonesboro and Memphis, TN (U.S. Route 63).

1995 — Another milestone was reached with the development of a master plan for the Delta Heritage Trail. This bicycle and pedestrian trail will extend from Lexa to McGehee along an abandoned railroad corridor. Transportation enhancement funds were used to retain the rail along a portion of this corridor for possible use by a tourist excursion train.

Other Important Transportation-Related Improvements

Improving the effectiveness of intermodal terminals has been an increasing emphasis for the AHTD. In addition to funding improvements for access to terminals, AHTD is examining methods of more directly supporting intermodal facilities. There is considerable interest from private railroad companies in constructing such facilities, with provisions for rail/truck interchange in the West Memphis area.

AHTD also assists the Delta region through its technology transfer center located in Pine Bluff. In addition, AHTD has increased its monitoring of traffic flow to and from intermodal terminals. As well as expediting recommendations of criteria for NHS intermodal connections, this monitoring facilitates the early identification of opportunities for improving access.

Furthermore, AHTD is funding studies of the benefits of harbor expansion and improved landside access of such terminals. This access study is made possible through an innovative rail financing project. Finally, as noted in the chapter entitled Initiatives Under

Way, Arkansas and Mississippi are co-funding, with the FHWA, a study of the potential for improvement in marketing and, consequently, the utility of harbors.

Future Investment in Arkansas Transportation — 42 Delta Counties

Proposed major projects to be initiated between 1996 and 2000 include:

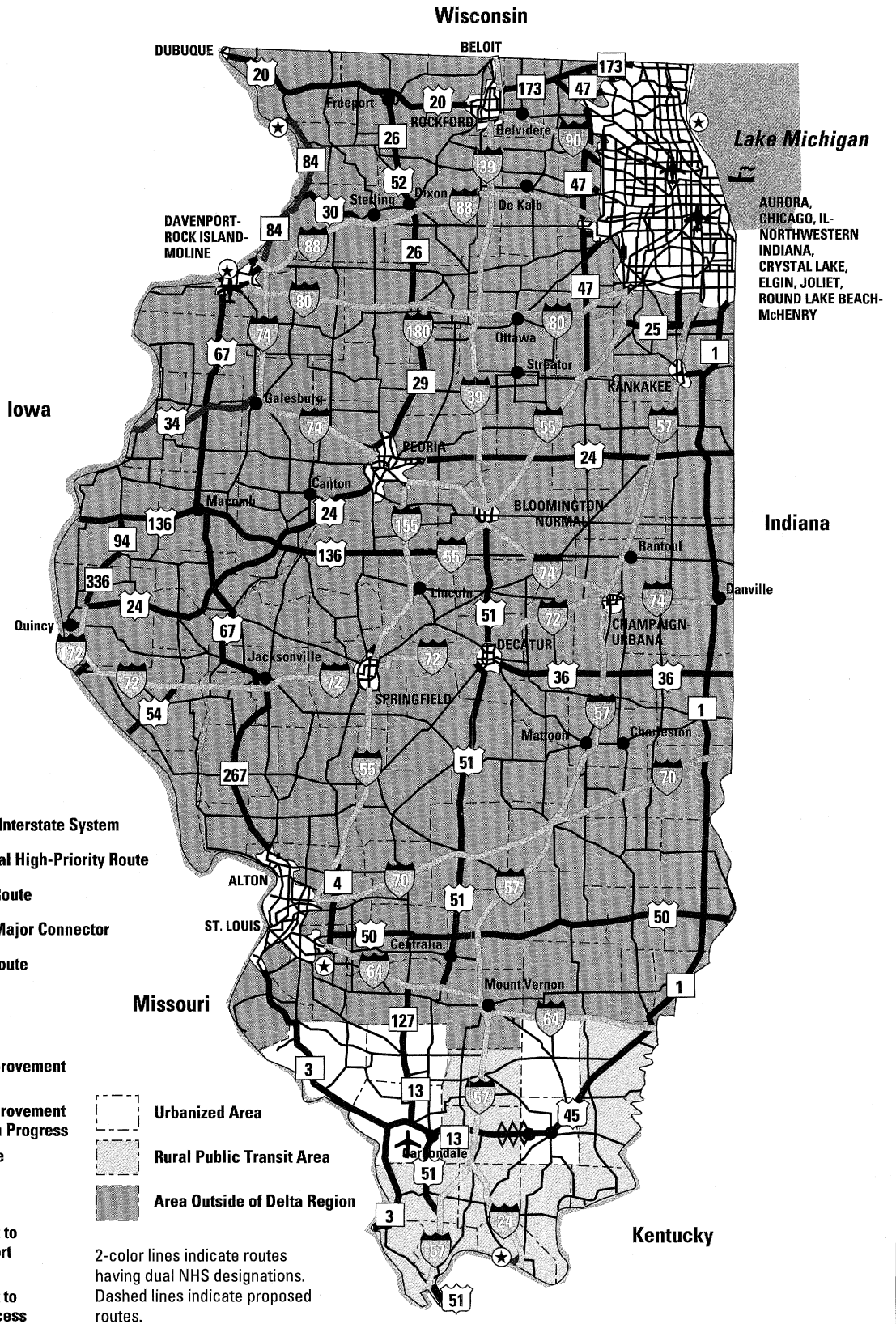
- Continue improvements made to the Great River Road.
- Continue widening/relocation of U.S. Route 67 from Newport to Walnut Ridge.
- Continue widening and other improvements on U.S. Route 412.
- Continue significant widening and other improvements on U.S. Route 49 and State Highway 1.
- Continue widening and other improvements on U.S. Route 425, and State Highways 54 and 83.
- Intersection improvements and grade separations.
- Access improvements serving intermodal and other facilities.
- Other improvements (e.g., bike trails, public transportation).

ILLINOIS

Highlights

Since 1990, the Illinois counties located in the Mississippi Delta have continued to lose jobs related to mineral extraction and processing while in transition to an economy based increasingly on commerce, tourism, and industry. The Illinois Department of Transportation (IDOT) has focused its transportation assistance on maintaining and preserving the existing transportation system and making critical improvements where economic development opportunities arise.

ILLINOIS



A major portion of the maintenance and preservation effort is allocated to seismic retrofit and other improvements to important structures in the Delta region of the State. The emphasis on economic development has resulted in providing accommodation to major employers in gaming, vegetable production, health care, electrical power generation, and lime production. A number of these employers are in the process of completing major expansions. Despite a declining overall labor force, employment has actually increased from 1990 in the 16 Delta counties of Illinois.

Important transportation-related improvements and other developments that have facilitated increases in economic growth and employment include the following:

1990 — Substantial runway, circulation, electrical, and other improvements were begun at the Southern Illinois Airport at Carbondale. In 1991, similar improvements were begun at the Williamson County Airport at Marion. These improvements, which have included access roads, have continued into 1995.

1990-1995 — IDOT continued the upgrading of Illinois Route 13 from Harrisburg to Murphysboro. By 1995, about \$50 million had been invested in these improvements.

1990-1995 — The State Rail Freight Loan program provides assistance for the rehabilitation of rail lines and the construction of connector and lead tracks to manufacturing and warehouse facilities. In this period, there were three such projects in the Delta region affecting about 450 jobs.

1991-1995 — Ten providers of transportation serve the Illinois counties in the Delta, using funds available through the Section 18 Rural Public Transportation program.

Since 1990, there has been a statewide increase of 50 percent in the number of providers and 150 percent in the size of the vehicle fleet providing rural public transportation services.

1992 — Construction of Olmstead Lock and Dam was begun to replace Lock and Dam Nos. 52 and 53. This project, which is expected to be completed in 2006, will cost more than \$1 billion, of which about 50 percent would come from Federal aid and the remainder from the State Waterway Trust Fund. This improvement will allow closure of the existing locks and upgrading of the transportation of waterborne cargo.

1992-1995 — Much of the IDOT effort in transportation enhancements has been directed toward improvement of facilities in the area of the Shawnee National Forest, a major tourism attraction.

1993 — Flooding in the Mississippi Valley resulted in tens of millions of dollars of damage to transportation and transportation-related businesses in Illinois. Much, but not all, of the physical damage was repaired using various funding programs, notably grants from the Federal Emergency Management Agency (FEMA) and FHWA.³⁰

1994 — IDOT published the Illinois Official Bicycle Map for the Shawnee Region, covering the majority of the Delta region.

1995 — The final statewide transportation plan was published. The first stated goal of the IDOT plan is to “Target transportation investments to support business and employment growth and enhance the economy of Illinois.”

1995 — By this year, about three dozen seismic retrofit, bridge rehabilitation, or bridge replacement projects were under way or had been completed in the region since 1990.

1995 — A 3.5-km (2.25-mi) portion of the Harrisburg Connection to the Tunnel Hill

Trail has been completed. This transportation enhancement funded project, when completed, will substantially improve what is already one of the premiere bicycle tourism attractions in the region.

1995 — Illinois was allocated funds for two discretionary Public Lands projects and one discretionary timber bridge project in the Delta region.

Other Important Transportation-Related Improvements

Substantial planned transportation improvements include replacement of the bridge at Cape Girardeau and rehabilitation of the bridge at Chester. Both of these major projects are scheduled in the 5-year highway program, as is continuation and improvement of the Illinois program to improve access to port facilities. In addition, improvement of drainage and relocation of taxiways at the airport at Carbondale will be a continuing effort.

IDOT is also evaluating potential improvements in all modal systems serving the Illinois counties in the Delta region. One such evaluation focuses on improvements between Carbondale and the East St. Louis area. This evaluation includes a consultant study to evaluate such alternatives as a four-lane toll facility.

Future Investment in Illinois Transportation — 16 Delta Counties

Proposed major projects to be initiated between 1996 and 2000:

- Continue construction of the Olmstead Lock and Dam project.
- Continue improvements to Illinois Route 13.
- Continue improvements to various airports.
- Rehabilitation of highways and bridges

(including Chester).

- Replacement of the Cape Girardeau bridge.

KENTUCKY

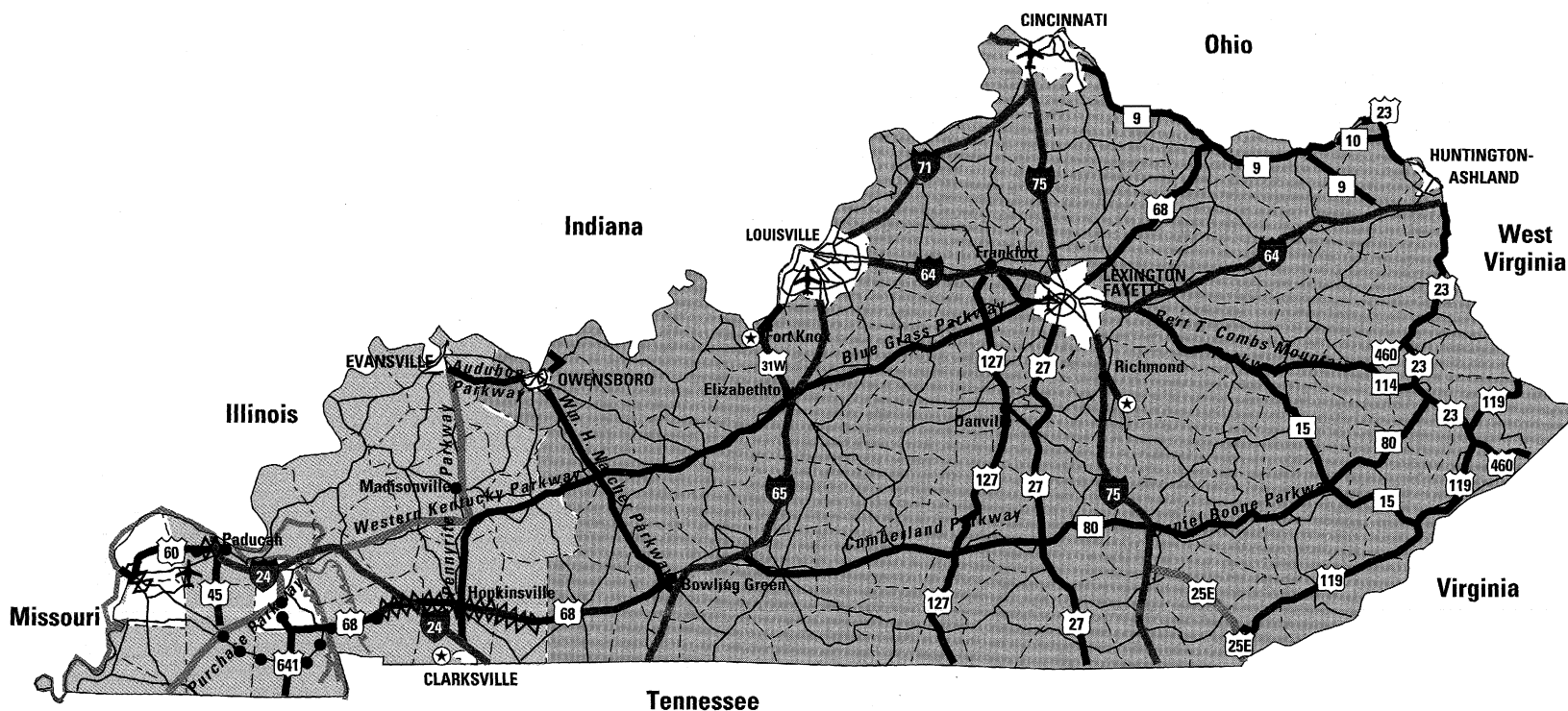
Highlights

The Kentucky Transportation Cabinet (KTC) has made considerable investments in transportation facilities within the Delta region during the 5 years since the Delta Initiatives study was completed. Major improvements to facilities that are now a part of the NHS have been directed by the General Assembly of the Commonwealth of Kentucky, which biennially approves a Six-Year Highway Plan. Most such improvements have been made to maintain and preserve the existing investment in transportation infrastructure. This is the top priority of the Kentucky Transportation Cabinet, as noted in the January 1995 Statewide Transportation Plan.

Other transportation improvements have also been made to promote economic development, which is currently the second highest priority in the Plan. These improvements, combined with economic growth in such diverse areas as business services and automobile manufacturing, have largely offset slow growth in the coal-related sector of the State's economy, where the dollar value of production has remained mostly stagnant since 1990. Major employers producing plastic components, food products, and electronic controls, as well as other employers in outlet retailing and entertainment, have recently opened facilities in the Delta region of Kentucky. In the 21 counties in the Delta region, unemployment decreased from about 6.5 percent to 5.2 percent between April 1990 and April 1995.

Important transportation-related improvements and developments that have

KENTUCKY



- Eisenhower Interstate System
- Congressional High-Priority Route
- STRAHNET Route
- STRAHNET Major Connector
- Other NHS Route
- Other Route
- Waterway

- Capacity Improvement Programmed
- Capacity Improvement Completed/In Progress
- Military Base
- Airport
- Port
- Improvement to Airport/Airport Access
- Improvement to Port/Port Access

- Urbanized Area
- Rural Public Transit Area
- Area Outside of Delta Region

2-color lines indicate routes having dual NHS designations. Dashed lines indicate proposed routes.

facilitated increases in economic growth and employment include the following:

1989-1992 — Improvements at the Hickman-Fulton Slackwater Port were completed. Funding for this improvement came from the Economic Development Administration, Community Block Development Grant Program, as well as State and local sources. The improvements will facilitate both water-to-rail and water-to-highway interchanges.

1991-1995 — Kentucky continued its long-term commitment to funding improvements on the Great River Road, especially the portion along U.S. Route 51 north of Bardwell. During this period, four highway and transportation enhancement projects totaling about \$3.5 million were funded.

1992-1995 — Rural public transportation was given increased attention and, during this period, the number of providers of public transportation, total obligations, and total number of vehicles providing service increased by about 20 percent, 30 percent, and 40 percent, respectively. By 1995, 18 of the 21 counties within the Kentucky portion of the Delta region were served by rural public transportation.

1993 — Substantial improvements (i.e., reconstruction, major widening, relocation, rehabilitation) to more than 16 km (10 mi) of highways on the NHS within the Delta region were in the design or construction phases.

1994 — The General Assembly approved the Six-Year Highway Plan, which included improvements to U.S. Route 641 in Marshall County and U.S. Route 51 in Ballard County. Both of these routes are on the NHS.

1994 — Kentucky was allocated \$900,000 in discretionary Federal-aid funds to study the feasibility of improvements to segments of the East-West transportation corridor that traverses the Delta region. Subsequently, the Kentucky Transportation Center at the Uni-

versity of Kentucky was awarded a contract for this study. One element of the study could be to assess the need for a new Mississippi River crossing.

1995 — A statewide long-range transportation plan was adopted by the Transportation Cabinet. The plan contains about \$200 million in proposed improvements to routes on the NHS in the Delta region (U.S. Routes 51, 68, 641, and Kentucky Route 80), and more than \$100 million in proposed improvements to arterial connections to the NHS and to the Great River Road.

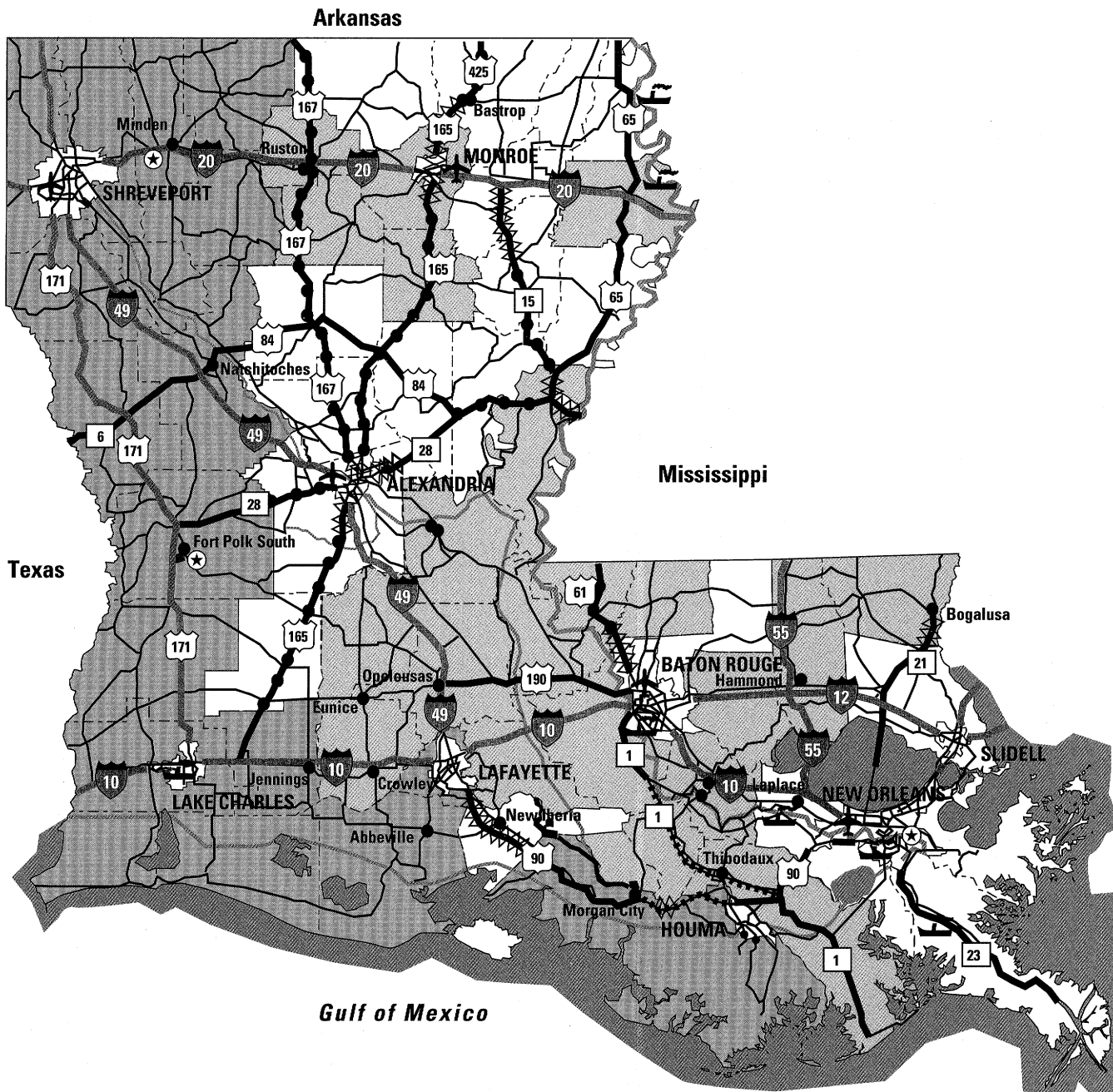
1995 — Kentucky was allocated funds for one discretionary ferry boat project in the Delta region.











Other Important Transportation-Related Improvements

Strengthening the planning process has been an area of increasing emphasis for the KTC. In 1993, the KTC revised its procedures for establishing priorities to incorporate the planning factors in ISTEA. One of the factors to be applied at the local level is economic development as a part of comprehensive planning. The Statewide Transportation Plan for 1995-2014, which established corridor-specific proposed improvements, was based on these priorities.

In addition, KTC has actively sought to coordinate highway planning with planning for airport, bikeway, public transportation, scenic byways, and waterport improvements. The previously noted plan includes more than \$10 million for proposed improvements to non-highway transportation facilities. In addition, several hundred kilometers of bikeway routes have been designated in the 21 counties of the Delta region, and a Trans-America bikeway trail has been identified (traversing the Delta portion of the State, cross-

LOUISIANA



- | | | | | | |
|---|-----------------------------------|---|--|---|------------------------------|
|  | Eisenhower Interstate System |  | Capacity Improvement Programmed |  | Urbanized Area |
|  | Congressional High-Priority Route |  | Capacity Improvement Completed/In Progress |  | Rural Public Transit Area |
|  | STRAHNET Route |  | Military Base |  | Area Outside of Delta Region |
|  | STRAHNET Major Connector |  | Airport | | |
|  | Other NHS Route |  | Port | | |
|  | Other Route |  | Improvement to Airport/Airport Access | | |
|  | Waterway |  | Improvement to Port/Port Access | | |
- 2-color lines indicate routes having dual NHS designations. Dashed lines indicate proposed routes.

ing McLean, Webster, and Crittenden Counties). The plan also identifies substantial investments in Kentucky's regional and city airports.

Approximately 65 km (40 mi) of the Great River Road have been designated by Kentucky as a Scenic Highway and Byway.

Future Investment in Kentucky Transportation — 21 Delta Counties

Proposed major projects to be initiated between 1995 and 2000:

- Continue improvements to U.S. Route 641.
- Continue widening and other improvements to U.S. Route 68 and State Route 80.

LOUISIANA

Highlights

The Lower Mississippi Delta region includes a major portion of Louisiana. A total of 45 out of the 64 parishes are included in the Delta region, and transportation projects for these parishes constitute a major portion of the Louisiana Department of Transportation and Development's (DOTD) construction program. There have been a number of major economic trends since 1989 and programs have been developed partly in response to these trends. These have significantly influenced funding and direction of transportation improvement programs in Louisiana since the Delta Initiatives Report was published in 1990.

The most significant economic trends include major reductions in the dollar value of production in the oil and gas industry, which has been offset by increases in international trade, partly as a result of recent international trade agreements. It is notable that employment in the parishes in the Delta has increased in spite of the trend in the oil and gas industry.

Programs, discussed in more detail below, include: the establishment of a Transportation Trust Fund; the establishment of the Transportation Infrastructure Model for Economic Development (TIMED) program, which targets funding from the excise tax on gasoline and diesel fuel for the widening of specific arterial highways; and the establishment of the Port Construction and Development Priority Program, which targets funding for improvements of ports and related facilities. These programs have improved both port facilities and landside access to such facilities, while helping the State to more fully realize the economic benefits of increased domestic and international trade.

A major portion of the planned investments in highways in the Louisiana portion of the Delta region focuses on the funding and completion of enhancements to the Great River Road. These activities are also described in more detail in later sections of this report.

The closure of England Air Force Base in December 1992 resulted in the direct loss of about 3,700 civilian and military jobs; however, a major recovery effort is under way. This effort, which is considered a model by the U.S. Department of Commerce, Economic Development Administration, has already achieved success in converting the base to civilian use, locating health service providers and other employers at the facility, and in other actions whose goal is to turn the facility into a positive asset to the local and regional economy. (See Chapter IV, Success Stories, Base Closure Recovery — England AFB, Louisiana.)

Important transportation-related improvements and developments that have facilitated increases in economic growth and employment include the following:

1989-1995 — The Port Construction and Development Priority Program was created

by the State legislature in 1989. The purpose of the program is to improve port infrastructure to enhance economic development and job opportunities. Since 1991, the program, which is administered by the Louisiana DOTD, has provided funds from the Transportation Trust Fund. By 1995, about \$100 million had been appropriated for more than 75 projects, most of which are within the Louisiana portion of the Delta region.

1990 — In conjunction with a State constitutional amendment, the excise tax on motor fuel was increased by 4 cents per gallon. The proceeds were dedicated to the TIMED program, which is targeted for approximately 800 km (500 mi) of arterial highways, of which about 550 km (340 mi) are in the Delta region.

1991 — A Transportation Trust Fund was established, also as a result of the constitutional amendment, which dedicates taxes on motor fuel to meeting transportation needs in the areas of highway, port and flood control, and transit requirements.

1990-1995 — Louisiana has continued to increase its rural public transportation program. For example, both the number of transportation providers and the number of vehicles in service have about tripled during the period since 1990.

1990-1995 — The improvement and maintenance of the Great River Road continues to be a priority of the Louisiana DOTD. During this time, 36 highway improvement and maintenance projects have been completed at a cost of about \$100 million. The proposed construction program identifies an additional 27 projects with a total cost of about \$250 million.

1994 — Four Enterprise Communities have been approved in Louisiana under the Federal Enterprise Zone/Enterprise Community program. All are within the Louisiana

portion of the Delta region. Plans for each of the Enterprise Communities include transportation initiatives, and drawdown of eligible funds has begun.

1995 — The Red River Navigation Project, under development for many years, was dedicated and opened for service in May. This facility serves commercial traffic between the Alexandria Regional Port, the Natchitoches Parish Port, and the Caddo/Bossier Port. The Red River Waterway Commission managed the development of marketing strategies for the waterway as well as completion of recreational features associated with the project.

1995 — From 1990 to this year, more than 240 km (150 mi) of lane widening, 50 intersection or access improvements, and a dozen major port improvement projects had been completed or were under way.

1995 — Louisiana was allocated funds for one discretionary ferry boat project and one Interstate discretionary project in the Delta region.

Other Important Transportation-Related Improvements

Two noteworthy initiatives are under way that will enhance bicycling and walking within Louisiana. These are the development of a Statewide Bicycle and Pedestrian Plan and the development of a 243-km (150-mi) bicycle and pedestrian path around Lake Pontchartrain. The Lake Pontchartrain Path will incorporate segments of Rails-to-Trails, Levee Trails, Bike Lanes on existing highway routes, and existing and newly constructed bicycle and pedestrian paths. This multi-year project, portions of which have been completed, is being funded in part with Surface Transportation Program Enhancement Funds.

The Louisiana DOTD has made plans to

fund a study that will result in the development of a Master Plan to enhance the Mississippi River Road Corridor from Baton Rouge to New Orleans as a scenic, historic, educational, and recreational resource.

A very important ongoing effort, which could become the largest single economic development effort ever undertaken by the State of Louisiana, is the development of the Louisiana Transportation Center and International Airport. This development began with the 1992 legislation that created the Louisiana Airport Authority. The goal of this legislation was development of a new multimodal transportation center and international airport. A generic 50-year layout envisions a total site of 10,120 hectares (25,000 acres); employment of 10,000 to 15,000 construction personnel; and permanent employment of more than 90,000 individuals. All modes of transportation would interface at the new facility, giving shippers the opportunity to optimize their transportation mode(s). The projected scope of services from this facility would be worldwide, with a particular emphasis on the Latin American market.

As an initial step, the Authority commissioned a preliminary feasibility study that was completed in early 1995. The study found that the development of the center was feasible and recommended further site-specific studies, including site selection, master plan, environmental analysis, site-specific feasibility analysis, and passenger rail access analysis.

Future Investment in Louisiana Transportation — 45 Delta Parishes

Proposed major projects to be initiated between 1996 and 2003:

- Continue TIMED projects in the Delta region:

- U.S. Route 61 widening.
- U.S. Route 165 widening.
- U.S. Route 167 widening.
- Louisiana Route 15 widening.
- Improvements to Port of New Orleans.
- Improvements to New Orleans International Airport.
- Other Projects:
 - I-12 widening in Baton Rouge.
 - Louisiana Route 1 widening from Marksville to Mansura.
 - U.S. Route 84 widening in Catahoula and Concordia.
- Parishes:
 - Louisiana Route 28 widening in Rapides Parish.
 - I-10 widening in vicinity of I-610 (New Orleans area).

MISSISSIPPI

Highlights

The scope and depth of the State of Mississippi's present commitment to transportation were established in 1987 and reaffirmed and broadened in subsequent years. The Four-Lane Highway Program was initiated in 1987 to provide safe, efficient, and uncongested access by adding 1733 km (1077 mi) of four-lane highways statewide by the target year of 2001. This initiative, the largest public works program ever undertaken in the State, has already been of enormous benefit in attracting new employers, including manufacturers of such products as undergarments, automobile parts, electronics components, metal fabrication, and housing.

A significant portion of the Four-Lane Highway Program is within the Delta region, including most of U.S. Route 61 along the Mississippi River; U.S. Routes 49, 49E, and 49W linking the State capital at Jackson with other centers of production and employment;

U.S. Route 78 traversing the northeast section of the State; east/west corridors on U.S. Routes 72, 82, 84, and 98; and Mississippi Routes 25 and 302.

Ongoing improvements to these routes have provided the basis for extensive growth in manufacturing (e.g., wood products, furniture, and fixtures), commerce (e.g., banking and communications), and consequently employment in the Delta region. In the 45 counties within the Delta region, employment has increased about 13 percent faster than in the United States as a whole.

Important transportation-related improvements and other developments that have facilitated increases in economic growth and employment include the following:

1990 — The State Highway Commission awarded construction contracts totaling \$249 million and covering 550 km (340 mi) of roads.

1990 — Two lanes were added to an existing two-lane bridge over the Mississippi River at Natchez. This was the first improvement in capacity since 1940 for this structure.

1991-1995 — To improve the ongoing rural public transportation program, the Delta Area Rural Transit System (DARTS) was created in 1992 to provide public transportation services in Coahoma, Tunica, Quitman, and Tallahatchie Counties. A subsequent expansion of the service area included Panola, DeSoto, and Tate Counties. Funding is provided from a combination of Federal Transit Administration Section 18 grants and locally generated revenues. Between 1989 and 1994, the number of providers, obligations, and vehicles providing services had increased about 80 percent, 100 percent, and 200 percent, respectively. Mississippi DOT estimates that by 1995 this program will serve about one million passenger-trips.

1991 — The Mississippi Highway Depart-

ment awarded 187 contracts with a total value of \$276.7 million. This was one of the largest annual programs since the peak of the Interstate Highway Program and it included a contract to widen to four lanes the last two-lane section of U.S. Route 78.

1992 — The Mississippi Department of Transportation was established, combining agencies with responsibilities for aeronautics, highways, public transportation, and rail.

1992 — Through fiscal year 1992, work was either under way or completed on 610 km (379 mi) of the 1733 km (1077 mi) of roads identified in the Four-Lane Highway Program.

1992-1995 — Sixteen Transportation Enhancement projects in the Delta Initiatives program, totaling nearly \$22 million, had been approved by 1995. These projects will promote tourism and economic development by providing city parks, bike trails, train depot renovations, and archeological research on a Native American site.

1993 — A total of 183 km (114 mi) of new four-lane highways built under the 1987 Four-Lane Highway Program were being used by motorists in the State, and an additional 542 km (337 mi) were in the design phase or under construction.

1994 — Mississippi DOT awarded contracts totaling more than \$300 million, with \$207 million obligated for projects in the 1987 Four-Lane Highway Program.

1994 — A Gaming Road Program was passed by the legislature to mitigate congestion associated with the rapid growth of the gaming industry. In addition to many traffic operations projects, major new highways were proposed under this program in the Delta for MS Route 304 and MS Route 4 corridors. The program is supported by gaming revenues.

1994 — The designation of enterprise communities (EC's) and empowerment zones (EZ's) in Mississippi was announced. One

urban EC was designated in Jackson. One rural EC was designated in portions of Panola, Quitman, and Tallahatchie Counties. One EZ was designated in portions of Bolivar, Sunflower, Leflore, Washington, Humphreys, and Holmes Counties.

1995 — A major study on tourism assets and challenges was completed for the Department of Economic and Community Development. Tourism assets were examined, and strategies for improvement were identified.

1995 — Mississippi DOT completed a Statewide Transportation Plan that will provide the framework for a transportation system covering all modes. The system is intended to be environmentally sensitive, responsive to local needs, and favorable for economic development.

1995 — Since 1990, nearly 1287 km (800 mi) of upgrading to four-lane roads (grading and drainage or paving), more than 1400 km (900 mi) of major pavement improvement (reconstruction, resurfacing, rehabilitation), more than 140 bridge replacements, more than 230 major safety improvements (rail crossings, signals, or intersection upgrades), and two dozen aviation improvement projects were completed or under way. This work was supported by nearly a billion dollars in Federal, State, and other funds.

1995 — By this year, Mississippi DOT had allocated more than a million dollars of transportation enhancement funds for the renovation of the Clarksdale Railroad Depot. The depot is to be adaptively reused to house retail and Blues-style musical performances. It will constitute a substantial tourism-related asset.

Other Important Transportation-Related Improvements

The highway emphasis of the 1987 program has been broadened throughout the ensuing

years. For example, in 1991, the Railroad Revitalization Fund to improve railroads was boosted by the proceeds of the tax on locomotive fuel. By 1995, this fund had provided about \$700,000 for track improvements and other spur rail facilities. Another example is the establishment of a State-aid program in 1991 for the 76 publicly owned airports in the State. This program is funded by an aviation fuel tax. By 1995, this fund had provided about \$2.4 million for improvements to runways and aviation service facilities.

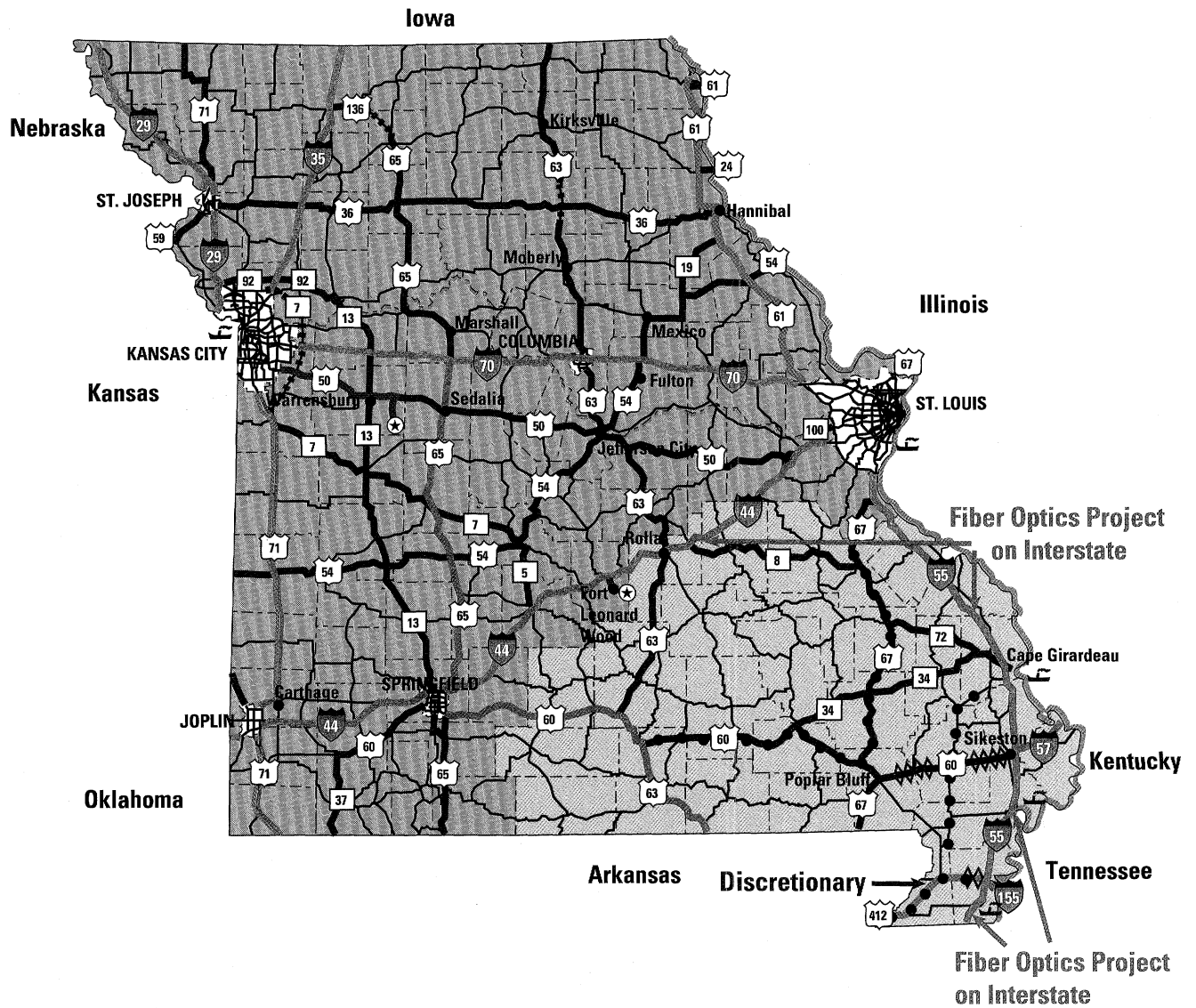
In 1992, Mississippi further expanded the scope of transportation improvements when the State legislature authorized the creation of the Port Revitalization Revolving Loan Fund to finance port improvements for facilities, equipment, and land. Eligible ports within the Delta counties can apply to the fund for up to \$500,000 in loans at a low interest rate of 3 percent annually for 10 years. Also, in 1992, a Bike and Pedestrian Coordinator position was funded in the Planning Division of Mississippi DOT.

Future Investment in Mississippi Transportation — 45 Delta Counties

Proposed major projects to be initiated between 1996 and 2000:

- Complete four lanes on U.S. Route 61 from the Louisiana State line to the Tennessee State line, except the gap from Redwood to Leland.
- Complete four lanes on Mississippi Route 302 from U.S. Route 78 to U.S. Route 72.
- Complete four lanes on U.S. Route 82 from Kilmichael to the Webster County line.
- Complete four lanes on U.S. Route 49W from Yazoo City to Belzoni.
- Complete four lanes on Mississippi Route 25 from Sand Hill to the Scott County line.
- Complete four lanes on U.S. Route 84

MISSOURI



- Eisenhower Interstate System
- Congressional High-Priority Route
- STRAHNET Route
- STRAHNET Major Connector
- Other NHS Route
- Other Route
- Waterway

- Capacity Improvement Programmed
- Capacity Improvement Completed/In Progress
- Military Base
- Airport
- Port
- Improvement to Airport/Airport Access
- Improvement to Port/Port Access

- Urbanized Area
 - Rural Public Transit Area
 - Area Outside of Delta Region
- 2-color lines indicate routes having dual NHS designations.
Dashed lines indicate proposed routes.

between Natchez and the Jones County line.

- Complete four lanes on U.S. Route 98 from the Pike County line to Columbia.

MISSOURI

Highlights

Over the past decade, the Missouri Highway and Transportation Department (MHTD) has made substantial progress in delivering on the highway improvement commitments made to voters in 1987 and to the legislature and Governor in 1992 when major gas tax increases were approved.³¹ These commitments, broadened by a multimodal planning process initiated in 1989, led to State transportation plans being approved in 1991 and 1995. Many highway improvements have been completed and many more are scheduled in the State's 15-year program.

These and other related transportation improvements, combined with economic growth in such diverse areas as business services, amusement (a casino opened near Caruthersville in June 1995), recreation services, and food processing, have largely offset the aviation/aerospace manufacturing-related sector of the State's economy, where the dollar value of production has remained mostly stagnant since 1990. In addition, the national defense realignment has resulted in some growth at Fort Leonard Wood (just outside the Delta counties) to accommodate facilities closed elsewhere. In the 29 Missouri counties within the Delta region, employment has increased about 30 percent faster than in the United States as a whole.

Important transportation-related improvements and other developments that have facilitated increases in economic growth and employment include the following:

1990-1995 — Rural public transportation

services in the Delta region received increased attention. During this period, the number of providers of this service and total obligations increased by about 30 percent and 80 percent, respectively. The total number of vehicles providing service increased by 500 percent. By 1995, all Missouri counties within the Delta region were being served by rural public transportation.

1991-1995 — MHTD continued its long-standing commitment to funding improvements to the Great River Road. During this period, four highway improvement projects were funded at a cost of about \$3 million.

1992-1995 — MHTD initiated various projects to improve landside access to Mississippi River ports. Construction of highway facilities at new locations has made access to the port more direct and thus increased the efficiency and productivity of port service. Resurfacing of landside access roadways has helped ensure the load-carrying capacity of the highway serving the port.

1993 — Substantial improvements, including reconstruction, major widening, relocation, and rehabilitation, to routes on the NHS were in the design or construction phases.

1993 — Flooding in the Mississippi Valley resulted in tens of millions of dollars in damages to transportation facilities and to transportation-related businesses in Missouri. Much, but not all, of the physical damage was repaired using various funding programs, notably, grants from the Federal Emergency Management Agency and FHWA.³²

1994 — Federal-aid discretionary funds were allocated to MHTD for preliminary engineering related to improvements to U.S. Route 412.

1994 — A 15-year transportation plan was approved, which includes major improvements to NHS facilities (such as U.S. Routes 60 and 67) and other arterial highways (such

as State Route 25).

1995 — Federal-aid discretionary funds were allocated to MHTD for the replacement of the ferry at Dorena, Missouri, which provides a connection between Dorena, Missouri, and Hickman, Kentucky.

1995 — A statewide transportation plan was approved. The declared mission of the Department, as stated, was “. . . enhances the State’s growth and prosperity.”

1995 — Since 1990, more than \$300 million in transportation improvement projects have been completed or are under way, including widening to four lanes, major pavement improvements, and rehabilitation and replacement of bridges.

1995 — Missouri was allocated funds for a discretionary ferry boat project in the Delta region.

Other Important Transportation-Related Improvements

The Missouri transportation planning process has evolved from a largely project-by-project emphasis to an approach in which access, modal, and corridor linkages are more closely scrutinized. This is evidenced by ongoing efforts by MHTD to provide improved landside access to ports and the tailoring of such improvements based on needs and potential efficiency. It is reflected both in the enhanced coordination with other States to facilitate improvements to NHS facilities and in productive ongoing efforts between MHTD and private telecommunication companies to place fiber optics within the I-55 rights-of-way. A further effort to extend this capability to all other interstate routes could result in greatly enhanced traffic information services to the public, as well as anticipated improvements in business operations for the companies involved.

As part of its identification of future areas of emphasis, MHTD is currently studying the need to improve access through the Delta counties to other areas, including the Ozark recreation area. The potential for environmental tourism and improved rail connections to Mississippi River ports is under consideration. MHTD is joining with other States to study the need for and cost of improving bridges over the Mississippi River, as well as the potential for providing new crossing structures.

Future Investment in Missouri Transportation — 29 Delta Counties

Proposed major projects to be initiated between 1995 and 2002:

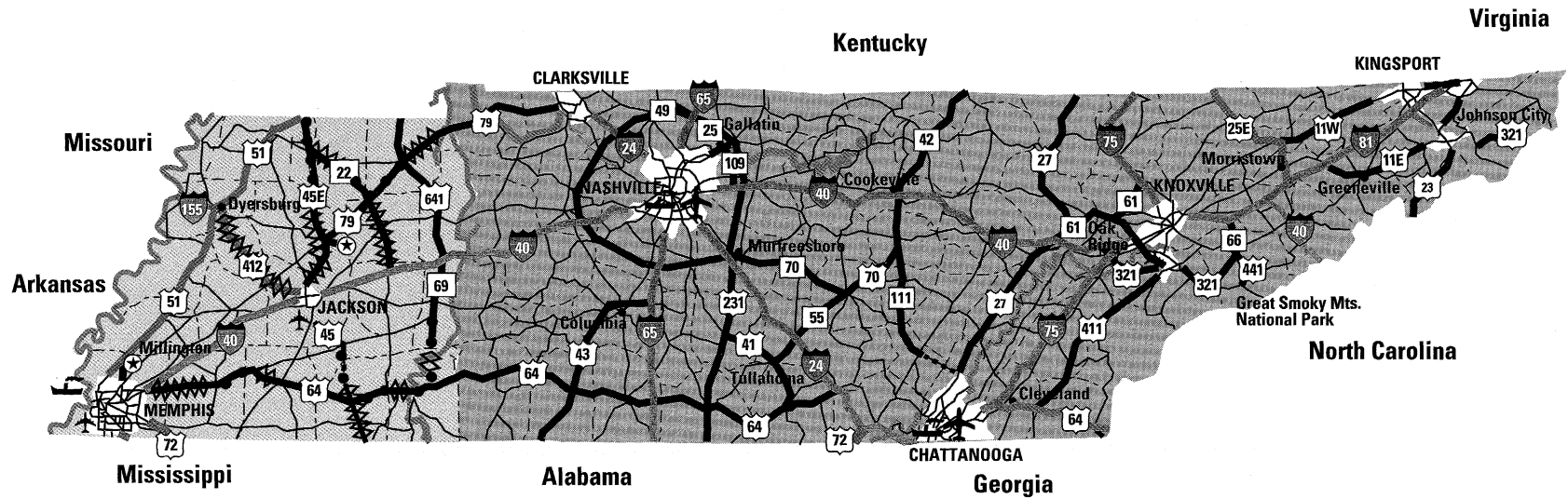
- I-44 resurfacing, bridge replacement, shoulder stabilization, etc.
- I-55 bridge construction and related work in the vicinity of Cape Girardeau.
- I-57 new rest area near Charleston.
- U.S. Route 60 widening to a four-lane freeway, Willow Springs to Sikeston.
- U.S. Route 62 major pavement improvements.
- U.S. Route 63 widening to a four-lane freeway, Rolla to West Plains.
- U.S. Route 67 widening to a four-lane freeway, I-55 to Poplar Bluff.
- U.S. Route 412 widening to a four-lane freeway, Arkansas State line to I-55.
- Missouri Route 8 widening to a four-lane freeway from Potosi to U.S. Route 67.
- Missouri Route 74, Missouri share of new Mississippi River bridge at Cape Girardeau and related improvements.

TENNESSEE

Highlights

Since 1990, the State of Tennessee has pursued an active policy to make major improve-

TENNESSEE



- | | | | | | |
|--|-----------------------------------|--|--|--|------------------------------|
| | Eisenhower Interstate System | | Capacity Improvement Programmed | | Urbanized Area |
| | Congressional High-Priority Route | | Capacity Improvement Completed/In Progress | | Rural Public Transit Area |
| | STRAHNET Route | | Military Base | | Area Outside of Delta Region |
| | STRAHNET Major Connector | | Airport | | |
| | Other NHS Route | | Port | | |
| | Other Route | | Improvement to Airport/Airport Access | | |
| | Waterway | | Improvement to Port/Port Access | | |
- 2-color lines indicate routes having dual NHS designations. Dashed lines indicate proposed routes.

ments to facilities on the National Highway System within the Delta region. These improvements, along with related investments in other transportation facilities through the State Industrial Access Road Program (managed by the Tennessee Department of Transportation) and a healthy State economy, have led to significant job creation in the Delta region. Some of the major employers relocating to the region during this period are a plumbing components manufacturer, a metal fabrication plant, and a poultry products company. In the 21 counties within the Delta, employment has increased about 50 percent faster than in the United States as a whole.

Important transportation-related improvements and other developments that have facilitated increases in economic growth and employment include the following:

1986 — At this time, the only four-lane highways serving the Delta region were I-40 and U.S. Route 51, amounting to approximately 405 km (250 mi). The General Assembly of the State of Tennessee established a program that will, when completed, add an additional 567 km (350 mi) of four-lane facilities. The primary objective of the program is to provide four-lane access from the urban centers to the Interstate system in order to enhance economic growth and facilitate improvement of the quality of life throughout Tennessee.

1990-1994 — Tennessee DOT funded improvements at all 17 general aviation airports in the Delta region.

1991 — A total of \$443 million was committed for improvements to highways in the Delta region from 1986 through 1991. During this period, projects were let to contract to expand 222 km (137 mi) of roads on the State highway system in the Delta region from

two lanes to four lanes.

1992 — Tennessee DOT continued its commitment to improving the highway system in the 21 Delta counties. Tennessee DOT budgeted \$148 million for 295 km (182 mi) of highways for various phases of work, including engineering, right-of-way acquisition, and construction.³³

1993 — Tennessee DOT budgeted \$121 million for 172.5 km (106.5 mi) for highway improvements in the Delta region.

1994 — Tennessee DOT budgeted \$163 million for 207 km (128 mi) of highway improvements in the Delta region.

1995 — Tennessee DOT budgeted \$124 million for 133 km (82 mi) of highway improvements in the Delta region.

1995 — A major tourist attraction, Reelfoot Gardens, is being planned in the Delta region in northwest Tennessee. This development would tie into a number of recent highway and other transportation improvements. When completed, this development is expected to attract as many as one million visitors per year.

1995 — Since 1987, nearly a billion dollars of transportation improvement projects, including more than 373 km (230 mi) of four-lane highways, were completed or under way.³⁴

1995 — By this year, a portion of a Trail of Tears walking trail and two river overlooks were being constructed with transportation enhancement funds. The trail will eventually connect with other significant historical and tourist sites and will enhance the authenticity and meaningfulness of the Savannah area's cultural resources, while promoting tourism and the employment that should result.

1995 — Tennessee was allocated funds for a discretionary ferry boat project, one terminus of which is in the Delta region.

**Other Important
Transportation-Related
Improvements**

Tennessee DOT has carried out a number of non-highway programs to improve transportation in the State. For example, rural transportation was funded in all 21 counties during the period of 1990 to 1995 through three providers with a total of more than 130 vehicles. During this period, statewide obligations of Section 18 funds increased by about 150 percent. In addition, Tennessee DOT provided, through the statewide dedicated fund for aviation and rail, more than \$4 million to upgrade short-line railroads in the Delta region.

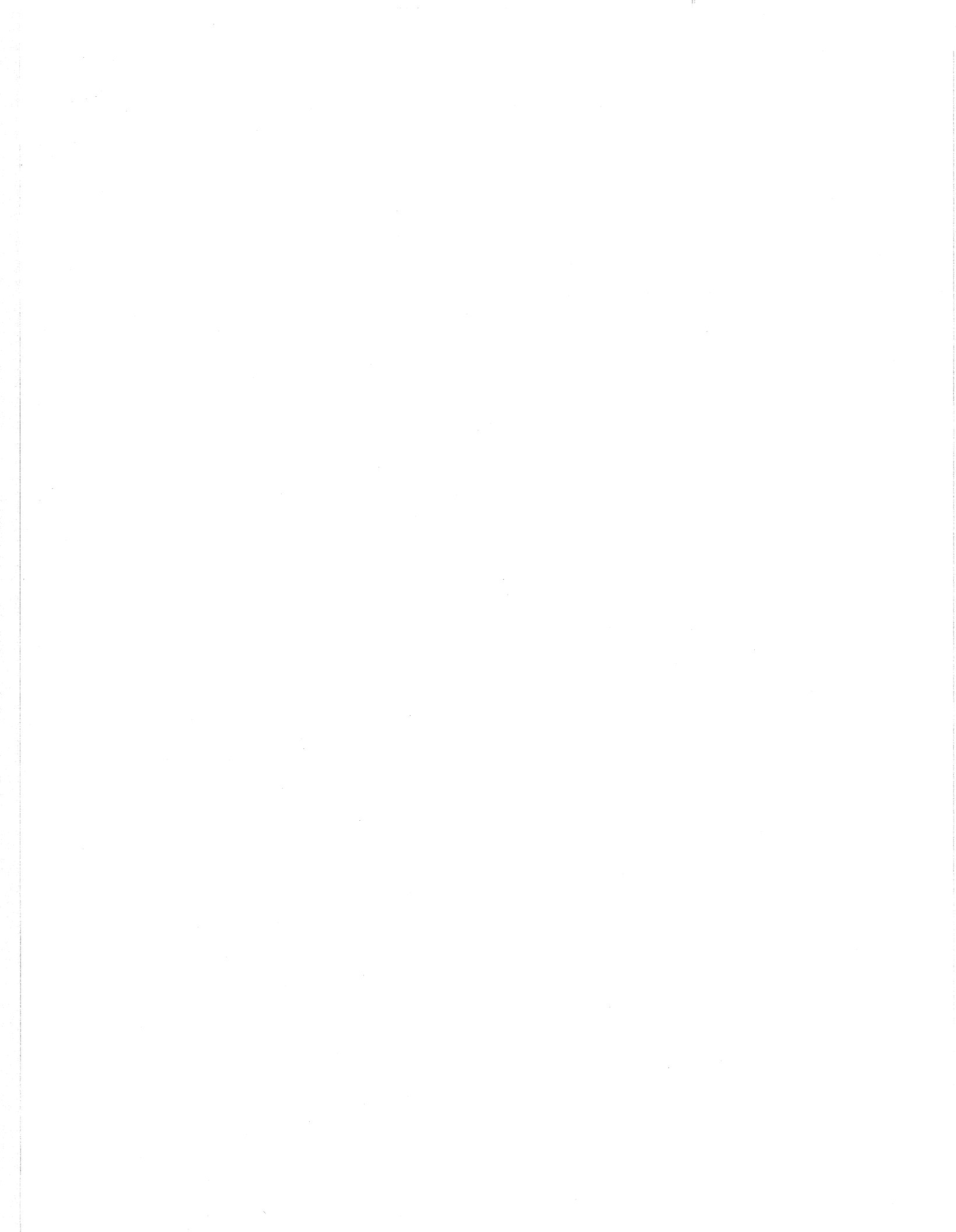
Also, since 1992, a dozen separate enhancement projects in the Delta region of Tennessee were authorized. These include trails, bikeways, and landscaping. By 1995, two bicycle routes — the River Route and the Reelfoot Route — were formally designated. Another bicycle route, the Mississippi River Bicycle Corridor, has been funded through the trans-

portation enhancement program and designation is pending.

**Future Investment in
Tennessee Transportation
— 21 Delta Counties**

Major projects to improve highways from two lanes to four lanes proposed between 1996 and 1998:

- U.S. Route 412 between Dyersburg and Jackson (completion of work under way).
- U.S. Route 45 from the Mississippi State line to north of Jackson.
- U.S. Route 45E from north of Jackson to South Fulton.
- U.S. Route 45W from north of Jackson to Union City.
- U.S. Route 64 from Memphis to I-24.
- State Route 104 from Dyersburg to Trenton.
- State Route 22 from Union City to I-40.
- U.S. Route 79 from McKenzie to Paris Landing.



CHAPTER IV

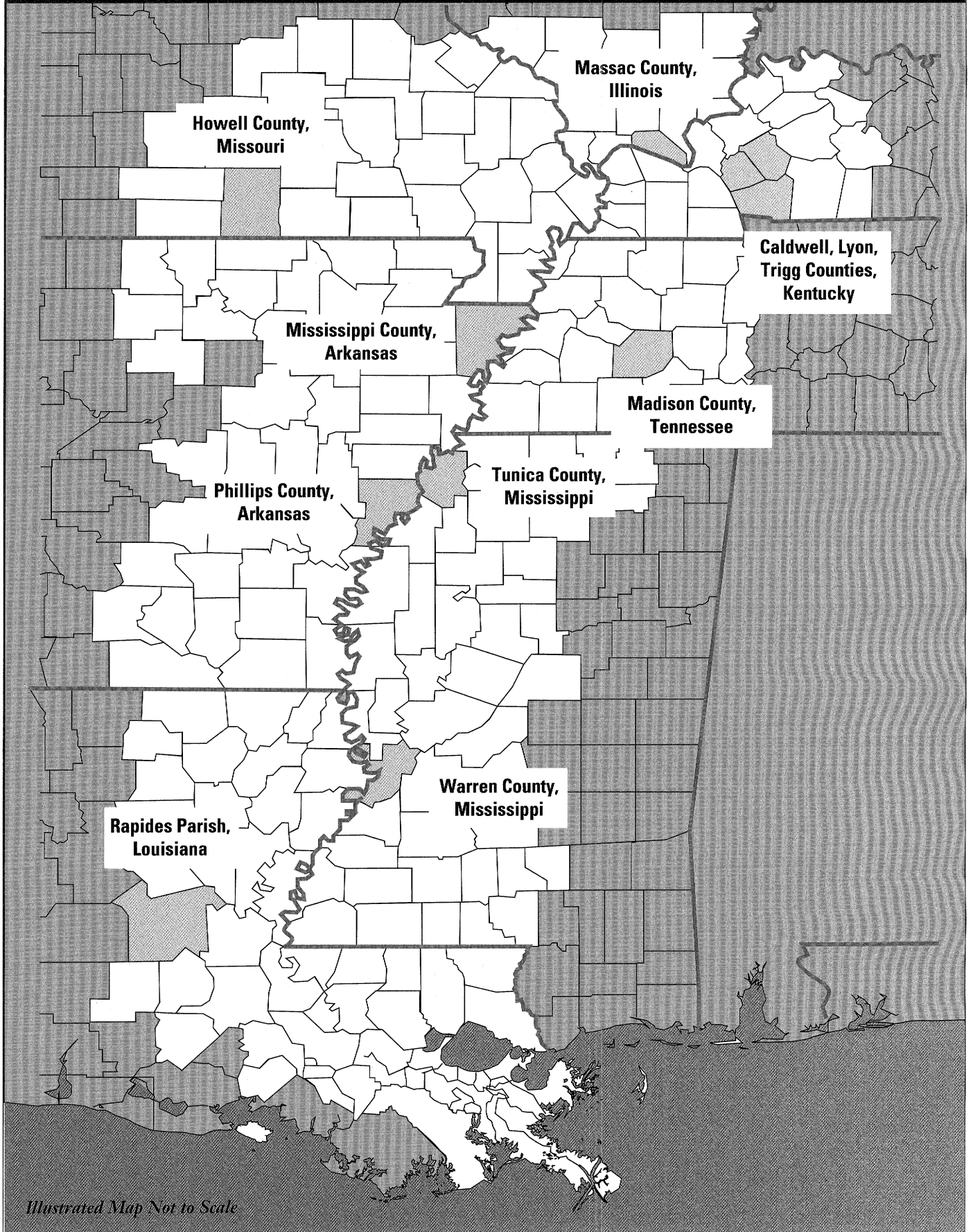
Success Stories

“We see in microcosm here the strengths and the weaknesses, the successes and the failures, the new opportunities and the age-old problems of the South and, for that matter, the nation as a whole. The paradoxes abound. It is a place where great pride is taken in family and personal relationships. Yet it is also the place where live the greatest number of underdeveloped and undereducated.”

“It is the section that has most fiercely resisted change. But it is the region that in recent years has been most dramatically affected by change.”

—WILLIAM WINTER, FORMER GOVERNOR OF MISSISSIPPI, October 1988

DELTA SUCCESS STORIES



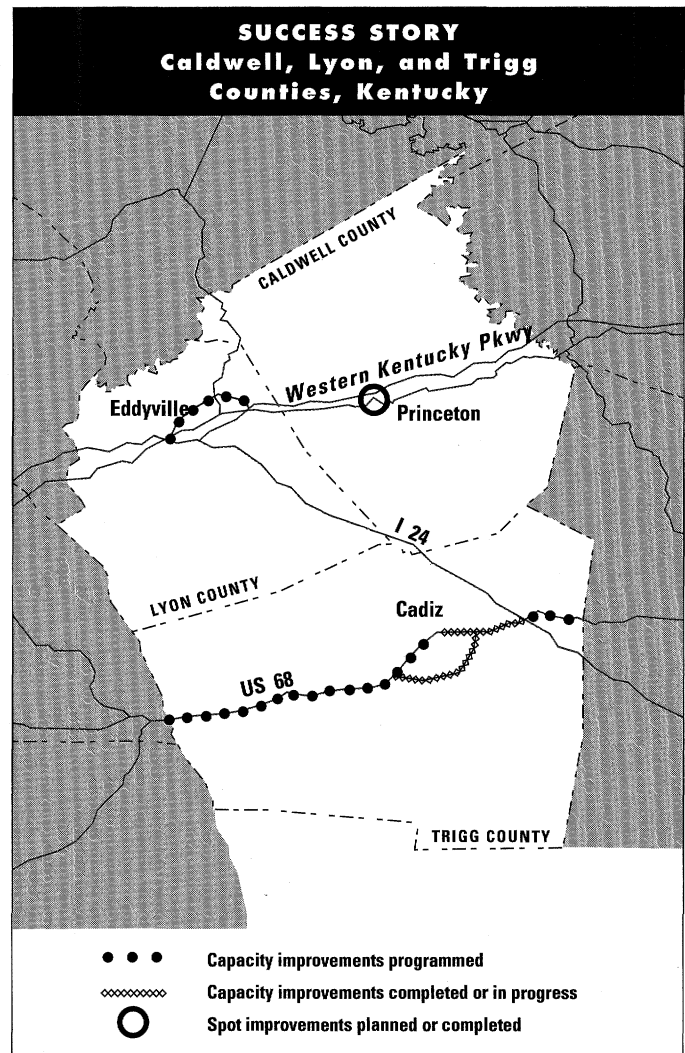
As noted previously, during the work of the Commission, it was agreed that the most important single need of the Delta region in 1990 was the need for more jobs. In this update, success stories gathered from throughout the seven Delta States have focused considerable attention on how that need has been addressed. The following success stories document extraordinary increases in job growth, pending success (Phillips County, Arkansas), admirable multi-State cooperation (Great River Road), and notable success in the face of adversity (recovery from closure of the England Air Force Base in Louisiana).

Each success story is illustrated by a map depicting transportation improvements. Employment, labor force, and population trends are shown on the map. The employment and labor force, analysis points are for April 1990 (the month prior to the 1990 Commission report) and April 1995 to allow comparison. The population analysis points are for 1990 and 1994 (the latest year of information available).

Success Story — Caldwell, Lyon, and Trigg Counties, Kentucky

New manufacturers of clothing, food products, plastic components, and electronic controls in Caldwell and Trigg Counties, and new outlet retailing and entertainment in Lyon County have led to substantial employment growth. There has been an increase in jobs of more than 20 percent between April 1990 and April 1995 in these counties. This area is part of a regional economy in which products made in one county are used by businesses in nearby counties. Employers in any one county have access to a workforce from all three counties.

Employers are continuing to move to this area. This growth has been facilitated by access to I-24 (completed in the late 1970's)



KEY STATISTICS

	Labor Force in April 1990 = 13,700
	Labor Force in April 1995 = 16,000
Employment in April 1990 = 12,500	1990 Population = 30,200
Employment in April 1995 = 15,200	1994 Population = 31,900

and the Western Kentucky Parkway, where tolls were removed in the mid- to late-1980's. Significant improvements in access and capacity made in the early 1990's to NHS routes have also increased the attractiveness of this three-county area to prospective employers. Further improvements to NHS facilities and roads connecting with these routes are programmed for the late 1990's.

Important transportation- and development-related improvements that have facilitated increases in economic growth and employment include:

1991-1994 — A new four-lane road (U.S. Route 68 and Kentucky Route 80) was constructed from I-24 to near Cadiz in Trigg County to replace an existing two-lane road. The two-lane road now provides access to industrial parks in the county.

1992-1994 — A new two-lane (partial four-lane) bypass was constructed south of Cadiz.

1993-1994 — A new half-diamond interchange was added to the Western Kentucky Parkway near Princeton in Caldwell County.

1995 — A pre-construction engineering contract was awarded to improve U.S. Route 62 from Eddyville to the Western Kentucky Parkway in Lyon County.

1995 — Since 1990, more than 16 km (10 mi) of new or widened highway and one new parkway interchange have been completed and opened for traffic.

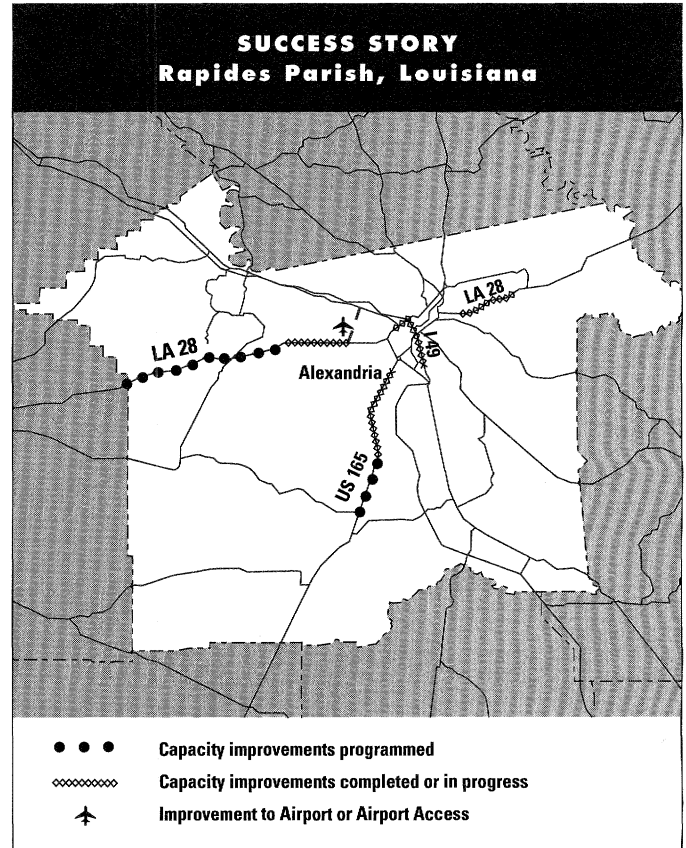
Future Investment in Transportation in Caldwell, Lyon, and Trigg Counties

Major projects proposed between 1996 and 2010:

- Widening U.S. Route 62.
- Continue widening U.S. Route 68.
- Airport improvements at Princeton.
- Access to river port in Lyon County.

Success Story — Base Closure Recovery, England Air Force Base, Rapides Parish, Louisiana

The December 1992 closure of England Air Force Base, a tactical jet fighter base, resulted in the direct loss of about 3,700 civilian and military jobs.³⁵ The indirect loss of jobs may have been in the same order of magnitude. This



KEY STATISTICS

	Labor Force in April 1990 = 53,000
	Labor Force in April 1995 = 58,200
Employment in April 1990 = 50,300	1990 Population = 131,500
Employment in April 1995 = 54,400	1994 Population = 126,500

reduction in employment opportunities occurred in an area that is also dependent on petroleum refining, a stagnating industry in Louisiana due to decreased oil and gas production.

The base closure brought out many of the best qualities in the residents and agencies of Rapides Parish, who began to plan and implement an ambitious recovery program even before the base closed. This program led to the ownership of the base being transferred to a civilian authority, named the England Industrial Airpark and Community, in the same month that the base closed. A national transportation company began operations there in

1993. Soon afterward, a State public health facility opened at the former base hospital. Since then, about 20 more employers have relocated to the England Industrial Airpark and Community.

This recovery has coincided with the expansion of employment in other parts of the Alexandria/Pineville urbanized area, which makes up all of Rapides Parish. Manufacturing, retail, corporate administration, and gaming employers have all expanded facilities.

Convention-related business has historically been a major revenue generator in Alexandria, and it is expected to increase in the future. The attractiveness of the area to conventions and to tourism generally will be improved significantly by the enhanced condition of the downtown riverside area and the accessibility that will be substantially improved by completion of I-49.

All the measures cited above have been significant in this area's recovery. Between April 1990 and April 1995, civilian employment rose more than 8 percent, despite a drastic decrease in military employment of more than 95 percent. Another very positive sign of recovery is an increase in retail sales of nearly 35 percent from 1990 to 1995.

The U.S. Department of Commerce, Economic Development Administration (EDA) coordinates Federal activities for economic adjustment due to base closures. Just how successful the people and agencies of Rapides Parish have been is demonstrated by the fact that the EDA considers the England Air Force Base transition to civilian authority to be a national model of how communities should approach this type of change.

Important transportation-related improvements that have facilitated increases in economic growth and employment and the recovery from base closure include:

The construction of I-49 in Rapides Parish has been significant to recovery in the area. The city of Alexandria and Rapides Parish actively support the completion of this facility, as well as various traffic engineering and other traffic flow improvements within the downtown central business district. These improvements are expected to accommodate an increase in central city activity without an increase in congestion.

In addition to the 8.1 km (5 mi) of completed Interstate, more than 24.3 km (15 mi) of widening from two lanes to four lanes (Louisiana Route 28 and U.S. Route 165, west and south of Alexandria, respectively) were completed. A new major river crossing has also opened, carrying U.S. Route 167 over the Red River.

Future Investment in Transportation in Rapides Parish, Louisiana

The city and parish will be actively cooperating with the State to complete I-49 and to quickly phase in a number of traffic engineering-type improvements. Louisiana will be undertaking a number of other projects that will serve the parish. These include about 32.4 km (20 mi) of widening of major routes in the parish (Louisiana Route 28 and U.S. Route 165), providing a new interchange on U.S. Route 71 and completing a bridge carrying U.S. Route 71 over the Red River.

SUCCESS STORY — Great River Road

Arkansas, Illinois, Iowa, Kentucky, Louisiana, Minnesota, Mississippi, Missouri, Tennessee, Wisconsin

Since before World War II, the 10 States (including the 7 States that contain portions of the Delta region) have been partners in

developing a parkway along the length of the Mississippi.³⁶ In 1951, the predecessor agency to the FHWA completed a study for Congress that noted the benefits of developing such a parkway.³⁷ The network of about 4860 km (3000 mi) of State, county, parish, and municipal roads that make up the Great River Road has been established largely in response to the Federal-Aid Highway Act of 1954, which funded planning for the parkway and subsequent route designation by the individual States.

Between 1973 and 1990, the 10 States had invested more than a billion dollars of local, State, and Federal funds in the Great River Road and amenity projects. The latter projects included scenic overlooks, bike trails, historic preservation, parks, and recreation trails.

These and later roadway improvement and amenity projects have helped to create a positive climate for economic development. Between April 1990 and April 1995, employment in the 122 counties and parishes along the parkway and the Mississippi River increased more than 8 percent. This was about 33 percent faster than in the United States as a whole.

Transportation and related improvements and developments that have facilitated economic and employment growth include:

1989 — Travel and tourism directors from the 10 States, who had formed a marketing council in 1986, adopted the name "Mississippi River Country, U.S.A." This was done to more effectively market the region nationally and internationally. A 1992 U.S. Department of Commerce grant currently funds much of the international effort.

1990 — The Mississippi River Heritage Corridor Study Commission was established by Congress. A unit of the U.S. Department of the Interior provided staffing for the study.³⁸

1991 — ISTEA established the Transportation Enhancement subcategory of the Surface Transportation Program that makes amenities eligible for funding. For the Great River Road, this effectively confirmed program continuity with previous funding programs.

1993 — The Mississippi River Domestic Promotion Program was established with funding from the 10 States and the Province of Ontario to develop promotional materials (e.g., maps, brochures), to market tours, and to pursue other activities to encourage utilization of the tourism and recreational assets of the region.

1995 — The draft report of the Mississippi River Heritage Corridor Study Commission was completed. The report recommended designation of the counties and parishes containing the Great River Road or bordering the Mississippi River as a Heritage Corridor. Subject to completion of public comment, the final report will be submitted to Congress (probably in mid-1996).

1995 — Employment in the 122 counties and parishes increased from about 4.6 million to about 5.0 million between April 1990 and April 1995. The labor force increased from about 4.8 million to about 5.2 million and the unemployment rate fell from about 5 percent to about 4.5 percent during this period.

Recent and Future Transportation-Related Investments in the Great River Road Corridor

Since ISTEA, about \$50 million to \$100 million have been spent annually in the 10 States for transportation enhancement and scenic byway-type projects in the corridor. Additional highway improvements to portions of the Great River Road have been completed. Expenditures on the order of \$400 million are projected for the period from 1995 to 1999.

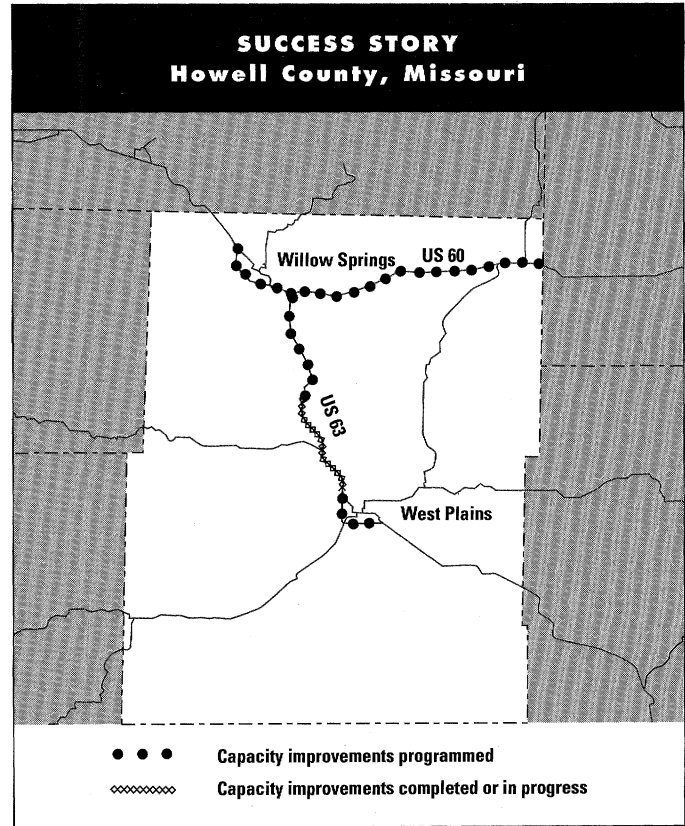
**SUCCESS STORY —
Howell County, Missouri**

Howell County has maintained and expanded its diverse manufacturing base since 1990 through innovative re-incorporation and employment retention programs, as well as by attracting new employers. The 1990 employment base, concentrated mostly in the vicinity of Willow Springs and West Plains, included manufacturers of apparel, wood products, electric motors, truck and aircraft frames, flooring, decorative pillows, gas valves, and footwear, as well as a parcel distribution center and various farming, dairy, and other small industries. Plant expansion by the flooring manufacturer and the addition of new companies making fiberglass sporting goods and slipcovers have added jobs to the county. The innovative re-incorporation occurred in 1994 when a footwear manufacturing facility, previously owned since 1946 by a succession of national companies, was reopened under local ownership.

Some of this successful economic performance can be tied to the services provided to the county by two NHS facilities (U.S. Route 60 and U.S. Route 63), both of which are programmed for improvements. The service of a Class I rail line operated by Burlington Northern links the county with Little Rock, Arkansas, and Memphis, Tennessee. Two general aviation airports, one of which is located between the two major employment centers, also contribute to the transportation infrastructure that has supported economic growth in the county.

Although the unemployment rate in Howell County remains high, job growth between April 1990 and April 1995 has surpassed 16 percent, accommodating unusually high population growth for a mostly rural area.

Important transportation-related improvements and other developments



KEY STATISTICS

	Labor Force in April 1990 = 14,100
	Labor Force in April 1995 = 16,600
Employment in April 1990 = 13,300	1990 Population = 31,600
Employment in April 1995 = 15,500	1994 Population = 33,800

that have facilitated increases in economic growth and employment include:

Pre-1990 — The final two-lane sections of U.S. Route 60 between Springfield and Willow Springs were widened to four lanes.

1993-1995 — Construction was started to widen a 16.2-km (10-mi) segment of U.S. Route 63 between West Plains and Willow Springs from two lanes to four lanes. Design work for similar improvements for the remaining 16.2-km (10-mi) section of this route between these communities was also begun. The completion of these improvements will provide improved access to the West Plains area and to the regional airport

that serves the West Plains and Willow Springs employment centers.

1994 — Location and environmental studies were begun for widening to four lanes of portions of U.S. Route 60 east of Willow Springs to the Shannon County line.

1995 — A 15-year State transportation plan was approved that includes projects to widen to four lanes sections of both U.S. Routes 60 and 63 in Howell County.

1995 — Two major intersection improvements were completed since 1990. About 16 km (10 mi) of lane-widening projects were under construction and 48.6 km (30 mi) were in location, environmental, or design phases.

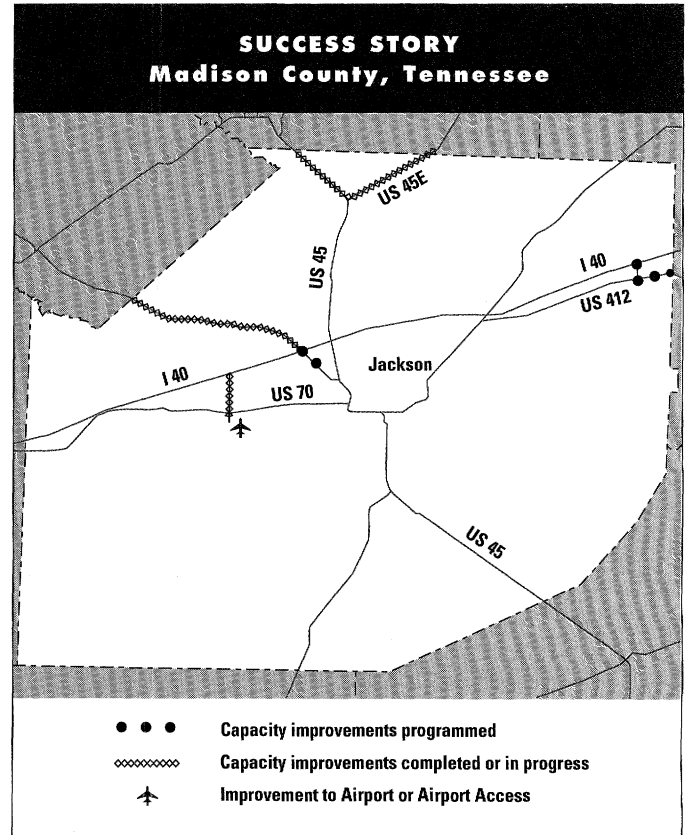
Future Investment in Transportation in Howell County, Missouri

Major transportation projects proposed between 1996 and 2002:

- Widening U.S. Route 60 from two lanes to four lanes from Willow Springs to the Shannon County line.
- Widening U.S. Route 63 from two lanes to four lanes from 16.2 km (10 mi) north of West Plains to U.S. Route 602.

SUCCESS STORY — Madison County, Tennessee

In 1987, the economic base in Madison County included manufacturers of power tools, fixtures, handles, foil, cotton bagging, mosaic tile, and furniture, as well as lumber, livestock and agricultural businesses, banking, and medical service centers. Notwithstanding these assets, the unemployment rate was nearly 9 percent. Since then, mostly because of improvements in highways and education, the economy has recovered and existing employers are reinvesting in the county. There are now three 4-year institutions and one 2-year institution of higher learning in Madison County.



KEY STATISTICS

Employment in April 1990 = 35,400	Labor Force in April 1990 = 37,300
Employment in April 1995 = 44,300	Labor Force in April 1995 = 46,100
	1990 Population = 78,200
	1994 Population = 82,600

Examples of substantive economic development include expansion of an aluminum foil plant that will eventually add about 200 employees and a plumbing fixture company that is currently building a new plant that will eventually add about 500 employees. The county is also part of a State effort to promote tourism, focused around the Casey Jones Railroad Museum and pre-Columbian mounds of national archeological significance.

Some of this successful economic performance can be tied to the services provided to the county by I-40 and two NHS facilities, U.S. Routes 45 and 412, both of which were improved during this period. Also contribut-

ing are a Class I North-South rail line service operated by Norfolk Southern, supplemented by a North-South short line, and a nearby Class I East-West rail line service operated by CSX.

By April 1995, unemployment in the county had fallen to less than 4 percent, employment having increased more than 25 percent in the 5 years preceding that month. Because Madison County is an anchor to the regional economy and it benefits from significant transportation improvements, several adjacent counties (notably Crockett, Carroll, Chester, and Henderson) have also experienced employment growth exceeding 15 percent during this period.

Important transportation-related improvements and other developments that have facilitated increases in economic growth and employment include:

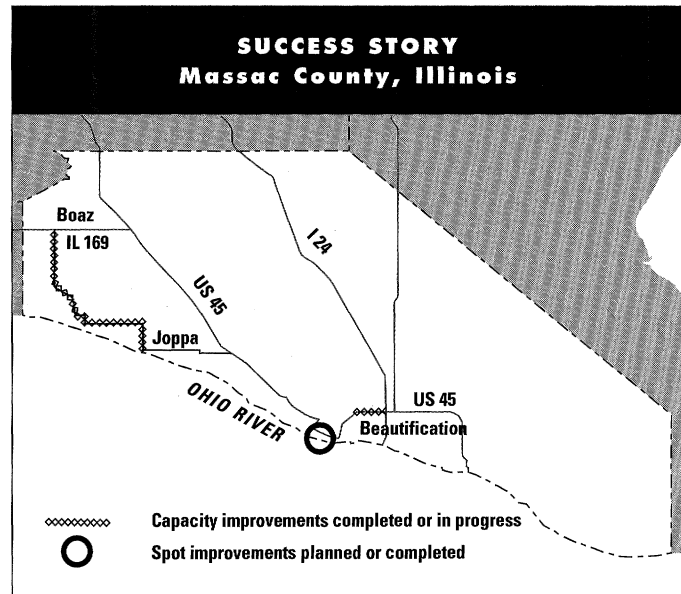
1986 — The Tennessee General Assembly's 13-year program contained some 10 key sections of highways to be upgraded in the vicinity of Jackson (Madison County). Design work on some of these sections began immediately.

1988-1992 — A total of 9.75 km (6 mi) of U.S. Route 412 northwest of Jackson were widened from two lanes to four lanes.

1990-1994 — A 14.5-km (9-mi) section of U.S. Route 45, U.S. Route 45E, and U.S. Route 45W north of Jackson were widened from two lanes to four lanes.

1990-1995 — Assistance was provided by the Tennessee DOT for upgrading 16.2 km (10 mi) of track on the short-line railroad northwest of Jackson.

1995 — Since 1990, more than 24 km (15 mi) of widening had been completed on U.S. Routes 412, 45E, and 45W, as well as bridge replacements, intersection improvements, etc.



KEY STATISTICS

	Labor Force in April 1990 = 6,400
	Labor Force in April 1995 = 7,900
Employment in April 1990 = 5,900	1990 Population = 14,800
Employment in April 1995 = 7,400	1994 Population = 15,200

Future Investments in Transportation in Madison County, Tennessee

Major projects proposed between 1996 and 2002:

- Complete widening of U.S. Route 45 south of Jackson.
- Signing, rest area, intersection, and interchange improvements along arterial highways in Madison County.

SUCCESS STORY — Massac County, Illinois

Tourism and tourism-related businesses in Metropolis in Massac County have been sparked by a riverboat casino in the county. This gaming facility employs not only Massac County residents, but also significant numbers of Kentucky residents, because of the good access from I-24. Numerous businesses from southern and central Illinois, as well as busi-

nesses in Kentucky, Missouri, and Indiana, provide private transportation and tourism-related services, bus tours, and river cruises to this area. As a result, Massac County enjoyed about a 25 percent increase in employment between April 1990 and April 1995.

This general economic growth has been facilitated by highway improvements (minor widening, resurfacing, rehabilitation), by beautification improvements provided by the Illinois DOT and the county road department, and by improvements to the Metropolis Municipal Airport. Employment in Massac County continues to increase.

Important transportation- and development-related improvements that have facilitated increases in economic growth and employment include:

1991 — Casino opened in Metropolis.

1991-1994 — Runway improvements were completed at the Metropolis Municipal (general aviation) Airport.

1992 — Pavement improvement and minor realignment were completed on Boaz Road that allow access to heavy vehicles for transport of coal to a power plant near Joppa.

1993 — Beautification improvements using transportation enhancement funds were completed at the rest area at the I-24 and U.S. Route 45 interchange. This rest area provides a significant service to tourism.

1993 — Widening and pavement improvements were completed on the main road serving the riverfront in Metropolis.

1995 — Transportation enhancement funds were obligated for a beautification project for the main road serving the riverfront.

1995 — Since 1990, about 8 km (5 mi) of major pavement improvements to U.S. Route 45 and local roads, five structure rehabilitation projects, one beautification project, and one airport improvement project were completed or were under way in the county.

Future Investment in Transportation in Massac County, Illinois

Major projects proposed between 1996 and 2000:

- Beautification project for road serving the riverfront.
- Continuation of rehabilitation of structures.
- Continuation of general pavement improvements.

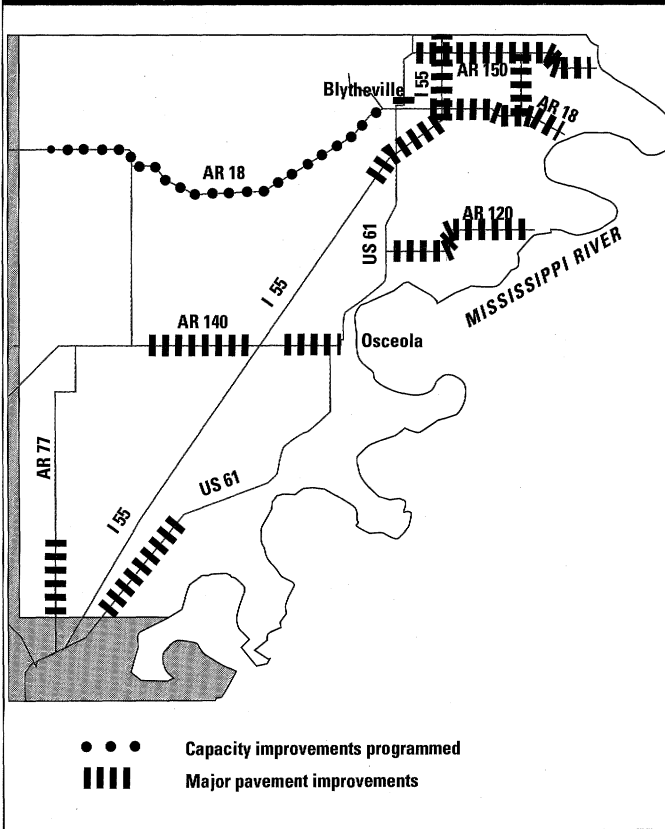
SUCCESS STORY — Mississippi County, Arkansas

In 1990, Mississippi County's largest employer was Eaker Air Force Base (AFB). The only other significant employers were medium-sized suppliers of components for agricultural and emergency vehicles. When Eaker AFB closed in 1992, it could have devastated the county's economy. However, local efforts to attract new industries to Blytheville and Osceola have more than made up for the loss.

By 1995, 16 new employers had moved to or expanded in the vicinity of these cities, bringing more than 3,000 new jobs and hundreds of millions of dollars of capital investment to the county. The largest of these employers is a jointly owned venture of American and international corporations with a high-efficiency electric arc process for producing wide-flange and rolled steel.³⁹

The scope of the effort and coordination needed to make this happen was substantial. With respect to Eaker AFB, a civilian authority was created in 1993 to operate the facility (still owned by the U.S. Air Force). Subsequently, a \$1.9 million grant from the Economic Development Agency was used to maintain the airfield-related infrastructure. Short-term leases were signed with the U.S.

SUCCESS STORY
Mississippi County, Arkansas



KEY STATISTICS

	Labor Force in April 1990 = 24,600
	Labor Force in April 1995 = 26,300
Employment in April 1990 = 22,200	1990 Population = 57,500
Employment in April 1995 = 23,700	1994 Population = 51,100

Postal Service for seasonal use of the airport and similar leases have since been signed with private businesses such as Federal Express.

In many cases, the loss of the major employer could have been devastating to the local economy for many years after the closing. This was not the case in Mississippi County, where local residents, businesses, and government agencies worked together to quickly turn adversity into advantage. By 1995, the U.S. Air Force and the civilian authority (the Blytheville-Gosnell Regional Airport Authority) had executed a 30-year

lease and had established a goal of civilian ownership. Currently, the Presbyterian Church is developing plans to establish a college, retirement community, and conference center on the airport grounds.

With respect to workforce adjustment, a number of efforts have proven successful. For example, a private program funded by the Foundation for the Mid-South and the programs of the Mississippi County Tech Prep Consortium have worked with private employers to improve general workforce skills and to introduce high school students to business and technical methods. The training and retraining of the workforce will be a primary effort of the Rural Enterprise Community, which includes the southern part of the county. (See Chapter V, Initiatives Under Way, for an extensive discussion of Enterprise Communities.)

Finally, with respect to transportation, numerous highway improvements were quickly implemented to improve access to new employers and to improve intersections in the vicinity of Blytheville and Osceola, as well as generally improving highway conditions throughout the county.

Important transportation-related developments/improvements that have facilitated increases in economic growth and employment include:

1990-1992 — Reconstruction projects on 11.3 km (7 mi) of State Route 18 from I-55 at Blytheville east to Barfield were completed.

1991 — Widening of State Highway 140 was completed, providing a continuous four-lane facility between U.S. Route 61 and I-55 at Osceola.

1990-1994 — Twelve intersection signalization, railroad-crossing signal improvements, and route-signing projects were completed.

1990-1994—About 73 km (45 mi) of State highways were resurfaced.

1994 — Widening of U.S. Route 61 was completed in Osceola between State Highway 140 and Walnut Street.

1990-1995 — Resurfacing, major widening, and bridge and bridge approach improvements were completed on about 24 km (15 mi) of the Arkansas portion of the Great River Road.

Future Investment in Transportation in Mississippi County, Arkansas

Major projects proposed include:

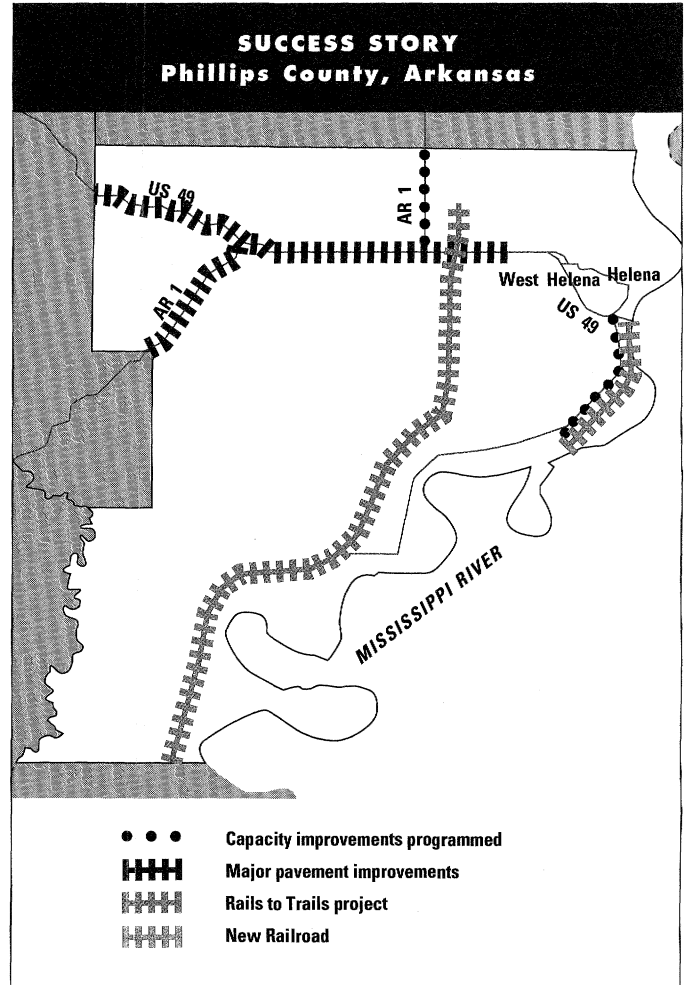
- Reconstruction, widening, and resurfacing.
- Bridge improvements.
- Enhancements.
- Miscellaneous (e.g., signing and lighting) improvements.

SUCCESS STORY — Phillips County, Arkansas

Transportation and tourism-related public investments are serving as the catalyst for dynamic economic development in Phillips County. This county, which in 1990 had high unemployment (about 9 percent) and low family income (less than \$15,000), has reduced unemployment to about 8 percent by mid-1995. Highway, biking, and port improvements have been made and more are planned.

Important transportation-related improvements and other developments that will facilitate increases in economic growth and employment include:

1990 — Resurfacing and road rehabilitation projects were begun on more than 32.4 km (20 mi) of State highways connecting population and production areas. Some of these roads are now a part of the NHS.



KEY STATISTICS

Employment in April 1990 = 9,700	Labor Force in April 1990 = 10,900
Employment in April 1995 = 10,100	Labor Force in April 1995 = 11,300
	1990 Population = 28,800
	1994 Population = 28,300

1990 — The Delta Cultural Center, a museum with permanent exhibits on the culture and landscape of the Arkansas Delta, opened in Phillips County.

1990 — A special election was held in which a 1-cent county sales tax was approved for local funding of slackwater harbor construction and infrastructure.

1991 — The Arkansas General Assembly approved a highway improvement program that included substantial capacity improvements for Phillips County.

1992 — Traffic engineering projects were begun in the area of West Helena.

1993 — Stage I of the new Helena Slackwater Harbor was completed and Stage II was initiated. This harbor will facilitate the transfer of bulk goods (particularly agricultural goods) between highway and water transportation.

1994 — Substantial transportation improvements were initiated in the county. These improvements, when completed, will substantially improve connections to the NHS and to intermodal terminals.

1994 — The King Biscuit Blues Festival, begun in 1986, had a record success. Attendance at this festival, an annual tourism event in downtown Helena, has grown from 15,000 to 80,000 in less than a decade.

1995 — Developments continued on the Helena Riverwalk, an elevated boardwalk with a view of the Mississippi River. Site visits for passengers of the Mississippi riverboats, and the Lexa-to-McGehee bicycle and pedestrian trail (acquired partly with transportation enhancement funds) enlarged the county's scope for tourism.

1995 — Additional transportation improvements consisting of widening, reconstruction, and resurfacing are programmed for about 52 km (32 mi) of roads in the county.

1995 — Contracts were let for 11.3 km (7 mi) of new railroad construction to provide rail access to the slackwater harbor and for a new 41-cm (16-in) water line to serve industrial tenants. Construction was begun for a new road to access the north end of the slackwater harbor.

1995 — The first tenant for the slackwater harbor was announced and appropriate site construction was begun. A new plant was located in the industrial park adjacent to the slackwater harbor. Dedication was in September.

Future Investment in Transportation in Phillips County, Arkansas

Major projects proposed between 1996 and 2002:

- Widen roads within county industrial park.
- Widen roads in the vicinity of Walnut and Cypress Corners.
- Reconstruction and resurfacing projects.
- Bridge improvements.

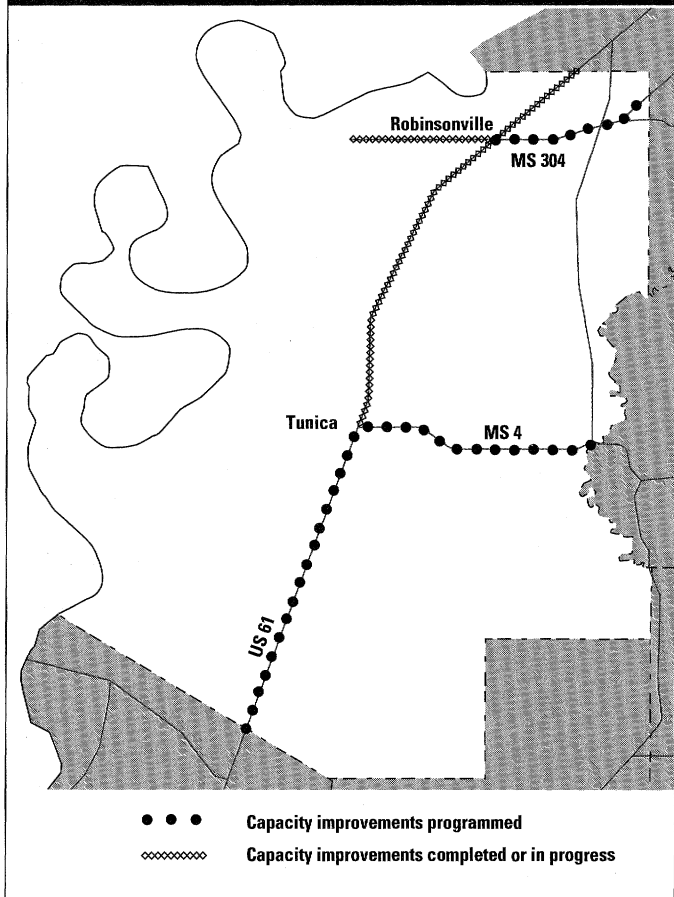
SUCCESS STORY — Tunica County, Mississippi

Recent increases in employment in Tunica County are directly tied to the growth of the gaming industry in Mississippi. In 1992, the first casinos opened near the city of Tunica. The gaming industry and related businesses have grown quickly, and a major complex of nine casinos is now in operation near the town of Robinsonville in the northwest portion of the county. Additional casinos in this area are planned. Initially, hiring for operation of the casinos was from within the county. However, by 1995, gaming-related employment exceeded the total population of Tunica County and residents of neighboring counties (including some residents of Arkansas) are now working in the county. It should be noted that many of those hired had not been counted as part of the labor force in 1990 because they had given up looking for work.

The dramatic increase in employment has also led to an increase of about 800 percent in local tax revenue, much of which is being used to improve highways. A decrease of almost 30 percent in the number of residents receiving food stamps is also directly related to the increase in available jobs.

Transportation has and will continue to play a significant role in this success story. In addition to a number of localized improvements that have already been completed on

SUCCESS STORY
Tunica County, Mississippi



KEY STATISTICS

	Labor Force in April 1990 = 2,800
	Labor Force in April 1995 = 5,000
Employment in April 1990 = 2,500	1990 Population = 8,100
Employment in April 1995 = 4,500	1994 Population = 8,300

roads and streets that directly serve the casinos, major investments in U.S. Route 61 (the major highway serving the county) are under way or are programmed. These are discussed in more detail in the following section and are depicted on the accompanying map.

Important transportation improvements that have facilitated increases in economic growth and employment include:

1992 — Improvements to access roads and intersections serving the gaming industry and related business were completed.

1992 — The rural public transportation system serving Tunica County (The Aaron Henry Community Health Services Center, Inc.) restructured its regular-service fixed routes to provide expanded service to county residents. The number of riders on this system tripled by 1993 and has continued to grow.

1992 — The gaming industry and related businesses began providing various forms of private transportation assistance. This assistance has taken the form of carpool-matching services and various subsidies for loans to employees for the purchase of automobiles.

1993 — Design work was completed by the Mississippi Department of Transportation to widen a 28.8-km (17.8-mi) segment of U.S. Route 61 from MS Route 4 to the DeSoto County line to four lanes.

1994 — Construction began on U.S. Route 61 from MS Route 4 to the DeSoto County line.

1994 — Preliminary engineering work began for a new four-lane highway to connect U.S. Route 61 with I-55, which will parallel MS Route 304.

1995 — Since 1990, nearly 49 km (30 mi) of widening, more than 21 km (13 mi) of pavement restoration, and a bridge replacement project have been completed or are under way. More than \$11 million of construction projects were under way and almost \$50 million of construction projects have been proposed.

Future Investment in Transportation in Tunica County, Mississippi

Proposed major projects to be initiated between 1996 and 2000:

- Widen U.S. Route 61 from two lanes to four lanes from MS Route 4 to the Coahoma County line.

- Widen MS Route 4 from two lanes to four lanes from U.S. Route 61 to the Tate County line.

**SUCCESS STORY —
Warren County, Mississippi**

The nearly 5,000 new jobs created in Warren County since 1990 have been spurred not only by riverboat gaming and tourism (Vicksburg Military Park is becoming a major attraction), but also by gains in core industry, such as retail trade, machinery, petroleum refining, and manufactured homes.

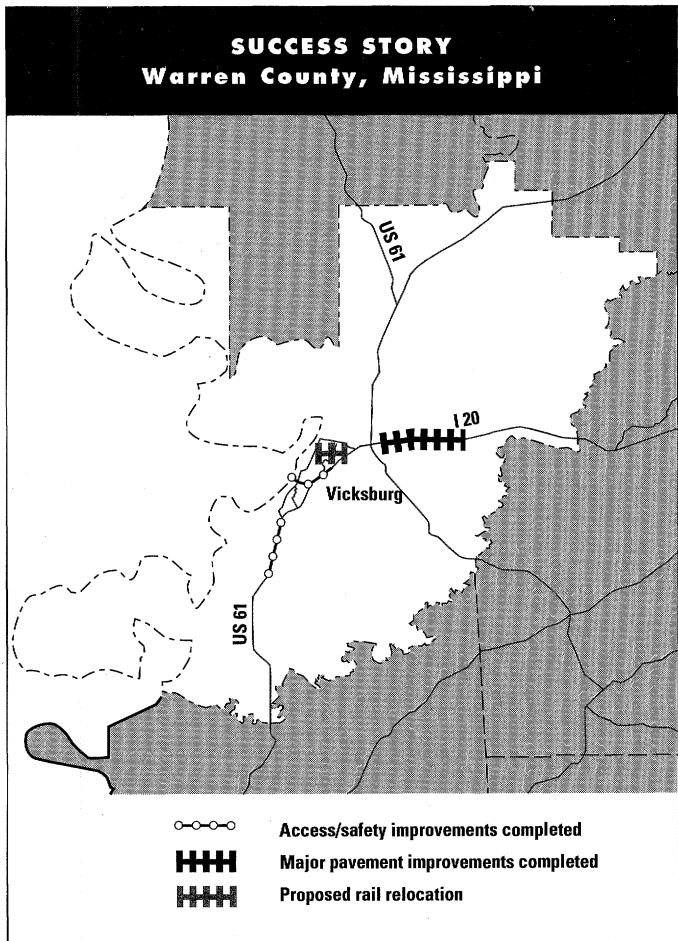
Substantial numbers of new employees have been hired, mostly from within the county, with a resulting decrease in the unemployment rate from about 7.5 percent in 1990 (above the U.S. average at that time) to about 5.5 percent by 1995 (below the current U.S. average). Warren County is continuing to build on this growth and is planning a convention center and other ventures. Expansion and renovation are occurring at existing industrial plants, and a new industrial park is under construction. Transportation improvements are helping to facilitate this impressive economic growth.

Important transportation-related improvements that have facilitated increases in economic growth and employment include:

1992 — Restoration and rehabilitation work was completed on I-20 between Vicksburg and Bovina.

1992-1995 — Airport service is being realigned. A new airport is being built in Mound, Louisiana, about 13 km (8 mi) west of Vicksburg near I-20, which will provide regional connectivity. Service at the existing municipal airport is being phased out.

1992-1995 — Safety improvements (truck weighing stations) and other construction and renovation projects were completed on I-20.



KEY STATISTICS	
Labor Force in April 1990 = 22,200	1990 Population = 47,000
Labor Force in April 1995 = 26,800	1994 Population = 49,000
Employment in April 1990 = 20,600	
Employment in April 1995 = 25,400	

These improvements will facilitate access to the new airport, improve east-west travel conditions, and facilitate increases in commercial traffic, including service to the port at Vicksburg.

1995 — Improvements were completed on U.S. Route 61 south of Vicksburg, facilitating north-south travel.

1995 — A major project is being proposed to relocate tracks at a rail yard. This project, which is being considered for funding from State general funds, would represent a significant commitment to economic growth in the

county. The result could be a substantial relief of existing constraints on industrial expansion and alleviation of traffic circulation problems.

1995 — Since 1990, about 16 km (10 mi) of major pavement improvements, six structure improvement projects, and a safety-related improvement project had been completed or were under way. The construction value of these projects was about \$50 million.

**Future Investment in
Transportation in Warren
County, Mississippi**

Major transportation projects proposed between 1996 and 2000:

- Reconstruct MS Route 27 from U.S. Route 61 to Hinds.
- Replace two structures on old U.S. Route 61 south of Vicksburg.
- Overlay U.S. Route 61 between I-20 and MS Route 3.
- Relocate tracks at Kansas City Southern rail yards in Vicksburg.

“An improved system of limited-access highways, airports, and rail and port facilities will be developed by the year 2001 in order to promote economic expansion and growth.”

— A 10-year goal stated on page 94 of the 1990 report of the Lower Mississippi Delta Development Commission

CHAPTER V

Initiatives Under Way

"It was during our first bus trip, from New York City to St. Louis, Missouri, that I made a commitment to rebuild America. And I'm proud to say, this National Highway System Bill builds on all the work we've done in the last three years to do just that."

— PRESIDENT BILL CLINTON, 1995

A number of initiatives currently under way in the Delta region support the objectives of the 1990 Delta Initiatives Report. Some were begun partly as a direct outgrowth of the Commission's work, and others began as national efforts. While these initiatives have effects that overlap and combine themes, in general, they fall into three categories: Economic Development, Tourism, and Resources.

ECONOMIC DEVELOPMENT INITIATIVES

The Unifying Effects of High-Priority Corridor 18

Section 1105(c) of ISTEA identified 21 high-priority corridors (the National Highway Designation Act of 1995 added 8 corridors so there are now 29) to be included on the proposed NHS, including a corridor from Indianapolis, Indiana, to Houston, Texas, via Memphis, Tennessee; Evansville, Indiana; and Shreveport/Bossier City, Louisiana.⁴⁰ This critical corridor connects the linchpin of the world's energy services industry with the heart of the industrial belt of North America. In between, it also serves significant portions of the oil and natural gas processing, chemical, agricultural, maritime, and tourism industries.

In fiscal year 1994, FHWA allocated \$800,000 to Arkansas from funds available through Section 1105(h) of ISTEA to conduct a feasibility study for the portion of the corridor from Evansville to Houston. A contract to complete such a study was executed by the Arkansas State Highway and Transportation Department in April 1994.

The study determined that based on analysis of a representative corridor, a new facility would serve important international, national, and regional traffic flows.⁴¹ It would also provide user benefits in excess of facility costs and would initiate a variety of beneficial

economic development effects within the corridor area. The study pointed out that the major challenge would be finding funds with which to build and maintain the facility.

FHWA allocated \$750,000 in discretionary NHS Feasibility Study funds in late 1995 for a followup study to further identify the alignment and examine funding implementation. This study is for the extended corridor from Indianapolis, IN, to the Rio Grande valley.

The high-priority Corridor 18 study has provided perspective on a number of the other initiatives. For example, an important consideration in the Arkansas 10-year program supporting Empowerment Zones and Enterprise Communities is the positive developmental impact that a new facility would bring to the counties through which it would pass.⁴²

Impetus Provided by Urban Empowerment Zones and Enterprise Communities (EZ/EC's)

On December 21, 1994, President Bill Clinton announced the 64 urban areas to be designated as Enterprise Communities and the 8 urban areas to be designated as Empowerment Zones by the U.S. Secretary for Housing and Urban Development. Designations, pursuant to 24 CFR Part 597, were formally made on February 10, 1995, and were published in the *Federal Register*, with several categories of each type of designation.⁴³

The Delta region contained five of the designated Enterprise Communities: Pulaski County (containing the urbanized area of Little Rock) in Arkansas; New Orleans and Ouachita Parish (the latter containing the urbanized area of Monroe) in Louisiana; Jackson in Mississippi; and Memphis in Tennessee.

Each Enterprise Community is designated to receive about \$3 million in funds for a social

services block grant to support activities in their State's strategic plan, which is a required part of the grant approval process. The social services block grant can be used for a wider variety of applications than traditional community development block grants. In addition, EC's are eligible for new Tax-Exempt Facilities Bonds for certain private business activities. There is also the possibility within EC's for wider application of business expenses eligible for preferential treatment under Section 179 of the Internal Revenue Code.

A number of transportation activities could be accommodated or coordinated as a part of these block grants, including:

- Providing assistance in gaining permits related to grants (including the establishment of one-stop permitting).
- Refining local plans and programs for airports, highways, transit, and water ports.
- Modifying ongoing grant agreements to more effectively coordinate transportation with education, medical, housing, or other programs.
- Assisting local governments in the designated areas to develop better internal capability to apply for or effectively utilize existing grant programs.

All four State transportation agencies and the four Metropolitan Planning Organizations (MPO's) for the urbanized areas are concentrating their initial efforts on advising the EC's in their refinement of local transportation plans. Appropriate coordination of MPO and State plans with local plans is a requirement of 23 CFR 450. Also, the work programs for these areas, based on unified planning, are being updated to include applicable activities related to these EC's, as required by 23 CFR 420.

The Powerful Impact of Rural Empowerment Zones and Enterprise Communities (EZ/EC's)

On December 21, 1994, President Bill Clinton also announced the 31 rural areas to be designated as Enterprise Communities and the 3 rural areas to be designated as Empowerment Zones by the Secretary of Agriculture. Subsequently, such designations were formally made on April 27, 1995, and were published in the *Federal Register*.⁴⁴

The Delta region contains seven of the designated rural Enterprise Communities and one of the designated rural Empowerment Zones.

The rural Enterprise Communities designated were: East Central Arkansas in Cross, Lee, Monroe, and St. Francis Counties; Mississippi County in Arkansas; Northeast Louisiana Delta in Madison Parish; Macon Ridge in Catahoula, Concordia, Franklin, Morehouse, and Tensas Parishes in Louisiana; North Delta Mississippi in Panola, Quitman, and Tallahatchie Counties; the city of East Prairie in Mississippi County, Missouri; and Haywood and Fayette Counties in Tennessee.

The rural Empowerment Zone that was designated consisted of three noncontiguous areas containing portions of Bolivar, Sunflower, Leflore, Washington, Humphreys, and Holmes Counties in Mississippi.

As in the case of the urban EC's, each community will receive about \$3 million in Federal funds through a social services block grant.

Similarly, each of the rural EZ's will receive about \$40 million in funds for community and social services. Qualified employers in the zone are also eligible for wage credits, tax-exempt bonds, and increased coverage under Section 179 of the Internal

Revenue Code concerning business expenses. As with the urban program, the social services block grant can be used for a wide variety of eligible activities.

A number of transportation activities could be accommodated or coordinated as a part of the block grant program, including:

- Providing assistance in gaining permits related to grants (including the establishment of one-stop permitting).
- Developing local plans and programs for airports, highways, transit, and water ports.
- Modifying ongoing grant agreements to more effectively coordinate transportation with education, medical, housing, or other programs.
- Assisting the local governments in the designated areas to develop better internal capability to apply for or effectively utilize existing grant programs.

State transportation agencies are currently engaged in a variety of support roles to assist the rural EZ/EC's. For example, the Arkansas State Highway and Transportation Department and the Louisiana State Department of Transportation and Development are adjusting the scheduling for highway construction with local government officials in Enterprise Communities to minimize disruption as well as to assist in the obtaining of permits for some projects of local interest.

The Mississippi State Department of Transportation has done much the same as its counterparts in Arkansas and Louisiana. In addition, it has recently increased its coordination with local and private sector officials within both the enterprise communities and the empowerment zones. The overall goal of this effort is to improve the Department's understanding of how transportation programs can be modified to more effectively serve the needs of rural communities.

The Tennessee Department of Trans-

portation is also undertaking actions similar to those of the other States. In addition, the Department will be using information gained through assisting the EC's in performing the update of the statewide transportation plan required by State law.

The Boost of the JOBLINKS Program

Rural areas in a number of States within the Delta region are being supported by another important transportation-related activity called JOBLINKS. This program supports activities in rural EZ/EC's and in other rural areas.

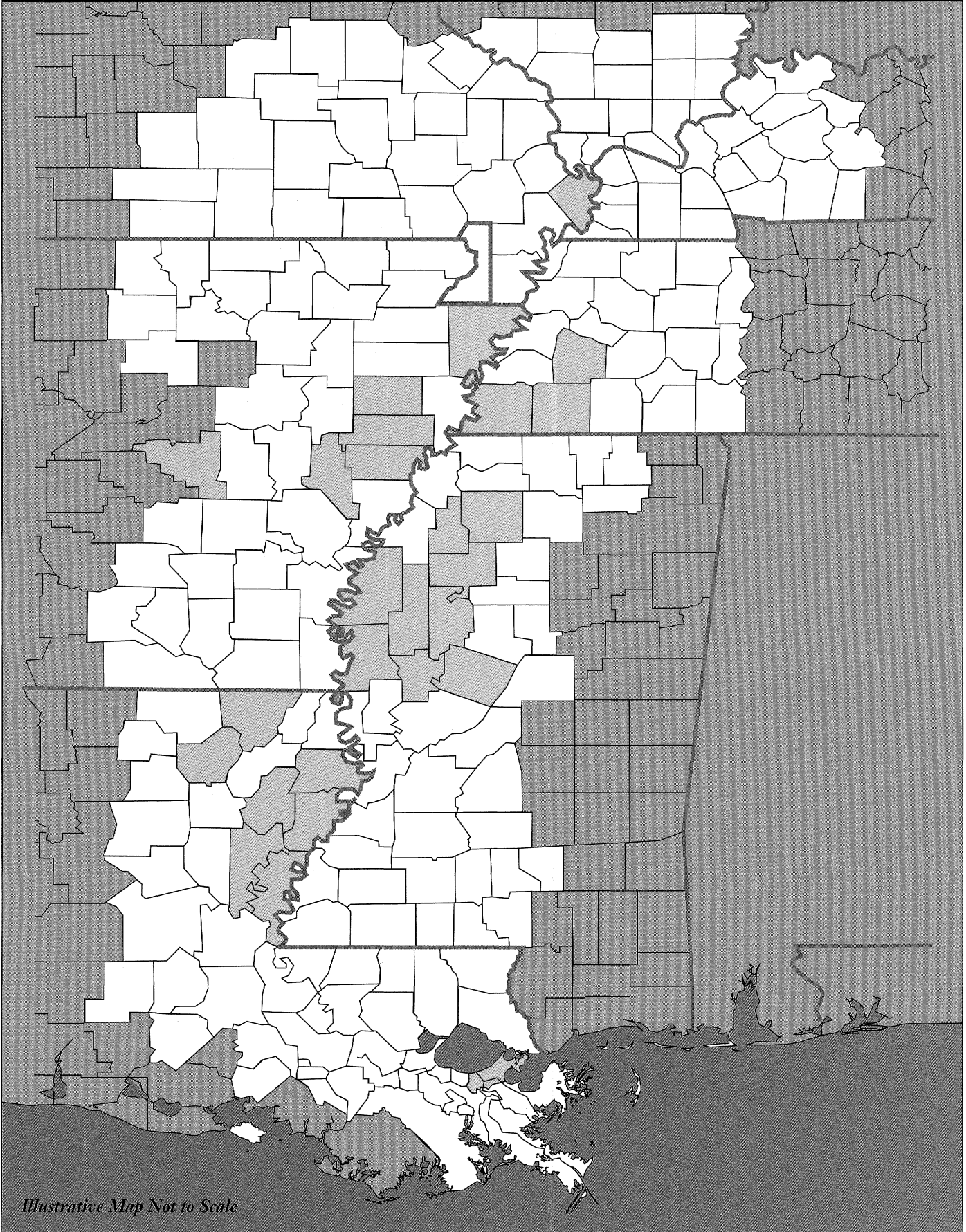
JOBLINKS is an employment-related transportation demonstration project funded by the Federal Transit Administration. Phase I of the project, which began in July 1994, provides technical and financial assistance to community transportation agencies in a number of States, one of which is Arkansas. Phase II of this initiative, scheduled for late 1995, will expand the program and will include Mississippi.

Currently, the main tasks under way involve assisting transportation providers with financial and technical support. Current goals are to better enable transportation providers to use AmeriCorps and other volunteers, to expand their hours of service, and to establish vanpools to supplement existing service.

Admirable Efforts of the Delta Service Corps

An economic development effort in which success directly depends on an efficient transportation system is the Delta Service Corps. The Corps is a direct grantee of the AmeriCorps Corporation for National Service. The Delta Service Corps program is administered through a consortium of efforts in Arkansas, Louisiana, and Mississippi. The services deliv-

**COUNTIES/PARISHES CONTAINING EMPOWERMENT
ZONES (EZ) OR ENTERPRISE COMMUNITIES (EC)**



Illustrative Map Not to Scale

ered through this program include education (from preschool tutoring to vocational training to adult literacy), medical services (from life-skills training to HIV prevention to home care), and personal improvement assistance (from parenting to after-school mentoring).

The Delta Service Corps is a diverse, inter-generational group that includes the participation of many senior adults. In performance of its diverse duties, Corps members must effectively move around a geographic area comprised of many rural residences and widespread communities. The nature of their activities and efforts has required substantial use of transportation improvements, especially rural public transportation and improved rural roads.

Rural Business Enterprise Grant Program Assistance

Under the ongoing Rural Business Enterprise Grant Program, the U.S. Department of Agriculture has funded a grant under which the Community Transportation Association of America provides on-site technical assistance to public transportation providers. Assistance within the Delta region has been extended to four counties in Arkansas and nine counties in Mississippi, and has included capital planning and budgeting, grant and loan application, and facility development.

Benefits of the Arkansas-Mississippi Rural Port Study

An ongoing study of rural ports, jointly funded by Arkansas, Mississippi, and the FHWA, was initiated in January 1995. The purpose of this study is to identify methods for increasing the use of rural river ports and slackwater harbors by expanding intermodal activities and services at these facilities. The study will also investigate intermodal infrastructure devel-

opment options that could promote economic growth in rural areas. The study will focus on such items as:

- Identifying major types of industries that could be served by rural river ports, with a focus on value-added processing activities that could use local products.
- Identifying methods for attracting intermodal shipments of local goods.
- Analyzing techniques for expanding cargo handling.
- Assessing the indirect economic benefits attributable to rural ports and the possible role such ports might adopt as a result of NAFTA.

TOURISM INITIATIVES

Progress Toward a Mississippi River Cycling Corridor

One outgrowth of the Commission's 1990 report was an increase in efforts to promote bicycling tourism within the Delta region. Work is under way in all of the Delta States to accomplish this means of increasing tourism. The Lower Mississippi Delta Development (LMDD) Center has initiated a major effort to develop and implement a Mississippi River Cycling Trail, mainly along existing back roads from Ste. Genevieve, Missouri, to New Orleans, Louisiana. Evidence from work in the Delta States and other States indicates that there is a tremendous potential for increasing bicycle tourism. This evidence also shows that cyclists, on average, spend more than \$50/person per day when they are touring on bike trails.

As recently as March 1995, a nationally known bicycle touring organization had plans to identify a route along the Mississippi River, but decided not to do so because of road conditions, ferry closures, and bridge conditions

that were considered unsafe or were otherwise poorly suited for bicycles. However, the same organization indicated that formal designation of a route by the States in the Delta region would be viewed as an indication of a commitment to making facilities adequate for cyclists. This designation, coupled with the many historic and scenic resources of the Delta region, could make the region an exciting and popular bicycle tour destination.

In Fall 1995, the LMDD Center, in cooperation with the State of Tennessee and local governments and other organizations, formally opened the first leg of the Mississippi River Trail. The LMDD Center is also currently working with each of the six other Delta States to designate and develop routes that can become a part of the Mississippi River Trail.

Fulfilling the Dream of an African American Heritage Route

A specific recommendation of the Commission's final report was the establishment of a Delta region African American Heritage Corridor. A Heritage and Cultural Center was also recommended, with a network of satellite or cooperative units each highlighting a cultural or historic feature. The Commission determined that the existence of these heritage and cultural features, properly managed and connected, would not only provide appropriate recognition of African American heritage, but also would spur increased tourism activities in many of the very poor and rural African American communities of the region. This increase in tourism would, in turn, provide a catalyst for increasing the number of jobs in some of the areas that need them most.

The Title XI, Lower Mississippi Delta Region Initiatives of PL 103-433, October 31, 1994, set in motion actions that will ulti-

mately implement this recommendation.⁴⁵ The National Park Service of the U.S. Department of the Interior, working with the Lower Mississippi Delta Development Center and a steering committee of African Americans from the region, is actively planning for the designation of sites and the route that would connect them. FHWA intends to support this effort with about \$40,000 in research funds to provide for the transportation aspects of this plan.

The selection of sites in the network, the route connecting them, and the ultimate success of the route as a tourism draw will all be strongly affected by the quality of the general transportation routes through the Delta region.

Advancing the Goal of a Native American Heritage Route

Another specific recommendation of the Commission's final report was the establishment of a Native American Heritage Corridor and Heritage and Cultural Center for the Delta region. Similar to the African American Heritage Route, the Commission felt this would provide both appropriate cultural recognition and would produce substantive economic gains. The same public law as in the above case furthered the implementation of this recommendation, and approximately the same mechanism will be used to plan the designation.⁴⁶ Site selection within the proposed network is also largely dependent on the quality of the overall transportation system.

Creating a Heritage/Cultural Driving Tour Guide of the Delta

Another tourism-related initiative stemming from the 1990 report and currently under way in the Delta region is known as the Driving

Tour Guide to the Delta Region. This initiative is being developed by the LMDD Center as a tourism amenity. The guide could tie the African American and Native American Heritage Routes together and add other features to take tourists along the "back roads" of the region into the heart of the Delta to see and experience many aspects of its rich culture and history.

Some of the same conditions that have inhibited the cycling corridor (e.g., road conditions, ferry closures, bridge conditions) are adversely affecting this effort at present. However, there is substantial enthusiasm among the seven Delta States for solving these problems. Cooperative working arrangements among the States and the Federal Government are being developed to facilitate solutions to infrastructure problems. This cooperation may foster a number of potentially positive opportunities for expanding cultural and recreational tourism in areas of the Delta region that vitally need this kind of economic boost.

Important Impetus From the White House Conference on Travel and Tourism

Since 1994, State and industry groups have been compiling recommendations that seek common ground to begin and to renew a number of issue-related initiatives. These initiatives are directed at developing a comprehensive national tourism strategy that will best enable this industry, which is key to economic development in the Delta region, to meet the challenges of the 21st century.

The 7 States comprising the Delta region have been active contributors in these working groups and have collectively nominated about 200 delegates eligible to serve at this Conference and to contribute to the follow-

up work required to develop a comprehensive strategy. Many delegates to the Conference have experience with the Great River Road or the Mississippi River Parkway Commission. (See Chapter I, Background and Context, Institutional History, section on the Mississippi River Parkway Commission and the Great River Road. See also Chapter IV, Success Stories, the Great River Road.)

RESOURCE-RELATED INITIATIVES

Potential of the Lower Mississippi Alluvial Valley Interagency Coordination Group on Spatial Information

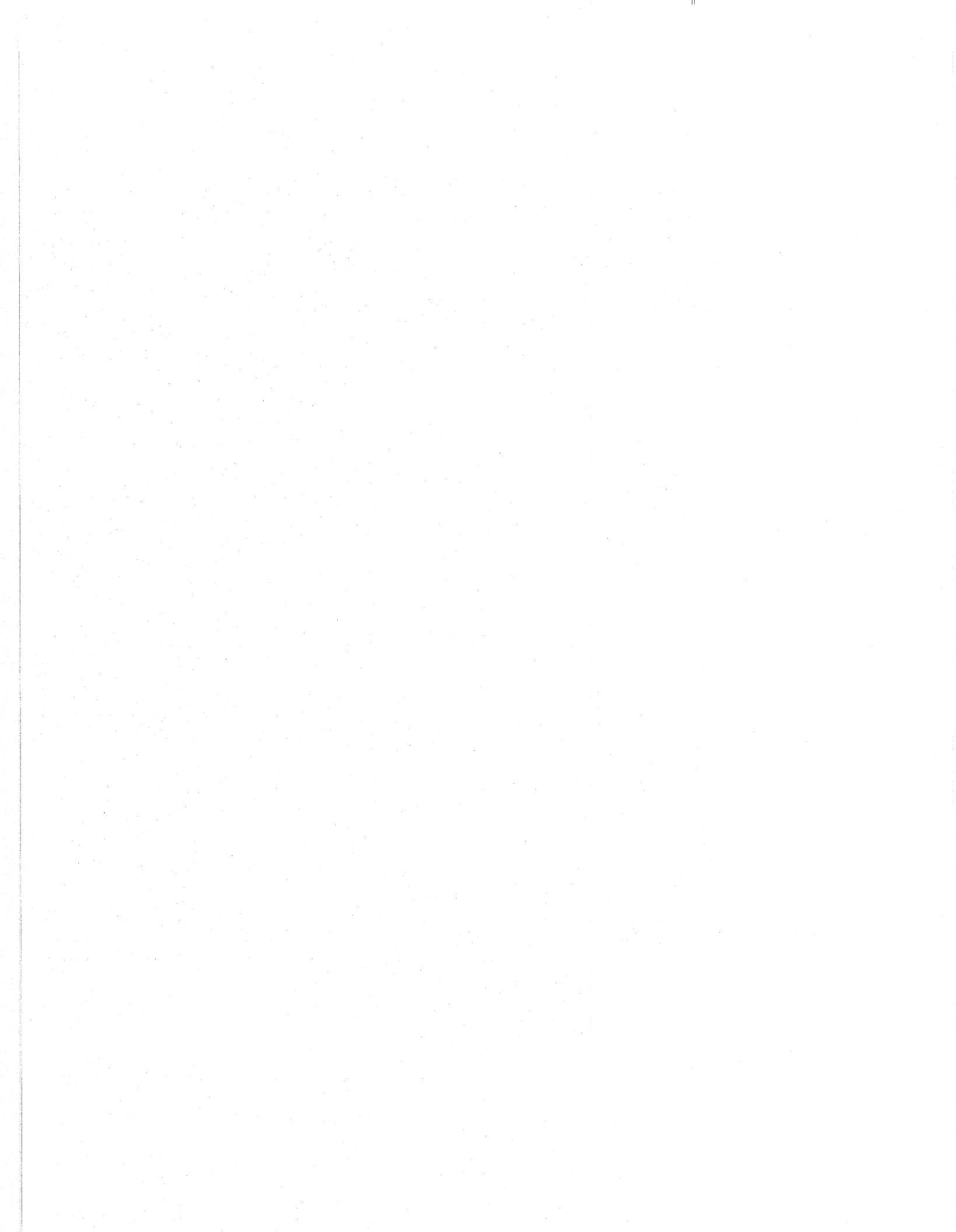
In 1994, under the sponsorship of the LMDD Center, a coordinating group was formed to facilitate information exchange of digitized and digitizable spatial information. The systematic collection, storage, and display of such information is frequently referred to as a geographic information system (GIS). Federal and State government personnel with responsibility for management of such information met early in 1995. The representative of the Region 6 (Dallas, TX) office of the U.S. Environmental Protection Agency is the acting chair of this group, which has the overall goal of enhancing the use of spatial information in decision making involving the Lower Mississippi Valley as an integrated ecosystem. FHWA has participated in an advisory role in this interagency coordinating group.

Assistance Provided by the McKnight Foundation Mississippi River Environment Program

One of the missions of the McKnight Foundation, established in 1953, is to assist people

who are poor or disadvantaged in responding to environmental conditions along the Mississippi. The Foundation expects to commit more than \$9 million to this aspect of its mission. A number of grants have been made in

Tennessee, Arkansas, Mississippi, and Louisiana for improving resource management, coordinating citizens' responses to development, and for other activities, some of which have a transportation component.



CHAPTER VI

Findings and Future Directions

"It is by far the most important stream on the globe. Only the Mediterranean Sea has played some such part in history, and all through the past, as the Mississippi is destined to play in the future."

— WALT WHITMAN, *Specimen Day*, 1879

The findings of this study are consistent with previous data that show a clear, positive correlation between improved transportation infrastructure and economic growth. And while the purpose of this report is not to offer recommendations for new solutions to specific problems in the Delta, this report will serve as a resource document to provide general direction to the appropriate followup actions of FHWA and the States. In fact, some such actions have already been initiated during the development of this report.

Findings Beyond the Scope of the Study

1. During the present study, the State transportation agencies have asserted their opinion that their efforts to address the requirements of the Delta region are hindered by the need to meet some of the statutory and regulatory planning requirements of Title 23 U.S.C. and 23 CFR.⁴⁷

2. There is probably considerable benefit in producing a comprehensive update to the 1990 Commission final report that is on the same approximate scale and at the same level of authority as that initial effort. FHWA and the State transportation agencies intend to participate with whoever undertakes production of such a comprehensive update to the Commission's 1990 report.

Findings Internal to the Study (In Order of Discovery)

1. It has proven difficult to reconstruct regionwide transportation information and information collection mechanisms, and to initiate new coordination procedures and other information collection processes. The problems inherent in collection and coordination of information are neither easily nor quickly solvable.

2. Concerning the specifics of the Delta region, the study finds that in terms of economic performance (especially relative job growth), the region has clearly outperformed the rest of the United States since 1990.

3. Although the recommendations of the Commission's 1990 final report have not been implemented in total, the States have dedicated considerable time and money to improving the general level of transportation, and specifically, to adding capacity to NHS routes and connections to such routes in the region.

4. Particularly on the county and municipality scale, the update study demonstrates that transportation capacity increases, access improvements, and enhancements are strongly associated with economic growth and job creation. Appropriate coordination of such improvements has been a critical factor in achieving these gains. Furthermore, the evidence seems to clearly point to the transportation improvements as hastening the measurable economic growth. However, no "secret formula" or "bag of tricks" was found that would automatically produce economic growth.

5. The institutional resources of the Delta region are considerable and there is no need to establish a new commission or any other formally constituted entity. There could be substantial benefits in strengthening existing institutions, which enhance planning capabilities and coordination mechanisms. The major potential benefit would be in prioritizing and systematizing the elements of coordination, and facilitating project evaluation.

Future Directions

1. With respect to transportation and economic growth, FHWA intends to use this update report in developing reauthorization and other legislative proposals. FHWA intends to encourage other transportation

agencies to use this report likewise.

2. FHWA also intends to use this report and to consider its findings in the administration of its own programs. Specifically, FHWA intends to be an information resource and technical guide wherever possible, and to avoid being a regulatory compliance auditor.

3. With respect to making institutions stronger, FHWA will contribute funds toward the Secretary of the Interior's identification of a Delta region African American Heritage Corridor. Furthermore, FHWA intends to participate in the establishment of a better analytical and evaluation capability, advise on management of such a capability once it is in place, and review the technical programs of institutions, etc. (See Appendix D, which contains a skeleton of a research problem statement for development of such a project.)

4. Also in this respect, FHWA intends to refocus its existing research efforts on increased consideration of economic growth in rural areas, on a local scale, as they pertain to highways and related investments.

5. The State transportation agencies generally agree that subject to legislative and administrative review, they intend actions and cooperative efforts similar to those of the FHWA. For example, this report (and the information used to develop it) could be used to facilitate program development and implementation; coordinate transportation, regional planning, economic development, and tourism development programs; improve evaluation and prioritization of projects; participate in collaborative efforts in research and dissemination of research results; share information and planning data; and participate in a comprehensive updating of the 1990 Commission report.

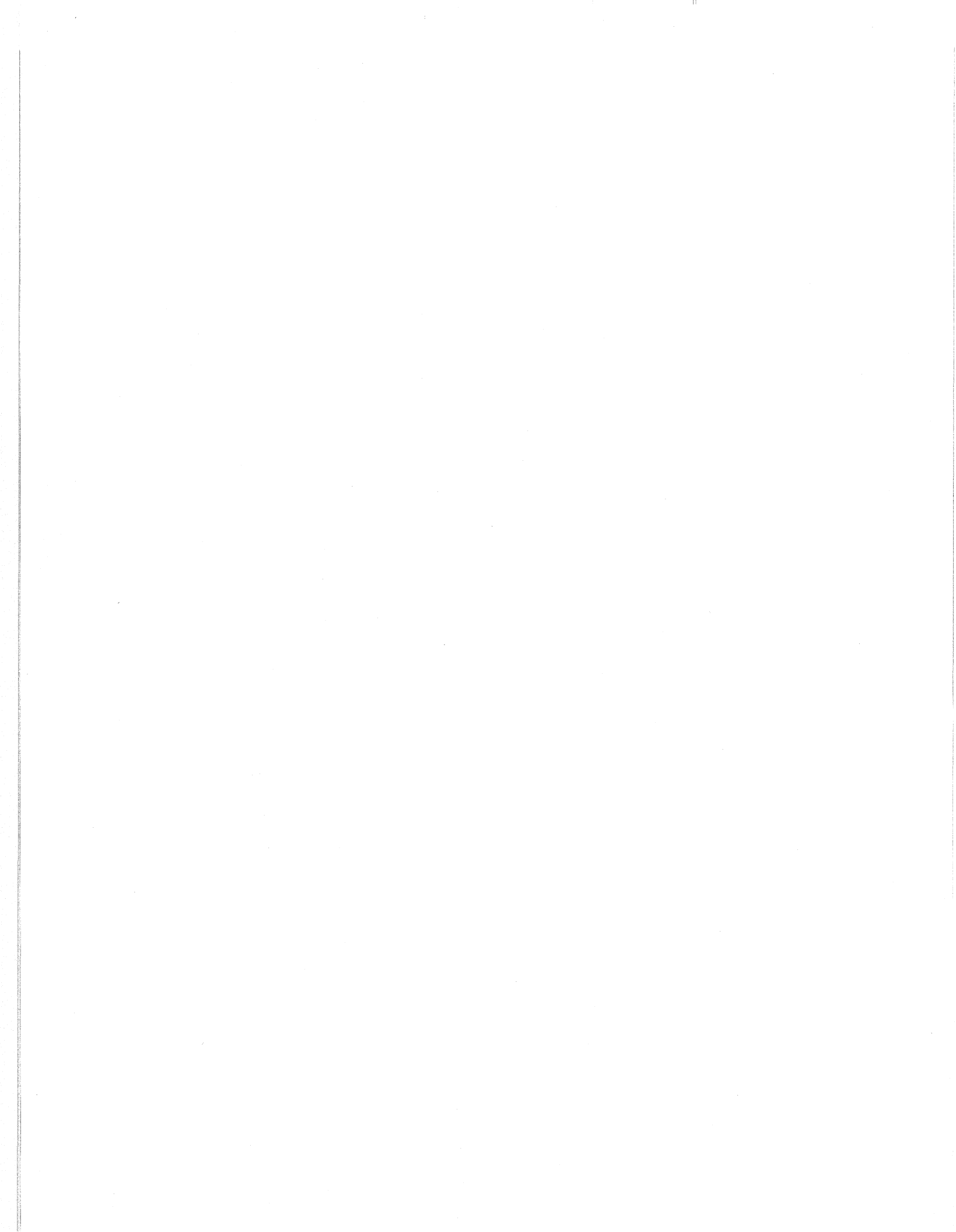
In Conclusion

The communities and people of the Delta region have a strong cultural heritage and an immense fund of natural resources and personal commitment. The many ways that they are being provided with the transportation infrastructure to make all this pay off in terms of economic growth and job creation is the subject of this report. The substantial and encouraging progress reported in this 1995 update shows that the region is moving forward, though there is still a long way to go before all the goals and recommendations of the Commission's 1990 final report are met.

The goal of economic parity for the Delta region with the rest of the Nation was set by the Commission chaired by then Governor Bill Clinton. FHWA's focus remains consistent and clear today under the executive leadership of President Bill Clinton. Very significant progress has been made on many fronts throughout the Delta region since 1990.

The key connection between transportation and economic growth has been clearly demonstrated, but the needs and resources of the States and counties that comprise the region are extremely diverse. No magic formula for guaranteed success has emerged that can be expected to produce the desired results in terms of job creation and economic development in all of these diverse locations. However, one certainty is that transportation improvements and enhancements provide a beneficial effect in virtually every case. The State-by-State and community-by-community approaches have to continue to be as unique and innovative as the people and places involved.

In summary, we are on the right road, but it is a long road and the journey is not over yet.



ENDNOTES

1. William Ferris is Director of the Center for Southern Culture at the University of Mississippi and an internationally renowned folklorist and anthropologist who grew up in Vicksburg, Mississippi. A highlight of his work was the 1989 publication of the widely acclaimed *Encyclopedia of Southern Culture* (the citation used in the text is from this source). He has been called the South's most inclusive biographer, championing southern society to preserve all threads of its culture.

2. From the remarks of Lt. Governor Buddy MacKay (Florida) at the August 1995 meeting of SASHTO, in which he used the word "region" to refer to the Southeast United States.

3. Mobile health clinics and nurse practitioners are prominent features of the delivery of medical services in rural areas. Improving clinic-related service has become a common response to closure of fixed facilities.

4. It is not generally realized that consumers of child care can suffer major financial setbacks when they are delayed — penalties of up to \$10 for 1/2 hour extra care are frequent. Since work-related personal travel in rural America is overwhelmingly by automobile, this underscores the importance of adequate road access in supporting a broad range of human capital investment programs.

5. *Conversations with Shelby Foote*, University of Mississippi Press, 1987, William C. Carter, Editor. Shelby Foote is an internationally acclaimed author of several novels that are set in the Delta region. He is best known for the historical scholarship that he brings to fictional writings on the Civil War. Mr. Foote grew up in Greenville, Mississippi, and currently resides in Memphis, Tennessee.

6. From the remarks of Lt. Governor Buddy MacKay (Florida) at the August 1995 meeting of SASHTO, in which he used the words "each other" to refer to the individual States in the Southeast and "us" to refer to the Southeast United States as a whole.

7. The legislation defined the region in a way that 214 counties and parishes were included, but allowed the Commission to adjust the boundaries. The Commission took advantage of this option; ultimately, the region was defined to include 219 counties and parishes.

8. About 95 percent of the priority network recommended by the Commission became part of the NHS (see subsequent section).

9. Material on the education consortium's role is contained in a 1991 memo from then Arkansas State

Highway Commissioner Rodney Slater to then U.S. Representative Mike Espy (Mississippi).

10. Pursuant to their charters, both MVSHTO and SASHTO cooperate with the American Association of State Highway and Transportation Officials (AASHTO), but they do not operate as branches or divisions.

11. In this program, essentially all the recommendations by the Lower Mississippi Delta Development Commission were addressed.

12. From the remarks of Lt. Governor Buddy MacKay (Florida) at the August 1995 meeting of SASHTO, in which he used the word "region" to refer to the Southeast United States.

13. Because county-level employment data gathered by the Bureau of Labor Statistics are not seasonally adjusted, comparisons between 1990 and 1995 were made for the months of April in both years.

14. See the report entitled *1993 Midwest Flood Recovery — Transportation Roads and Bridges*, compiled by FHWA from reports by over a dozen Federal agencies.

15. From early draft of 1990 Commission report, *The Delta Initiatives* (Cabinet 1, Drawer 1, Box 1 of the archived collection).

16. The April 24, 1995, issue of *Forbes* magazine ranked all companies (corporate or privately held) in the top 500 in reported sales, net profits, assets, or market value. Three companies from the Delta region that were ranked by *Fortune* magazine (*Fortune* considers only the top industrial companies) did not make the *Forbes* list. They were Riceland of Stuttgart, Arkansas (rice processing); Louisiana Land and Exploration of New Orleans (petroleum); and Arcadian of Memphis, Tennessee (fertilizer).

17. This was an increase from 15 such companies in 1992.

18. ISTEA prohibited FHWA from apportioning NHS funds to the States after September 30, 1995, until the NHS was approved. NHS funds for fiscal years 1992 through 1995 were eligible for use for a range of improvements on any urban or rural principal arterial.

19. Statewide transportation plans were not statutorily required before ISTEA and, therefore, coordination had been less formal.

20. Such projects do not provide direct services, but enhance the use of such services, e.g., acquisition of scenic or historic sites in the vicinity of a highway.

21. There is a Division office in each of the capitals of all seven Delta States.

22. This will result in a water quality permit action being completed within the environmental impact statement process.

23. Bureau of Labor Statistics (BLS) data only include the civilian labor force, thus, military jobs lost would only indirectly affect the employment data provided in Appendix F.

24. Enacted in October 1994 and specifically referencing the Commission.

25. *Conversations with Shelby Foote*, 1987, University of Mississippi Press, William C. Carter, Editor.

26. This was the *Report to Congress on the Proposed National Highway System*, required by Section 1006(a) of the Intermodal Surface Transportation Efficiency Act of 1991, Public Law 102-240, December 1993.

27. This section of that report was based on approximately a dozen studies and reports for Congress, elements of the U.S. DOT, or industry groups between 1970 and 1993; but most prominently on results of a 1993 focus group of business leaders convened by FHWA to discuss the anticipated benefits of NHS.

28. The invitation was extended by the Lower Mississippi Delta Development Center, which also hosted the meeting.

29. The loss in military employment was about 2,800 individuals. Military employment is not included in BLS data.

30. See the report entitled *1993 Midwest Flood Recovery — Transportation Roads and Bridges*, compiled by FHWA from reports by more than a dozen Federal agencies.

31. The 1987 gas tax increase was a result of a statewide referendum popularly known as Proposition A.

32. See the report entitled *1993 Midwest Flood Recovery — Transportation Roads and Bridges*, compiled by FHWA from reports by more than a dozen Federal agencies.

33. Tennessee DOT prepares an annual budget for submission to the State legislature defining the phases of work to be accomplished during each fiscal year. Thus, the mileage figures shown are not cumulative (e.g., the budget may include 16 km (10 mi) of preliminary engineering one year and 13 km (8 mi) of right-of-way acquisition the next year on the same section).

34. Includes expansion of two-lane highways to four lanes.

35. Only civilian jobs are counted in BLS data. There were about 800 such jobs directly lost when this base closed.

36. This dates from a meeting between then U.S. Secretary of the Interior Harold Ickes and planners from the 10 States.

37. The Bureau of Public Roads, then part of the U.S. Department of Commerce, was the predecessor to FHWA.

38. The National Park Service's Denver Service Center performed this work under contract to the Mississippi River Parkway Commission.

39. A total of 51 percent of the company is owned by Nucor Steel and 49 percent of the company is owned by Yamato Kogyo Co., Ltd.

40. In the 1991 ISTEA, this corridor ended at Memphis, Tennessee. The southern portion of this corridor was extended by the Fiscal Year 1993 Appropriations Act and was extended again to the Mexican border by the NHS Designation Act of 1995.

41. The representative corridor was chosen to allow a comparison of user benefits and facility costs and does not imply that an alignment has been selected for this high-priority corridor.

42. This document, with the noted discussion found on page 2 of the application for designation, was prepared to support the grant applications of the designated counties.

43. The formal action was pursuant to 24 CFR Part 597 and was published in the *Federal Register* (FR 60 10018-10019) on February 23, 1995.

44. The formal action was pursuant to 7 CFR Part 25 and was published in the *Federal Register* (FR 60 24828) on May 10, 1995.

45. Section 1 and Section 2 and Titles I through IX of this legislation are cited as the California Desert Protection Act of 1994. Section 1103(d) of Title XI specifically mentions such a corridor.

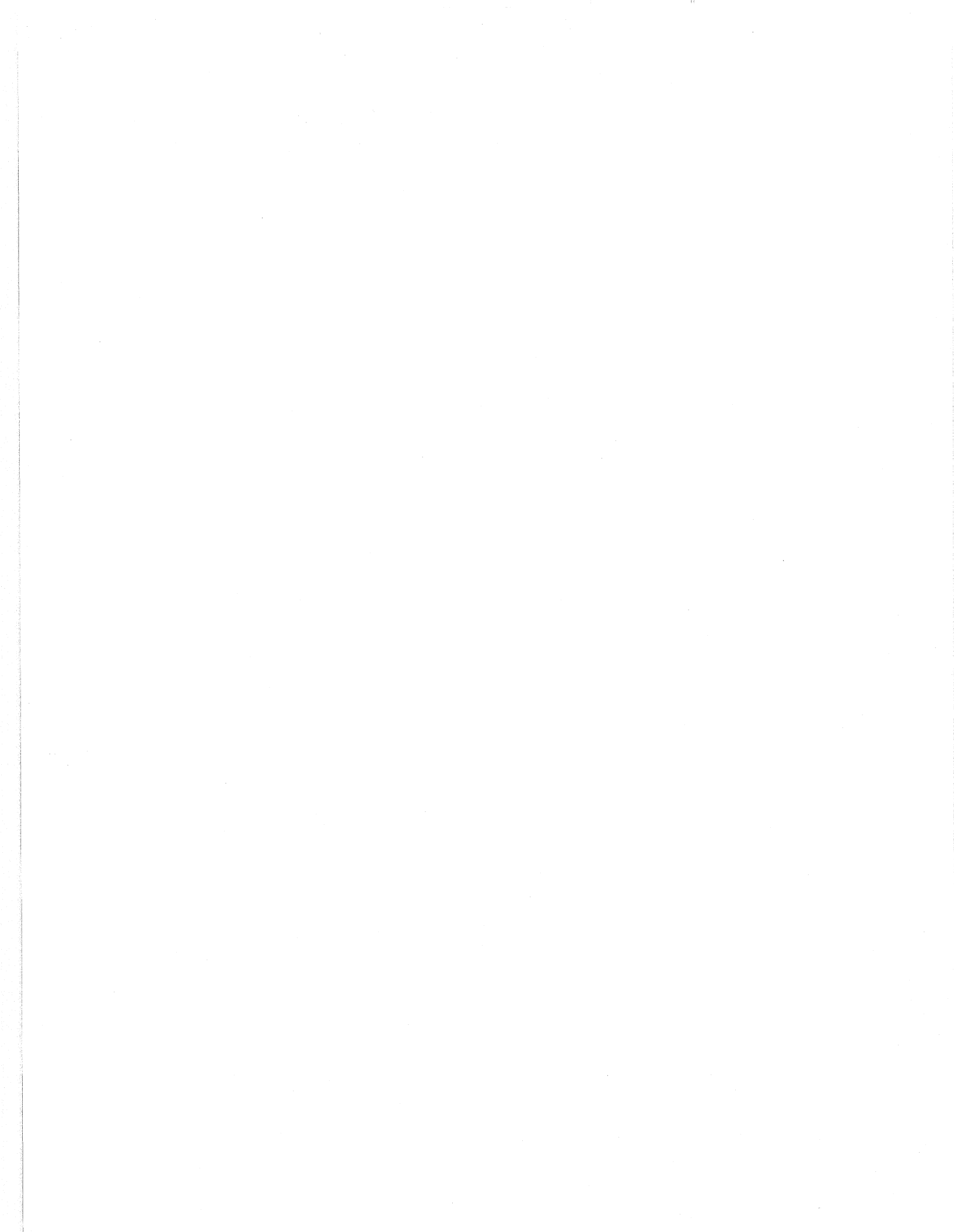
46. Section 1103(c) of Title XI of the Act.

47. The State transportation agencies contributing to this study generally support the recommendations contained in three working documents dated June 1, 1995, published by the American Association of State Highway and Transportation Officials. They are entitled: *Federalism and Reauthorization — Issues and Recommendations; Environmental Issues and Transportation; and Issues in Transportation Planning and Recommendations*.

APPENDICES

“If you will throw a long, pliant apple paring over your shoulder, it will pretty fairly shape itself into an average section of the Mississippi River, that is 9 or 10 hundred miles stretching from Cairo, Illinois, southward to New Orleans.”

— MARK TWAIN, *Life on the Mississippi*, 1883



APPENDIX A1

STATUS OF RECOMMENDATIONS ON PUBLIC INFRASTRUCTURE TRANSPORTATION NEEDS

The 1990 Delta Initiatives Report contained a number of recommendations relative to transportation needs in the Delta region. The status of each recommendation as of October 1995 is summarized in this section of the report.

Highway Funding — Not Project-Specific

- Congress and the President should release funds currently being held in the Highway Trust Fund.

Status — ISTEA has substantially increased authorizations.

- Congress should prioritize funding for the Great River Road and immediately provide funds for its completion.

Status — ISTEA provided flexibility to fund not only highway improvements, but also scenic easements, historic preservation, and other projects connected with the Great River Road.

- States should create a regional consortium to guide the development of highway transportation for economic development.

Status — Informal consortium was created.

- States should provide additional financial resources through increased fuel taxes or bond issues to meet projected unfunded highway and bridge construction and expansion requirements in the Delta.

Status — Spending for highway and bridge construction and expansion did increase. Bridge deficiencies have been reduced; however, not all needs were met.

Multi-State Highway Projects

- Continue the four-lane highway north out of Little Rock, Arkansas, along U.S. Highway 67 to Poplar Bluff, and then north to St. Louis, Missouri.

Status — In Arkansas, about 5 km (3 mi) have been built on a new location at a cost of \$10.7 million. An environmental impact statement (EIS) has been prepared and approved to construct the section from Newport to Walnut Ridge to freeway standards. A planning study is being conducted for the section from Walnut Ridge to the Missouri State line. In Missouri, the State's Highway Right-of-Way and Construction Program includes improving U.S. 67 from Poplar Bluff to I-55 to freeway standards between 1995 and 2007.

- Complete the widening to four lanes of U.S. 61 from Memphis, Tennessee, to Baton Rouge, Louisiana.

Status — Much of U.S. Route 61 in Mississippi has been widened. See section below for more details.

- Designate Highway 49 between Brinkley, Arkansas, and Lula, Mississippi, as a scenic parkway with the name "Delta Parkway."
Status — The section of U.S. 49 from Brinkley, Arkansas, to Helena, Arkansas, has been designated as a State scenic highway and a Delta Parkway.
- Expand Highway 641 to four lanes from Tennessee north to Murray, Kentucky, providing a critical link to I-24 near Paducah, Kentucky.
Status — Widening has been programmed.
- Complete the Great River Road Bridge, linking Rosedale, Mississippi, and Dumas, Arkansas.
Status — Data collection is in progress to support the preparation of a draft EIS.
- Complete the widening to four lanes of Highway 412 from Tulsa, Oklahoma, to connect with I-40 in Tennessee.
Status — In Arkansas, improvements consisting of resurfacing, major widening, bridge work, and some construction on new locations have been completed at a cost of \$106.5 million. In Missouri, engineering and environmental studies will be under way soon. In Tennessee, this route will be completed as a four-lane highway in 1996.

Arkansas Highway Projects

- Upgrade corridor generally following U.S. 62, U.S. 49, SR 1, U.S. 65, and U.S. 82 from the Missouri State line to the Mississippi State line at Greenville, Mississippi.
Status — Improvements consisting of resurfacing, rehabilitation, minor widening, and bridge work have been completed for 106.6 km (65.9 mi) of this route at a cost of \$32.8 million.
- Upgrade U.S. 425, SR 83, and SR 54 to four lanes from Dumas to the Louisiana State line.
Status — Improvements consisting of resurfacing, major widening, and bridge work have been completed for an 11-km (7-mi) segment of this route at a cost of \$3.4 million.
- Construct SR 1 and SR 85 to a two-lane high-type facility from U.S. 65 at McGehee to Elaine, with a connection at a new location between Watson and Snow Lake.
Status — Improvements are programmed.

Illinois Highway Projects

- Extend I-24 to link with I-64 near East St. Louis, Illinois (O'Fallon), thereby connecting the western Kentucky and southern Illinois areas and the greater St. Louis area.
Status — A tollway feasibility study is in progress.
- Complete the widening to four lanes of Illinois Routes 13 and 149 from the Great River Road through Harrisburg to the Ohio River at Shawneetown, Illinois.
Status — About 16 km (10 mi) of widening of Illinois Route 13 has been completed; approximately 16 km (10 mi) more are programmed for widening. The extension of widening to four lanes westward to the Great River Road from Murphysboro and eastward to Shawneetown from Harrisburg are not warranted at this time.

Louisiana Highway Projects

- Complete the widening to four lanes of U.S. 61 from Memphis, Tennessee, to Baton Rouge, Louisiana.
Status — A total of four projects to widen U.S. 61 to four lanes are included in the Louisiana Department of Transportation and Development (DOTD) Highway Program that involves improvements to U.S. 61 in this region of the State. All are in West Feliciana Parish. Two are scheduled for construction during FY's 1995-1996; the others are currently in the engineering phase and are scheduled for construction between FY 2001 and FY 2003. The remainder of U.S. 61 from West Feliciana Parish to Baton Rouge is already four lanes.
- Widen U.S. 65 through Concordia, Tensas, Madison, and East Carroll Parishes.
Status — A project to widen a portion of U.S. 65 through the town of Lake Providence is scheduled for letting in FY 1995 or FY 1996.
- Reconstruct roads leading to Lake Faussee Point State Park in Iberia Parish.
Status — The local road that parallels the western levee of the Atchafalaya Basin has been upgraded from a gravel road to a bituminous-surfaced highway. This road now provides improved access to the State park.
- Widen Louisiana 23 to four lanes in Plaquemines Parish.
Status — Construction drawings are currently being prepared to widen SR 23 to four lanes between Happy Jack and North Port Sulphur. Completion of the project is contingent on State bond funding.

Kentucky Highway Projects

- Widen Highway 58/80 from Mayfield, Kentucky, to Cadiz, Kentucky.
Status — About 6.5 km (4 mi) of widening are programmed.

Mississippi Highway Projects

- Four-lane U.S. 49W from Yazoo, Mississippi, to Indianola, Mississippi.
Status — Grading and paving projects for sections of this route are currently scheduled for 1997-1999.
- Four-lane U.S. 49E from Yazoo, Mississippi, to Greenwood, Mississippi.
Status — Several proposals have been examined, but no definitive plans have been adopted because of the lack of capacity problems on the existing route; however, improvements have been made to several bridges on this route. The segment from Sidon to U.S. 82 at Greenwood is currently scheduled for widening from two lanes to four lanes in 2000.
- Four-lane U.S. 49 from Greenwood, Mississippi, to Clarksdale, Mississippi.
Status — Several proposals have been examined, but no definitive plans have been adopted because of a lack of capacity problems on the existing route.

- Four-lane U.S. 61 from the Tennessee-Mississippi State line to Merigold, Mississippi.
Status — Substantial progress has been made in widening U.S. 61 in Mississippi and additional work for most remaining two-lane sections is scheduled during the next 3 to 5 years. The segment from the Tennessee State line to MS 4 is under contract; grading and paving for the segment from MS 4 to Coahoma are currently scheduled for 1996-1997; grading, bridge work, and paving for the segment from Coahoma to Shelby are currently scheduled for 1997; and paving for the segment from Shelby to Merigold is currently scheduled for 1997.
- Four-lane U.S. 61 from Leland, Mississippi, to Redwood, Mississippi.
Status — The segment beginning at Redwood and extending north to Leland is included in Phase IV of the Four-Lane Highway Program and is currently scheduled for improvements before June 30, 2002.
- Four-lane U.S. 61 from Le Tourneau, Mississippi, to Washington, Mississippi.
Status — The segment from Le Tourneau to Port Gibson has been widened to four lanes and is open to traffic; grading, bridge work, and paving for the segment from Natchez Trace to the Jefferson County line are currently scheduled for 1998; grading, bridge work, and paving for the segment from the Claiborne County line to the Fayette bypass are currently scheduled for 1997-1999; and grading, bridge work, and paving for the segment from the Fayette bypass to the Adams County line are currently scheduled for 1997-1998.
- Four-lane U.S. 61 from Doloroso, Mississippi, to the Mississippi-Louisiana State line.
Status — Grading, bridge work, and paving for the segment from the Buffalo River near Doloroso to MS 563 are currently scheduled for 1995-1997; and grading, bridge work, and paving for the segment from MS 563 to the Louisiana State line are currently scheduled for 1998.

Missouri Highway Projects

- Missouri Highway 25 needs improvements to be tied in with I-57 and/or U.S. Highway 60 westward from Sikeston, Missouri.
Status — Major resurfacing work is scheduled between 1995 and 1998 on SR 25 west of I-55 to U.S. 60 at Dexter. Projects to upgrade the existing two-lane roadway from I-55 to Malden and to widen the section from SR 53 to Kennett to four-lane freeway standards are included in the Missouri Highway and Transportation Department's 15-year plan.
- Widen and expand Highway 60 into a continuous four-lane facility from Sikeston, Missouri, to Springfield, Missouri.
Status — U.S. 60 is on the proposed National Highway System (NHS) and major improvements to the route are included in the State's 15-year plan. Approximately 113 km (70 mi) between Springfield and U.S. 63 (a proposed NHS route) is now four lanes, and approximately 180 km (110 mi) between U.S. 63 and U.S. 67 at Poplar Bluff is slated for improvement to four lanes in the 15-year plan. Some of this section has had intermediate improvements, including truck climbing lanes. The remaining section — approximately 81 km (50 mi) between U.S. 67 and I-55 at Sikeston have been widened to four lanes or is scheduled to be under contract within 3 years.

Tennessee Highway Projects

- Connect U.S. Highway 51 at Union City with Tennessee Route 22 and build it into a four-lane highway through Martin, Dresden, and Huntingdon to I-40.
Status — About 57 km (35 mi) have been completed, another 49 km (30 mi) are programmed.
- Expand U.S. 45 East and West to four lanes from Tennessee-Kentucky State line to Jackson, Tennessee, and U.S. 45 South to the Tennessee-Mississippi State line.
Status — About 113 km (70 mi) have been completed, another 87 km (54 mi) are programmed.
- Widen U.S. 64 at Memphis, Tennessee, to I-24 in the middle of Tennessee.
Status — About 130 km (80 mi) have been completed, another 109 km (67 mi) are programmed.
- Four-lane U.S. 79 from Paris, Tennessee, to the Tennessee River.
Status — This 29-km (18-mi) section has been completed.

Aviation

- Congress and the President should release money from the Federal Aviation Administration Aviation Trust Fund for the purpose of establishing a Delta regional air network.
Status — A \$170 million airport expansion and improvement project is presently under way at the Memphis International Airport. A new 2744-m (9000-ft) air carrier runway is under construction and is expected to be completed and in operation by late 1996. Total reconstruction of one of the presently used runways subsequent to this construction will lengthen the runway to 3350 m (11,000 ft) to accommodate fully loaded non-stop international flights for both passenger and freight service. This is important because since June 1995, this facility has become a destination point for flights from Amsterdam, Holland. Subsequent to this work, renovation of the other runways will begin.
- State transportation commissions and agencies; airport governing bodies; air transportation unions; international, national, and commuter air carriers; and consumer air transportation advocates should create a consortium to guide the development of the regional air transportation network.
Status — The evolution of a master plan for the development of a city-owned airport to serve the Tunica, Mississippi, area is presently under way. Various State and local agencies, etc. are involved in this planning in a manner similar to that of a consortium.
The Louisiana Airport Authority was created by the Louisiana Legislature in 1992. The Authority is developing a 50-year plan, the first step of which was a feasibility study completed in early 1995. Site-specific analysis, interface of surface transportation facilities, and environmental and additional market analysis (both passenger and freight) are currently under way involving agencies, organizations, etc. in a manner similar to that of a consortium.
- State governments should provide matching funds for Federal grants for the development of the network of small airports serving rural areas.
Status — A number of States have essentially done this.

- The Regional Air Transportation Consortium should adopt a regional plan pending the Federal Aviation Administration's feasibility study on wayports.

Status — There has been no progress on this recommendation.

Ports and Navigation — Not Project-Specific

- State governments, port governing bodies, shipping companies, related labor unions, and port users should form a regional consortium to encourage a regional approach to port development and marketing that is coordinated with the regional transportation plan for the year 2001.

Status — The Arkansas State Chamber of Commerce has organized a Navigation Task Force. The task force consists of a broad spectrum of public and private entities interested in promoting the increased use of water transportation.

- State governments should provide funding mechanisms and tax structures to promote modernization of existing port facilities.

Status — A number of States have essentially done this.

The Commission recommended that Congress and the President should fund the following projects:

Arkansas Ports and Navigation

- Completion of the slackwater harbor at Helena.

Status — Stage I of the harbor construction was completed in mid-1993 at a cost of \$26 million. Stage II, when completed, will extend the harbor from its present length of 2.4 km (1.5 mi) to a final length of 6.5 km (4 mi). Contracts have been let for several projects: a rail line to connect the harbor to existing rail service, a new harbor access road, and a new 41-cm (16-in) water line.

- Completion of the slackwater harbor at Yellow Bend.

Status — The Yellow Bend slackwater harbor, constructed at a cost of \$6.5 million, was dedicated in July 1993. The harbor is open all year and can accommodate the largest river barges. During its first year of operation, more than 163,640 t (180,000 tons) of cargo moved through the harbor. Future plans include the construction of a rail line that would connect the harbor with the existing rail service and the construction of an intermodal loading facility.

Illinois Ports and Navigation

- Funding and completion of the Cairo harbor facility at the confluence of the Ohio and Mississippi Rivers.

Status — Not under active consideration at this time.

Kentucky Ports and Navigation

- Funding and construction of a slackwater harbor at Wickliffe on the Mississippi River.
Status — The slackwater harbor [port] at Wickliffe was slated for funding by the State of Kentucky in the early 1990's; however, funds were withdrawn for budgetary reasons. Plans for a harbor are still in place, ready for implementation pending fund availability. About \$1 million in navigation improvements along the Mississippi River were completed near Wickliffe by the U.S. Army Corps of Engineers in 1994. This work featured armoring the river bank to slow active erosion.
- Completion and maintenance of Hickman Harbor on the Mississippi River.
Status — Approximately \$2 million in improvements to port and to rail and highway transfer facilities were completed in 1992. In addition, activities are under way that will result in a new ferry crossing serving Dorena, Missouri, and Hickman, Kentucky. The ferry is expected to open for business in 1996.

Louisiana Ports and Navigation

- Completion of the River Navigation Project.
Status — This major, multi-year Federal/State-funded project has been completed and was dedicated in May 1995. The waterway is now open for commercial navigation and currently serves the Alexandria Regional Port, Natchitoches Parish Port, and the Caddo/Bossier Port Commission. The Red River Waterway Commission is overseeing the development of marketing strategies for the waterway, as well as finishing recreational features associated with the project, such as boat ramps.
- Completion of the first and second phases of the Mississippi River 14-m (45-ft) channelization project from the Gulf of Mexico to Baton Rouge, Louisiana.
Status — This project was completed in December 1994 using a combination of Federal and State funding. The U.S. Army Corps of Engineers is planning to conduct a study to determine the feasibility of additional deepening.
- Rehabilitate railroad and dock facilities at Lake Providence Port.
Status — These projects have been completed with State and local funding. Four additional projects are planned as a part of the Port Construction and Development Priority Program to make further improvements to the Lake Providence Port to stimulate economic development.
- Complete the Riverplex International project with the South Louisiana Port Commission.
Status — This project is currently under construction with State and local funds.
- Improve and renovate facilities at the Port of Baton Rouge.
Status — This project is currently under construction with State and local funding.
- Improve the public dock terminal at the Port of Iberia.
Status — This project has been completed.

- Reconstruct the access road and railroad for the Port of Madison Parish.
Status — This project has been completed with State and local funding. Two additional projects are planned as part of the Port Construction and Development Priority Program to make further improvements to the port to stimulate economic development.

Missouri Ports and Navigation

- Continued funding and maintenance of the Southeast Missouri Regional Port Authority and the New Madrid and Pemiscott Ports on the Mississippi River.
Status — Improvements have been funded.

Tennessee Ports and Navigation

- Completion and improvement of the Memphis Port.
Status — Improvements are ongoing. The Port is presently completing the purchase of a 1136-t (1250-ton) stiff-leg derrick crane for general and project cargo. Port authorities have purchased a 50.6-hectare (125-acre) dredge management placement area to accommodate annual maintenance dredging activities. The Port Authority purchased nearly 1215 hectares (3000 acres) of flood plain agricultural property for the development of an environmental mitigation banking project. The President's Island Industrial Park, located at the port area, is presently about 98 percent occupied. Waterborne commerce at the port for the years of 1992-1994 has established new tonnage records, the last of which was the nearly 14.2 million t (15.6 million tons) passing through the facilities in 1994.

Rail

- State departments of tourism and transportation, private groups, and individuals should form a regional consortium to develop a regional rail service and marketing plan consistent with a regional transportation plan.
Status — The Southern Rapid Rail Transportation Commission functions as a consortium for the East-West corridor from Louisiana to Alabama. It includes representation from Amtrak and it may be expanded to include representation from Florida. The North-South corridor from Illinois to Louisiana is served by existing Amtrak facilities that are involved in several regional development initiatives.
- Amtrak and a regional tourism entity should develop a package for promoting tourism and general rail passenger service.
Status — Amtrak is currently participating in development initiatives based on upgrading intermodal connections and commercial activities at major terminals on the Illinois to Louisiana route. One of these is at Memphis; another is at New Orleans. Proposals have been made for high-speed rail service from Chicago to New Orleans.

APPENDIX A2

STATUS OF SELECTED NON-TRANSPORTATION-RELATED RECOMMENDATIONS CONTAINED IN THE 1990 LOWER MISSISSIPPI DELTA DEVELOPMENT COMMISSION REPORT

From the Domestic Policy Council, Executive Office of the President (facsimile of 10/06/95)

Transportation can be thought of in a much broader sense, touching on a number of issue areas such as human capital development, health care, and business development. The remainder of this section provides an update on recent action taken by the President and Congress regarding some of the non-transportation-related recommendations in the 1990 report.

Human Capital Development

I. Education

- Congress and the President should immediately agree on a bill that expands the Earned Income Tax Credit (EITC).
Status — President Clinton expanded the Earned Income Tax Credit by \$21 billion over 5 years.
- Congress and the President should immediately agree on a bill that increases the number of subsidized day-care positions for low-income families.
Status — Every budget submitted by President Clinton has included increased funding for child-care programs, including funding for the At-Risk and Child Care and Development Block Grant Programs. Overall, the President's FY 1996 budget increased funding for child care by \$100 million.
- States should continue education restructuring efforts and fully evaluate the results.
Status — On March 31, 1994, the President signed one of his major education initiatives into law — the Goals 2000 Educate America Act. This bill allows the Federal Government to provide a comprehensive approach to supporting meaningful State and community school improvement efforts based on raising academic and occupational standards, improving teaching, and expanding the use of technology. This program is State and locally driven, with no Federal mandates or control.
- Congress and the President should enact the National Community Service Act of 1989, with amendments targeting Delta States as a demonstration site.
Status — On September 21, 1993, Congress passed the President's National Service Act, which, in 1994 alone, placed 20,000 AmeriCorps volunteers in urban and rural areas across the country, including the Delta region.

II. Health

- Federal and State governments and the private sector should accelerate their cooperative efforts to address the issue of health insurance access nationally.

Status — The Clinton Administration continues to fight for real health-care reform. While last year's health-care reform proposals were not enacted by Congress, the Administration remains firmly committed to guaranteeing health security to all Americans.

III. Housing

- Congress and the President should revise the tax codes to allow first-time, low-income home buyers to establish tax-free savings accounts for downpayments.

Status — The President's Middle Class Bill of Rights, proposed in December 1994, called for expanded Individual Retirement Accounts (IRA's) to enable working families making up to \$100,000 per year to save \$2,000 per year from current earnings tax-free, and to invest these funds — without penalty — when they want to build new skills or buy a first home, as well as to provide for retirement or to pay medical expenses.

- Congress and the President should enact legislation to increase Farmers Home Administration's (FmHA's) Section 515 allocation for the Delta States to the sum of the highest allocation for each State during the 1980's. The additional allocation should be targeted for low-income, elderly, and handicapped households in the Delta counties.

Status — Legislation was not enacted that would allow the Administration to change the formula for allocation. By law, however, the U.S. Department of Agriculture (USDA) annually sets aside 10 percent of FmHA's Section 515 allocation for targeted areas of need. Due in part to the recommendations of the Delta Commission, Delta States are included in these targeted areas.

- The U.S. Department of Housing and Urban Development (HUD), working with the local housing authorities, should establish escrow accounts of a percentage of monthly rent for high-end-paying tenants to be used later for downpayments on homes.

Status — HUD's Turnkey II home-ownership program, also known as Section 5(h), requires Federal Housing Administrations (FHA's) to establish escrow accounts for tenant home buyers to eventually purchase their units if they choose to do so.

In the Delta States, Kentucky, Missouri, and Tennessee have Section 5(h) programs; and Illinois and Louisiana are starting programs. LaSalle Place in Louisville, Kentucky, runs a successful Section 5(h) program in partnership with the Louisville Housing Service Corporation.

Natural and Physical Assets

I. Agriculture

- Congress should pass legislation that will designate aquaculture as an agriculture commodity, with all the appropriate rights and responsibilities.

Status — The Administration is working with members of Congress to reauthorize the National Aquaculture Act of 1980 to increase the opportunities and improve the prospects for this growing sector of the food and fiber industry. Aquaculture has become a priority for the USDA in its research, education, and extension programs. In addition, aquaculture, like other agri-

cultural commodities, received disaster payments as part of the Hurricane Andrew disaster relief effort.

- Congress and the States should create economic incentives to encourage the location of value-added facilities for processing agricultural products within the Delta region.

Status — In its 1996 budget, the Administration proposed the Rural Performance Partnership Initiative and is committed to providing the flexibility needed at the State level to better target financial and technical resources to the poorest and most isolated communities. Specifically, the USDA is taking the lead in an intergovernmental initiative focusing on poverty alleviation in the Delta region.

II. Natural Resources

- All levels of government and the private sector should actively support preservation of high-quality wetlands.

Status — The Administration has been actively supporting efforts to preserve high-quality wetlands, but is currently fighting a tough battle with Congress in these areas. The Department of Agriculture administers Swampbuster, a conservation compliance program for farm program participants, and the Wetlands Reserve Program (WRP), a voluntary program for agricultural landowners for wetlands restoration and protection. Currently, only half of the 405,000 hectares (1 million acres) of farmed wetlands, as authorized by WRP, have been signed up, and recent Congressional reauthorization proposals for this popular and successful program would severely limit its scope. First, they would limit the number of new acres to be enrolled. Second, they would take away the Federal Government's authority to purchase permanent easements on these sensitive, threatened lands, which will no doubt face even greater threats in the future when the time-restricted easements expire.

There are also at least 202,000 hectares (half a million acres) of wetlands protected under the Conservation Reserve Program; new signups for this program are also being threatened with reduction by members of Congress in the budget reconciliation process.

- Congress and States should increase funding for research to determine the effectiveness of the Best Management Practices on both ground- and surface-water quality.

Status — The Partners for Wildlife Program of the Fish and Wildlife Service is a very popular program that provides individual landowners with technical and financial assistance for restoring and protecting ground- and surface-water quality.

- Congress should authorize and fund the Resource Conservation and Development (RC&D) program of the USDA to allow for expansion or approval of new RC&D Project Areas that include the remainder of the Delta Commission counties and parishes.

Status — Since 1990, the RC&D program has been authorized and funded; the number of districts has been expanded to blanket the entire Delta region, including all counties that applied — this includes every county in Arkansas, Mississippi, and Alabama. Just a few counties in Tennessee and the lower portion of Louisiana have not yet applied for inclusion.

Private Enterprise

I. Entrepreneurial Development

- The Federal Government, in cooperation with the State governments and the private sector, should establish a regional development bank that guarantees local bank-financed loans; provides equity and near-equity loans to Delta businesses, as well as fixed-asset financing; and also provides equity financing to community-based loan pools.

Status — President Clinton proposed and signed into law the Community Development Banking and Financial Institutions Act on September 23, 1994. This legislation creates a national network of non-traditional grassroots community lending institutions and will inject \$44.8 billion of capital into economically distressed urban and rural areas. This Act will assist in meeting the banking and community development needs of Delta Valley businesses.

II. Technology Development

- Congress and the President should approve and fund construction and operation of a national high-speed data network of super computing centers that would yield a national standard for other networks and facilitate economic development efforts in the Delta.

Status — President Clinton has increased investment in key National Information Infrastructure technologies and testbeds through the High-Performance Computing and Communications (HPCC) initiative. The Administration's FY 1994 and FY 1995 budgets have also included funding for a new Information Infrastructure grant program that will fund projects across the country that will complement this effort.

III. Tourism

- Congress and the States should pass legislation providing for "tourism development zones."
- Status* — In November 1995, the President hosted a White House Conference on Travel and Tourism. Representatives from all 50 States and the Tribal Nations gathered to discuss recommendations for tourism policy, including the role of transportation and infrastructure in building and expanding the tourism industry.

Environment

- Congress should enact uniform national air and water quality standards; Environmental Protection Agency should uniformly enforce national pollution standards.

Status — Over the past decade, air and water quality levels in the United States have shown continued improvement thanks to the implementation and enforcement of national standards. The Clean Air Act Amendments of 1990 called for achieving air quality goals in a more flexible, cost-effective, market-based manner, and have already had a major impact on achieving the health-based national ambient air quality standards for pollutants such as carbon monoxide, lead, nitrogen dioxide, ozone, particulates, and sulfur dioxide. National water quality is

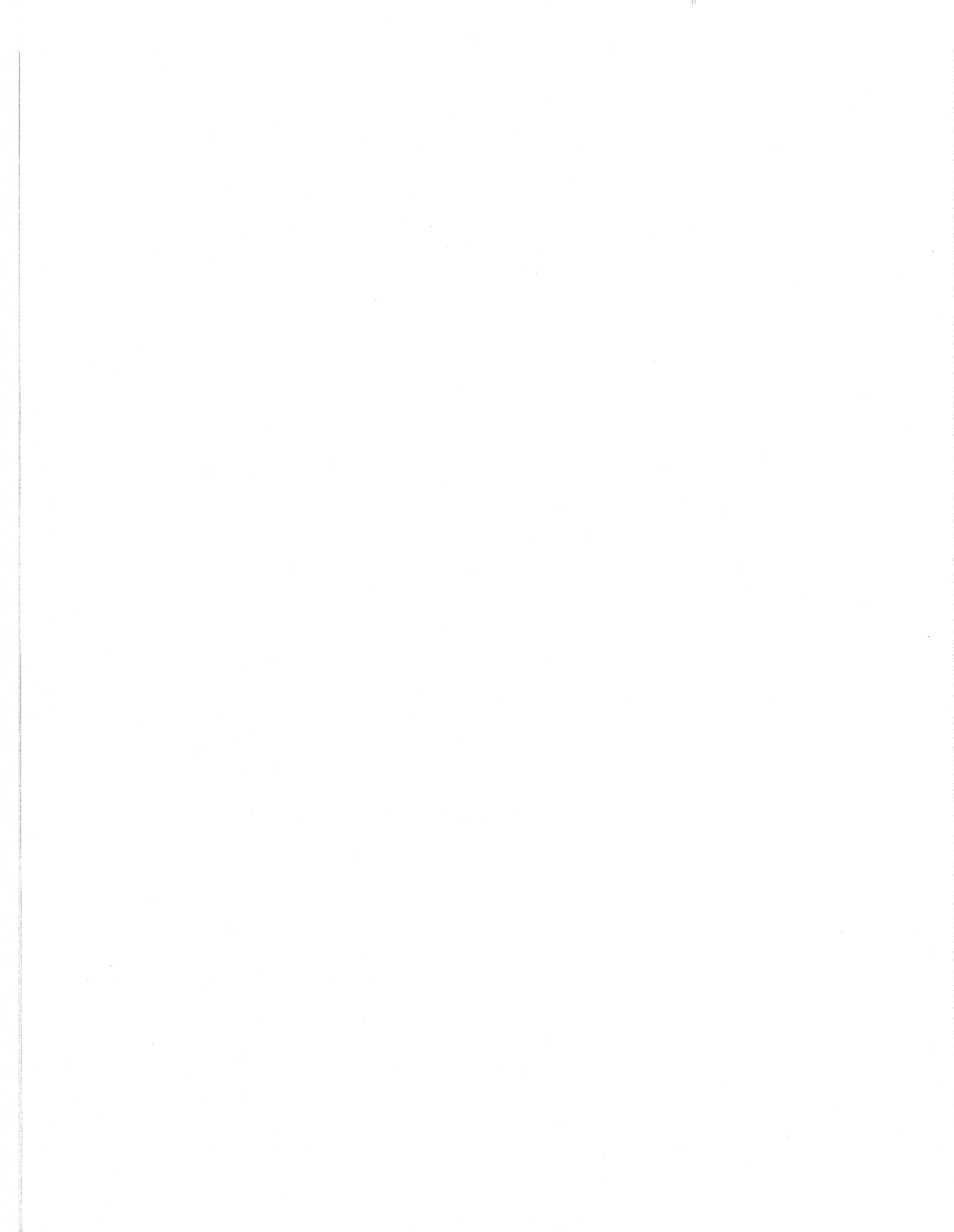
also being managed by a number of Federal and State agencies according to the Clean Water Act, the Safe Drinking Water Act, and other environmental legislation.

The Clinton Administration has taken a number of steps to ensure that these improvements in clean water and air quality continue on into the future. The Administration is committed to a measure to reduce by 90 percent the toxic air pollutants emitted from chemical plants by 1997. The President also proposed a reform of the Safe Drinking Water Act to help local water systems protect their citizens' health and give people tap water they can trust.

- Federal, State, and private research dollars should be targeted to study the disproportionate effects of environmental pollution and hazardous materials on minority, low-income, and rural communities.

Status — As Governor of Arkansas, President Clinton was among the first State leaders to recognize that some of the most vulnerable of our Nation's communities are subjected to some of the most serious health and environmental threats. For instance, as Chairman of the Lower Mississippi Delta Development Commission, then Governor Clinton recognized that a critical component in addressing the needs of the poorest region of America involved eliminating the disproportionate effects of environmental pollution and hazardous materials on minority, low-income, and rural communities in the region.

The Administration has developed many initiatives that address inequalities experienced by different income and racial groups in exposure to environmental hazards so that all groups receive equal protection under the law. Recognizing that environmental inequalities cannot be solved overnight, Federal agencies have been coordinating data collection, analysis, and remedial actions with States, municipalities, industry, and the affected communities themselves, and are directing compliance and enforcement at the most severe risks, which include those that disproportionately affect minorities and low-income groups. In particular, through the Office of Environmental Equity, the EPA has provided technical and financial assistance to groups involved in environmental justice initiatives, such as minority academic institutions, community organizations, and self-help programs such as economic-environmental development.



APPENDIX B

ANNOTATED BIBLIOGRAPHY

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13. Table VI, *Impact of Travel on Arkansas Tourism Regions by County, 1990, 1991, 1992, 1993, and 1994*. Contains tourism information on total travel expenditures, travel-generated payroll and employment, State and local tax receipts, and visitors.

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15. Kentucky Tourism Data. Contains information for the years 1989, 1992, and 1994 on tourism expenditures and destination statistics.

16. *Missouri Division of Tourism Traveler Intercept Study, Full Year, 1994, Statewide*. Contains statistical information on visitors in and out of State, composition of party, trip type, areas of State visited, etc.

17. *Economic Impact of Missouri's Tourism and Travel Industry — 1991 and 1992*, October 1993. Contains information on statewide economic impact of tourism, economic impact of tourism by region, expenditure data, participant-days, hotels, motels, resorts, bed and breakfasts, attractions, campgrounds, historic sites, State parks, etc.

18. *Economic Impact of Missouri's Tourism and Travel Industry — 1992 and 1993*, September 1994. (Same type of information as 17 above.)

19. Louisiana Office of Tourism. Contains information on the economic impact of travel on Louisiana, annual Louisiana visitation, annual New Orleans visitation, etc.

20. *1993 Economic Impact for Tourism and Recreation in Mississippi*, July 1994. Contains information on tourism and recreation, welcome center registrants, riverboat casino gross revenue, room and restaurant tax revenues, attractions, entertainment, etc.

21. *1994 Economic Impact for Tourism and Recreation in Mississippi*, January 1995. (Same as 20 above.)

22. Reelfoot Gardens, Reelfoot Lake, Lake County, Tennessee. Describes a large recreational complex planned for the area to serve tourism purposes.

23. *Mississippi Delta Initiatives Update*, July 6, 1995. Contains information on economic development and tourism, highways, ports, bicyclists and pedestrians, railroads, aviation, public transit, enhancements, accomplishments, and needs.

24. Ozark Foothills Regional Planning Commission, Bootheel Regional Planning and Economic Development Commission, Southeast Missouri Regional Planning and Economic Development Commission.

opment Commission, *An Overall Economic Development Program for the Meramec Region of Missouri*. Outlines tourism and economic development initiatives.

25. *Pacific Rim Conference Overview*, June 21, 1995. Overview of the conference with an emphasis on economic development, the role of government, exports, opportunities, and challenges, etc.

26. Arkansas State Highway and Transportation Department, *The Impact and Benefits of Improving the Regional Highway System in the Arkansas Delta Region*, January 1993. This report was the product of a study mandated by the Arkansas Highway Commission. The main focus of the report is on describing the benefits (e.g., access to commerce, farming aquaculture, mineral resources, health services, educational opportunities, and tourism resources). Both improved two-lane roads and four-lane roads are indicated as meeting needs. The report includes a summary of several dozen other reports, including those of the Lower Mississippi Delta Development Commission.

27. Report entitled, *1993 Midwest Flood Recovery — Transportation Roads and Bridges*, compiled by the FHWA from reports by about a dozen Federal agencies, August 1993. Explains the emergency response programs of a number of agencies, details ongoing recovery activities, and estimates total damages and time required for projects. The report also contains recommendations for post-recovery that might reduce damages or facilitate repair in future floods.

28. *Report to Congress on the Proposed National Highway System*, required by Section 1006(a) of the Intermodal Surface Transportation Efficiency Act of 1991, Public Law 102-240, December 1993. Explains the process by which the proposed NHS was developed, provides a summary of the components of the NHS, proposes specific legislative language, and responds to a congressional committee inquiry. The report also discusses the general benefits of highways and the special circumstances behind the use of highways for national defense. This report was based on several dozen reports and other documents prepared between 1939 and 1993.

29. Minutes, transcripts, and other material from meetings held with regard to the NHS and related subjects from summer 1993 through fall 1994. These materials typically are near-verbatim remarks by several hundred individuals who testified or wrote to a Federal docket concerning the NHS or similar systems. Some remarks were made at meetings convened by the U.S. DOT in Washington, D.C., others were from outreach sessions held in Atlanta, Memphis, and Chicago. In some cases, people were asked for opinions with the assurance that their comments would be confidential; in other cases, such as the Federal docket comments, all comments are public record.

30. *Illinois Official Bicycle Map, Shawnee Region Map 9*. Contains pictures and descriptions of scenic areas in southern Illinois, a large detailed map of the entire region, a list of Federal and State recreational areas, a list of hiking trails, etc.

31. *Conversations With Shelby Foote*, Edited by William C. Carter, copyright 1989. Contains interviews with Shelby Foote on subjects pertaining to the Lower Mississippi Delta region.

32. Shelby Foote, *Jordan County*, copyright 1954, 1982. Novel set in a Mississippi county that is a fictional chronicle of seven generations.

33. Shelby Foote, *Follow Me Down*, copyright 1950, 1978. Novel about a murder trial in a Mississippi county.

34. Delta Symposium III, *The Children of the Delta: Their Plight, Their Promise, Their Potential*, Arkansas State University Convocation Center, October 8, 1990. Contains a Call to Action; and sections on Investment in Children and Youth, Post-Secondary Education in the Delta, the Delta region African American Heritage Trail, the Lower Mississippi Delta Highway and Transportation Consortium, Influencing Policy: The Decision Makers and Opinion Shapers, and the East Arkansas Higher Education Economic Development (HEED) Consortium.

35. Special Collection: "Lower Mississippi Delta Development Commission," McWherter Library of the University of Memphis, 1991. Contains all records residing in offices of the Commission at their termination. Records are compiled by cabinet and drawer, or by bookcase and shelf. Most of the transportation material is in Cabinet 1, Drawers 1-3. The public hearing material is in Bookcase 2, Shelves 1-2. Material consists of contracts, newspaper articles, submitted reports, hearing and meeting notes and transcripts, drafts of chapters, etc. Catalogued material amounts to about 3 m³ (106 ft³) of which about 5 percent is related to transportation.

36. Louisiana State University for the Louisiana Department of Transportation and Development, *A Model Process for the Development of a Statewide Intermodal Transportation Plan*, July 1994. This reports the results of a Federal grant awarded to Louisiana to prepare a model for compliance with intermodal planning requirements. The report describes a method for undertaking intermodal planning in a State that is especially dependent on efficient functioning of intermodal terminals, such as water ports. The report also contains material used in preparation of the required statewide transportation plan.

37. Facsimiles from the Domestic Policy Council of the Executive Office of the President to the FHWA Administrator. One was dated October 6, 1995 at 1706 hours and the other was dated October 11, 1995 at 1759 hours. The first of these facsimiles contains information on non-transportation recommendations in the 1990 Delta Initiatives report, including the current status of such recommendations. Most of this facsimile is restated verbatim in Appendix A2. The second contains information on the Delta Service Corps and has been incorporated into Chapter V, Initiatives Under Way.

VIDEOTAPES

1. "Third World on the Mississippi," Cable News Network, 1990. Produced while Lower Mississippi Delta Development Commission operations were ongoing. Features a three-part series emphasizing the problems of the Delta region (especially deficient medical and educational resources). Contains numerous interviews with elected officials of national standing (e.g., Governors, U.S. Representatives), virtually all of whom stated that jobs (or the equivalent) were their number one priority.

2. "Delta Matters: The Land and Its People," 1994. Produced by the Arkansas, Mississippi, and Louisiana Educational Television Stations for the Office of Information Systems of the Delta Economic Energy District, Inc. Contains numerous historic photos, especially related to music. Stresses the problems and the progress made in the region in agriculture and manufacturing.

3. "Challenge of the Blues," MissionUSA, 1992. Produced for the Arkansas, Illinois, Kentucky, Louisiana, Mississippi, Missouri, and Tennessee Baptist Convention. Shows deficiencies in housing, educational and housing resources, and how such deficiencies hamper individuals

seeking escape from poverty. Solicits volunteers for one-on-one assistance (especially education-related) to supplement other efforts.

4. Southeast AASHTO Conference 1995 — Opening Session. Taped proceedings of opening session at conference in Orlando, Florida, in 1995. Hosted by the Florida Department of Transportation, with a keynote speech by Lt. Governor Buddy MacKay. In the body of the report, a number of quotes from Lt. Governor MacKay have been used as an introduction to the narrative.

BROCHURES AND MAPS

1. "The Great River Road: Your Guide to Mississippi River Country." Map displaying about 150 scenic, historic, cultural, and recreational attractions of the 10 Mississippi River States and the Province of Ontario. Included is a narrative about each and some photos.

2. "Mississippi River Country USA" (in Japanese). Japanese-language brochure with an extensive narrative of dozens of attractions in the 10 Mississippi River States, extensive maps, a directory of tourism agencies, and a number of pictures.

3. "Mississippi River Country USA" (in English). Brochure highlighting key attractions in each of the 10 Mississippi River States with pictures of each.

4. "Great River Road Historic Tour: Minneapolis-St. Paul." Street map that includes the locations of dozens of scenic, historic, cultural, and recreational attractions. Included is a narrative about each and some photos.

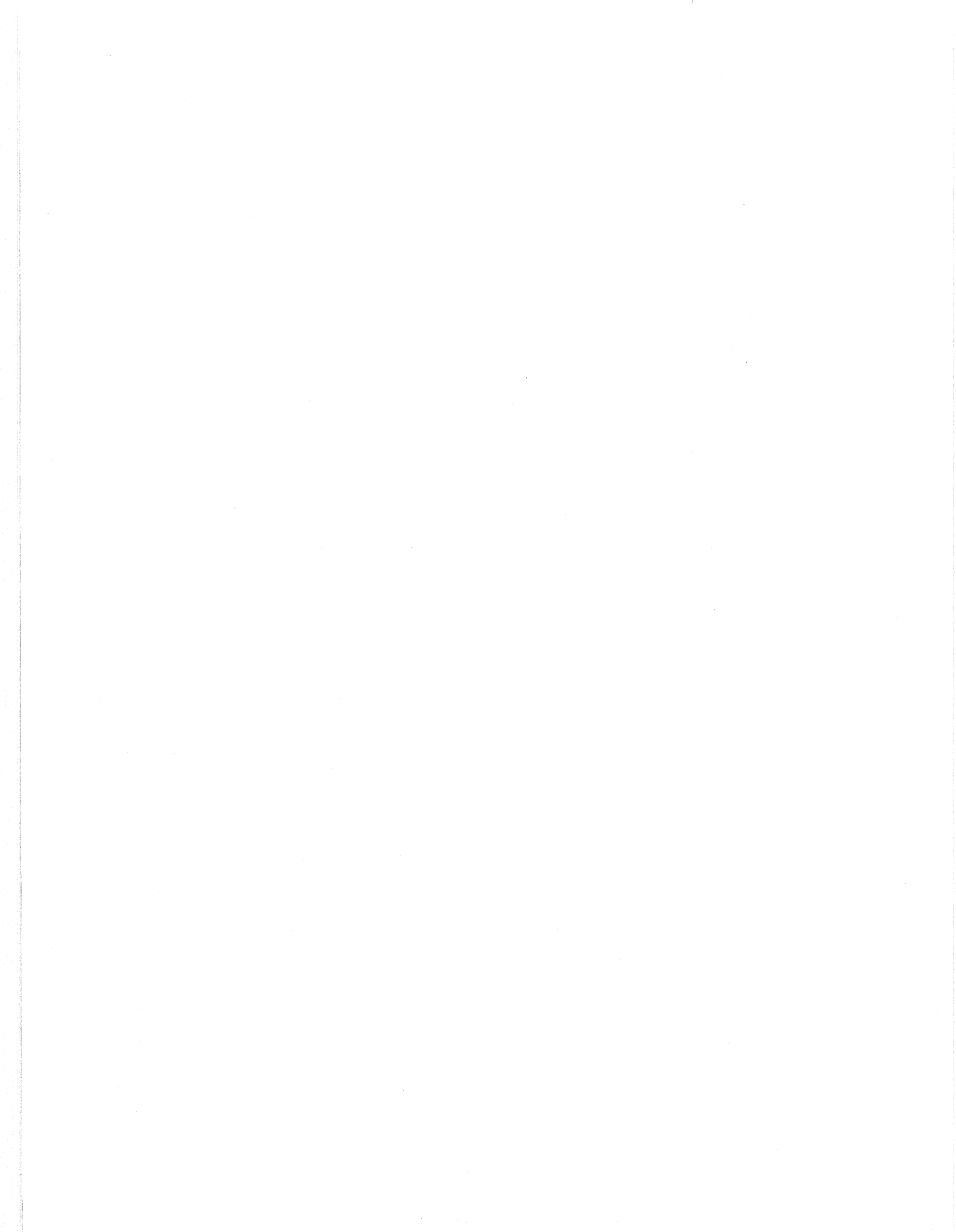
5. "Great River Road: Minnesota." Road and route map that includes the locations of dozens of scenic, historic, cultural, and recreational attractions. Included is a narrative about each and some photos.

6. "The Great River Road at a Glance: From Grand Rapids to Brainerd." Road and route map that includes the locations of many scenic, historic, cultural, and recreational attractions.

7. "Iowa Great River Road: Along the Mighty Mississippi River." Map with pictures and short narratives of stops along the Iowa portion of the Great River Road.

8. "The Great River Road at a Glance in Southeastern Minnesota." Map of the southeastern portion of Minnesota with pictures and narrative of the stops along the river.

9. "National Rural Development Partnership: A New Approach to Solving Problems in Rural America." Narrative that defines the Partnership, explains how it works, reports what it has accomplished, and lists the partners.



APPENDIX C1

MISSISSIPPI RIVER BRIDGE NEEDS ASSESSMENT

Introduction

The Federal Highway Administration's Bridge Division has completed an assessment of the number of Mississippi River bridge needs. The study was conducted to assess the bridge rehabilitation and replacement needs of the major structures located in the Mississippi River Basin, from Minnesota to the Gulf of Mexico at New Orleans, Louisiana. It included major structures in Arkansas, Illinois, Iowa, Louisiana, Minnesota, Mississippi, Missouri, Tennessee, and Wisconsin in which major Mississippi River bridge crossings impact the local and regional economies, as well as the national economy.

This preliminary assessment included a total of 56 major bridges that span the Mississippi River. Although it included both National Highway System (NHS) and non-NHS structures, the majority of the structures were located on NHS roadways within the various States. The following sections provide details and results of the assessment.

Assessment Approach

The current National Bridge Inventory (NBI) data base was utilized to generate information on the existing major bridge needs within the Mississippi River Basin. The NBI information was used to identify existing bridge deficiencies within the basin and to develop preliminary cost estimates for each structure that requires rehabilitation or replacement due to structural or functional deficiencies.

The basic approach taken in performing the assessment is outlined below:

- A. A major bridge was defined as a structure with an estimated rehabilitation or replacement cost of \$10 million or more.
- B. The costs of all the structures included in the assessment were based on the structures being appropriately rehabilitated or replaced to current geometric design, construction, and structural standards for the types and volume of projected traffic on the facility over its design life.
- C. Border bridges between States were assigned to only one of the neighboring States.
- D. Only existing crossings of the Mississippi River were included in the assessment, not new crossings.
- E. The assessment only included bridge construction costs and not preliminary engineering, right-of-way, bridge demolition, or approach roadway construction item costs.

Assessment Results

This preliminary assessment was based on the best available data at this time. The results are summarized in the tables that follow. As shown in the tables, it is estimated that there are significant major bridge rehabilitation and replacement needs in the Mississippi River basin. As shown in table 2, the 43 NHS and 13 non-NHS bridges assessed combine for a projected needs estimate of \$1.6 billion (\$1.2 billion for NHS and \$0.4 billion for non-NHS).

TABLE 1. Mississippi River Crossings

State	Bridge Name	Structure No.	Location	Border				Reh/ Rep	Cost (\$M)
				State	NHS	SR ¹	FO ² /SD ³		
AR	Ascension-St. James Hwy Br	0000000000M1536	U.S. 82, Greenville, MS	MS	Y	44.5	FO	Rep	131
AR	Helena Hwy Bridge	000000000002899	U.S. 49, Helena, AR	MS	Y	63.3	ND	—	—
Arkansas Total: \$131 million									
IL	McKinley Hwy/RR Bridge	000060600214602	Venice, IL	—	N	48.1	SD	Rep	85
IL	M.L. King Bridge	000082600118172	East St. Louis, IL	MO	Y	65.4	ND	—	—
IL	East Poplar St. Bridge	000082000417878	East St. Louis, IL	MO	Y	68.2	ND	—	—
IL	Jefferson Barracks Hwy Br	000067002017321	I-255 WB, Columbia, IL	MO	Y	74.0	ND	—	—
IL	Jefferson Barracks Hwy Br	000067001903168	I-255 EB, Columbia, IL	MO	Y	74.0	ND	—	—
IL	Chester Hwy Bridge	000079600117420	IL Rte. 150, Chester, IL	MO	N	63.2	FO	Reh	10
IL	Cairo Hwy Bridge	000002002224774	I-57, Cairo, IL	MO	Y	86.0	ND	—	—
IL	Cairo Hwy Bridge	000002000500887	U.S. 60/62, Cairo, IL	MO	N	55.8	FO	Reh	16
IL	I-270 Dual Hwy Canal Br	000060003514265	I-270, Granite City, IL	MO	Y	40.0	SD	Rep	137
IL	Clark Bridge	000060025524526	U.S. 67, Alton, IL	MO	Y	93.0	ND	—	—
IL	Champ Clark Hwy Bridge (Louisiana Hwy Bridge)	000075990016955	U.S. 54, Louisiana, MO	MO	Y	31.5	FO	Rep	33
IL	Quincy Bridge	000001006819192	U.S. 24, Quincy, IL	MO	Y	91.0	ND	—	—
IL	Quincy Bridge	000001001900621	U.S. 24, Quincy, IL	MO	Y	49.9	FO	Rep	37
IL	U.S. 136 RR/Hwy Bridge	000034006216316	U.S. 136, Keukuk, IL	IA	Y	98.0	ND	—	—
IL	AT & S Fe RR/Hwy Bridge	000034990207937	IL 9, Ft. Madison, IA	IA	N	55.7	FO	Reh	10
IL	Muscataine Hwy Bridge	000081991023972	IL 92, Muscatine, IA	IA	N	74.1	ND	—	—
IL	I-280 Bridge	000081010623060	I-280, Rock Island, IL	IA	Y	77.9	ND	—	—
IL	Centennial Hwy Bridge	000081990517767	U.S. 67, Rock Island, IL	IA	Y	15.2	SD	Rep	53
IL	Memorial Bridge	000081990117701	I-74, Moline, IL	IA	Y	59.6	FO	Reh	18
IL	Memorial Bridge	000081990217702	I-74, Moline, IL	IA	Y	59.6	FO	Reh	18
IL	I-80 Hwy Bridge	000081001117711	I-80, Rapids City, IL	IA	Y	75.9	SD	Reh	30
IL	Clinton Hwy Bridge	000098600321460	U.S. 30, Clinton, IA	IA	Y	66.1	FO	Reh	19
IL	Savanna Hwy Bridge	000008600001777	U.S. 52/IA 64, Savanna, IL	IA	N	44.5	FO	Rep	36
IL	Julien Dubuque Hwy Bridge	000043000109983	U.S. 20/52, Dubuque, IA	IA	Y	44.6	FO	Rep	78
IL	IL Rte. 136 Bridge	000098990819611	IL 36, Fulton, IL	IA	N	65.8	ND	—	—
Illinois Total: \$580 million									
IA	Burlington Bridge	000000000023441	U.S. 34, Burlington, IA	IL	Y	75.7	ND	—	—
Iowa Total: 0									
LA	Luling Bridge	024504503700001	I-310, Luling, LA	—	Y	70.0	ND	—	—
LA	Gr New Orleans Hwy Bridge	023602830802442	U.S. 90 Bus, New Orleans, LA	—	Y	81.9	ND	—	—
LA	Gr New Orleans Hwy Bridge	023602830802441	U.S. 90 Bus, New Orleans, LA	—	Y	50.0	FO	Rep	47
LA	Baton Rouge RR/Hwy Bridge	611700071000001	U.S. 190, Baton Rouge, LA	—	Y	18.1	ND	—	—
LA	Huey P. Long RR/Hwy Bridge	022600060100001	U.S. 90, New Orleans, LA	—	Y	32.2	SD	Rep	121
LA	Ascension-St. James Hwy Br	614704260200721	LA 70, Donaldsonville, LA	—	N	61.9	ND	Reh	80
LA	I-20 Highway Bridge	053304510900001	I-20, Vicksburg, MS	MS	Y	89.7	ND	—	—
LA	Baton Rouge Hwy Bridge	611704500900001	I-10, Baton Rouge, LA	—	Y	76.0	ND	Reh	55
LA	Natchez Hwy Bridge	581500260100001	U.S. 65, Baton Rouge, LA	MS	Y	39.0	FO	Rep	43
LA	Natchez-Vidalia Hwy Bridge	581500260100002	U.S. 65, Natchez, MS	MS	Y	91.0	ND	—	—
LA	Veterans Memorial Bridge	614704340200001	LA 3213, Donaldsonville, LA	—	N	66.8	ND	—	—
Louisiana Total: \$346 million									

APPENDICES

TABLE 1. Mississippi River Crossings (Continued)

State	Bridge Name	Structure No.	Location	Border				Reh/ Rep	Cost (\$M)
				State	NHS	SR ¹	FO ² /SD ³		
MN	Rt. 38 Bridge	5600	Rt. 38, St. Paul Park, MN	—	N	4.4	SD	Rep	19
MN	Dartmouth Bridge	9350	I-94, St. Paul, MN	—	Y	24.0	SD	Rep	18
MN	I-35W Bridge	9340	I-35W, St. Paul, MN	—	Y	46.5	SD	Rep	50
Minnesota Total: \$87 million									
MS	Vicksburg RR/Hwy Bridge	999902087500000	U.S. 80, Vicksburg, MS	LA	N	10.2	SD	Rep	85
Mississippi Total: \$85 million									
MO	Eads Bridge	260.07	St. Louis, MO	—	N	4.0	SD	Rep	55
MO	Cape Girardeau Bridge	K 948R1	Cape Girardeau, MO 74	IL	Y	0.0	SD	Rep	73
MO	Hannibal Bridge	K 931A1	U.S. 36, Hannibal, MO	IL	Y	39.9	SD	Rep	52
Missouri Total: \$180 million									
TN	Hernando DeSoto Bridge	79I00400001	I-40, Memphis, TN	AR	Y	69.2	FO	Reh	58
TN	Memphis Arkansas Bridge	79I00550101	I-55, Memphis, TN	AR	Y	49.9	ND	Reh	46
TN	Interstate 155 Bridge	23I01550001	I-155, TN/MO St Line	MO	Y	70.0	ND	—	—
Tennessee Total: \$104 million									
WI	Prairie du Chien Bridge	B12002800000000	U.S. 18, Prairie du Chien, WI	IA	Y	73.0	ND	Reh	11
WI	Prairie du Chien Bridge	B12002700000000	U.S. 18, Prairie du Chien, WI	IA	Y	74.4	ND	Reh	15
WI	St Hwy 82 Bridge	B12000900000000	WI 82, Iowa State Line	IA	N	28.8	FO	Rep	19
WI	St Hwy 61 Bridge	B32030000000000	U.S. 14/WI 61, La Crosse, WI	MN	Y	49.0	ND	Reh	15
WI	Fed Hwy 63 Bridge	B47002400000000	U.S. 63, Red Wing, MN	MN	Y	41.0	SD	Rep	19
WI	I-90 Bridge	B32004500000000	I-90, La Crosse, WI	MN	Y	76.9	ND	Reh	23
WI	Eagle Point Bridge	B22006000000000	U.S. 61/U.S. 151, Dubuque, IA	IA	Y	78.0	ND	Reh	30
Wisconsin Total: \$132 million									
GRAND TOTAL: \$1.645 billion									

¹ Sufficiency Rating (SR): The sufficiency rating is the basis for establishing eligibility and priority for replacement (Rep) or rehabilitation (Reh) of bridges under FHWA's Highway Bridge Replacement and Rehabilitation Program. An SR is a numerical rating of a bridge based on its structural adequacy and safety, use, and serviceability and functional obsolescence. Bridges with an SR less than 50.0 are eligible for replacement or rehabilitation, while those with an SR of 80.0 or less are eligible for rehabilitation.

² Functionally Obsolete (FO): A functionally obsolete bridge is one on which the deck geometry, load-carrying capacity (comparison of the original design load to the current State legal load), clearance, or approach roadway alignment no longer meets the usual criteria for the system of which it is an integral part.

³ Structurally Deficient (SD): A structurally deficient bridge, as defined by FHWA, is one that: (1) has been restricted to light vehicles only, (2) is closed, or (3) requires immediate rehabilitation to remain open.

ND = Not Deficient.

TABLE 2. Mississippi River Bridge Needs Assessment

State	Total Number of Bridges	Total Bridge Cost/State (\$M)	Total Number of NHS Bridges/State	Total NHS Bridge Cost/State (\$M)	Total Number of Non-NHS Bridges/State	Total Non-NHS Bridge Cost/State (\$M)
Arkansas	2	131	2	131	0	0
Illinois	25	580	18	419	7	161
Iowa	1	0	1	0	0	0
Louisiana	11	346	9	266	2	80
Minnesota	3	87	2	68	1	19
Mississippi	1	85	0	0	1	85
Missouri	3	180	2	125	1	55
Tennessee	3	104	3	104	0	0
Wisconsin	7	132	6	113	1	19
TOTAL	56	1645	43	1226	13	419

APPENDIX C2

THE DELTA INITIATIVES: DEFICIENT HIGHWAY BRIDGES

Introduction

The Federal Highway Administration's Bridge Division has completed a study of the number of deficient bridges located in the Lower Mississippi Delta Region. This region encompasses portions of seven States bound together by their ties to the Mississippi River. It includes portions of Arkansas, Illinois, Kentucky, Louisiana, Mississippi, Missouri, and Tennessee, encompassing 219 counties and parishes located within the borders of these 7 States.

The study included a count of all bridges classified as being deficient for the years 1990 and 1995. The following sections provide details and results of the study.

Study Approach

The current and historic National Bridge Inventory (NBI) data bases were used to generate information on the number of deficient bridges in the 219-county region in September 1990 and June 1995. The NBI information was used to identify bridge deficiencies within the region for all bridges classified as structurally deficient or functionally obsolete.

The basic approach taken in performing the study is outlined below:

- A. A functionally obsolete (FO) bridge is one on which the deck geometry, load-carrying capacity (comparison of the original design load to the current State legal load), clearance, or approach roadway alignment no longer meets the usual criteria for the system of which it is an integral part.
- B. A structurally deficient (SD) bridge is one that: (1) has been restricted to light vehicles, (2) is closed, or (3) requires immediate rehabilitation to remain open.
- C. Deficient bridges are the total of FO and SD bridges.

Study Results

The results of the study are summarized in the following tables. As shown in the tables, in September 1990, there were 40,604 Delta region bridges in the NBI, and 20,226 (49.8 percent) of these were deficient. In June 1995, there were 39,515 bridges in the NBI, and 13,474 (34.1 percent) were deficient.

The June 1995 table shows that the majority (8,817 [65.4 percent]) of the 13,474 deficient bridges are located on non-Federal-Aid Highway (non-FAH) facilities. It should be noted that this reflects the national situation, where approximately 57 percent of deficient bridges are on non-FAH facilities.

The Delta region percentage of deficient bridges compares very favorably with the national percentage — 34.1 percent for the Delta region as compared to 32.5 percent nationwide.

September 1990

	Total Number	Bridges Deficient
Illinois	2,245	788
Tennessee	5,500	2,408
Mississippi	9,255	5,153
Missouri	4,421	2,419
Arkansas	7,674	3,840
Kentucky	2,918	1,055
Louisiana	8,591	4,563
Total for Region	40,604	20,226

June 1995

	Non-FAH		Other FAH		NHS		By State	
	Total # Bridges	Total # Deficient	Total # Bridges	Total # Deficient	Total # Bridges	Total # Deficient	Total # Bridges	Total # Deficient
Illinois	1,161	327	630	101	284	45	2,075	473
Tennessee	2,756	819	1,752	53	833	203	5,341	1,075
Mississippi	5,457	2,631	2,614	742	1,092	385	9,163	3,758
Missouri	2,245	1,071	1,691	626	415	98	4,351	1,795
Arkansas	2,961	1,348	3,006	598	1,288	278	7,255	2,224
Kentucky	1,816	363	795	265	325	59	2,936	687
Louisiana	4,679	2,258	2,095	747	1,620	457	8,394	3,462
Total for Region	21,075	8,817	12,583	3,132	5,857	1,525	39,515	13,474

NHS = National Highway System
 Non-FAH = Non-Federal-Aid Highways
 FAH = Federal-Aid Highways

APPENDIX D

FRAMEWORK FOR POOLED-FUND STUDY

Analysis and Evaluation of Economic Development Potential of Transportation Improvement Projects

Research Problem Statement

Elected officials frequently consider the most important purpose of transportation improvement projects to be economic development. Although economic development is one of the considerations used by transportation officials in developing project priorities, this consideration is hindered by a lack of analysis and evaluation methodologies. Furthermore, since economic development is frequently a regional phenomenon that crosses State boundaries, this consideration is also limited by the widely varying evaluations that any given State may make of the economic development potential of any given transportation improvement.

Given continuing interest in the economic development potential of transportation improvements, increased consistency (between States within a region) in the analysis and evaluation of such potential could have outstanding benefits. Such improvements could, for example, allow a better basis for determining the priority of transportation projects and the allocation of funds between functions.

Objectives

The overall objectives of this research are:

1. To develop a structure for the analysis and evaluation of the economic development potential in transportation improvement projects.
2. To perform an initial analysis and evaluation of a small set of projects.
3. To refine the structure based on lessons learned during that analysis and evaluation.

These objectives are to be accomplished through the following tasks, directed by a steering committee made up of representatives of the agencies that are funding and coordinating the study:

Task 1. Review of relevant project- or program-related literature, especially before-and-after studies on a county, municipality, or regional scale.

Task 2. Review of existing benefit/cost models and software, cost-effectiveness studies, and economic growth studies, especially as they relate to types of projects.

Task 3. Development of a structure and methodology for analysis of the economic development potential of transportation improvement projects.

Task 4. Application of this methodology to several cases.

Task 5. Refinement of the methodology based on the lessons from Task 4 and application of this refined analysis methodology to a group of several projects.

Task 6. Development of a structure and methodology for evaluation and assignment of priority to transportation improvement projects based on potential for economic development.

Task 7. Application of the methodology developed in Task 6 to the group of projects analyzed in Task 5.

Task 8. Refinement of the methodology based on lessons learned from Task 7 and application of the refined methodology.

Task 9. Final report with documentation, relevant guidelines, etc.

Following this study, the next step will be to fit the results of the work into the institutional structures of the region. One method would be to establish an ongoing technical capability for analysis and evaluation, with a continuation of the steering committee to report to the policy institutions (e.g., Mississippi Valley Conference of State Highway and Transportation Officials, Southeastern Association of State Highway and Transportation Officials, etc.).

APPENDIX E

SOURCES AND PERSONS KNOWN TO HAVE PROVIDED ASSISTANCE

Agencies Providing Information:

African American Heritage Route Project, National Park Service - Baton Rouge, Louisiana
American Association of State Highway and Transportation Officials - Washington, D.C.
American Automobile Association - Washington, D.C.
Arkansas Industrial Development Commission - Little Rock, Arkansas
Arkansas State Highway and Transportation Department - Little Rock, Arkansas
Arkansas State Parks and Tourism Department - Little Rock, Arkansas
Arkansas State University - Jonesboro, Arkansas
Base Closure Office, U.S. Department of Defense, Deputy Assistant Secretary
for Installations - Arlington, Virginia
Bootheel Regional Planning and Economic Development Council - Missouri
Bureau of the Census, U.S. Department of Commerce - Washington, D.C.
Bureau of Economic Analysis, U.S. Department of Commerce - Washington, D.C.
Bureau of Labor Statistics, U.S. Department of Labor - Washington, D.C.
Delta Council - Stoneville, Mississippi
Domestic Policy Council, Executive Office of the President - Washington, D.C.
Environmental Protection Agency, Region 6 - Dallas, Texas
EZ/EC, Rural Program Office, Interagency Task Force under the direction of the U.S.
Department of Agriculture - Washington, D.C.
EZ/EC, Urban Program Office, Interagency Task Force under the direction of the U.S.
Department of Housing and Urban Development - Washington, D.C.
Federal Highway Administration, U.S. Department of Transportation - various offices
Federal Railroad Administration, U.S. Department of Transportation - Washington, D.C.
Federal Transit Administration, U.S. Department of Transportation - various offices
Greenville Port Authority - Greenville, Mississippi
HDR Engineering, Inc. - Arlington, Virginia
Hickman-Fulton County Riverport Authority - Hickman, Kentucky
Illinois Bureau of Tourism - Springfield, Illinois
Illinois Department of Commerce and Community Affairs - Springfield, Illinois
Illinois Department of Transportation - Springfield, Illinois
Kentucky Economic Development Cabinet (KEDC) - Frankfort, Kentucky
Kentucky Tourism Cabinet - Frankfort, Kentucky
Kentucky Transportation Cabinet (KTC) - various offices
Legislative Reference Bureau, U.S. Department of Housing and Urban Development -
Washington, D.C.
Library Services Division, U.S. Department of Transportation - Washington, D.C.
Louisiana Department of Economic Development (LDED) - Baton Rouge, Louisiana

Louisiana Department of Transportation and Development (LDTD) - Baton Rouge,
Louisiana

Louisiana Office of Tourism - Baton Rouge, Louisiana

Lower Mississippi Delta Development (LMDD) Center - Memphis, Tennessee

Maritime Administration (MARAD), U.S. Department of Transportation - Washington, D.C.

McKnight Foundation - St. Paul, Minnesota

Meramec Regional Planning Commission - Missouri

Midwest Alliance of Area River Commissions - St. Louis, Missouri

Military Traffic Management Command, U.S. Department of Defense - Newport News,
Virginia

Mississippi Department of Economic and Community Development (MDECD) - Jackson,
Mississippi

Mississippi Department of Transportation - Jackson, Mississippi

Mississippi Division of Tourism Development - Jackson, Mississippi

Mississippi River Parkway Commission - St. Paul, Minnesota

Missouri Department of Economic Development - Jefferson City, Missouri

Missouri Division of Tourism - Jefferson City, Missouri

Missouri Highway and Transportation Department - Jefferson City, Missouri

Natchez-Adams County Port Authority - Natchez, Mississippi

National Passenger Railroad Corporation (Amtrak) - Chicago, Illinois

National Scenic Byways Clearinghouse - Washington, D.C.

Office of Intermodalism, U.S. Department of Transportation - Washington, D.C.

Office of Tourism and Travel, U.S. Department of Commerce - Washington, D.C.

Organization of Economically Developed Nations - Paris, France

Ozark Foothills Regional Planning Council - Missouri

Pennyrile Area Development District - Hopkinsville, Kentucky

Rosedale-Bolivar County Port Authority - Rosedale, Mississippi

Rural Business and Cooperative Development Service, U.S. Department of Agriculture -
Washington, D.C.

Rural Economic and Community Development Division, U.S. Department of Agriculture -
Jackson, Mississippi

South Central Ozark Council of Governments - Missouri

Southeast Missouri Regional Planning and Economic Development Commission - Missouri

Southern Kentucky Industrial Development Association - Hopkinsville, Kentucky

Tennessee Department of Economic and Community Development - Nashville, Tennessee

Tennessee Department of Transportation - Nashville, Tennessee

Tennessee Office of Tourism - Nashville, Tennessee

University of Memphis - Memphis, Tennessee

Warren County Port Authority - Vicksburg, Mississippi

Waterbourne Commerce Statistics Center, U.S. Army Corps of Engineers - New Orleans,
Louisiana

West Plains Chamber of Commerce - West Plains, Missouri

Willow Springs Community Development Agency - Willow Springs, Missouri
Yazoo County Port Commission - Yazoo City, Mississippi

**Individuals Known to Have Provided
Information/Assistance***

From State Transportation Agencies:

Kenneth Barefield - Mississippi
Lindsey Briggs - Kentucky
Daniel Broussard - Louisiana
Charles Carr - Mississippi
John Carr - Kentucky
Marlin Collier - Mississippi
Carl Dixon - Kentucky
Tom Harrell - Arkansas
Eric Kalivoda - Louisiana
Al Kellerstrass - Illinois
Chuck Knowles - Kentucky
Joseph Levraea - Louisiana
Paul Loper - Mississippi
Dorothy McConnell - Louisiana
Newton McCormick - Mississippi
Cliff McKinney - Arkansas
Mike Merry - Mississippi
Ted Merryman - Kentucky
Nancy Miracle - Kentucky
Dennis Pescitelli - Illinois
Michael Schiro - Louisiana
Nelson Sellers - Mississippi
Keith Sherman - Illinois
Paul Simms - Arkansas
Bruce Siria - Kentucky
Kent Van Landuyt - Missouri
Bill Wallace - Tennessee
Minnie Beth White - Arkansas
Robert Woodrum - Kentucky
J.T. Yarnell - Missouri

From Other State and Government Agencies:

Harold Burdine - Greenville [Mississippi] Port Authority
Wilton Burnett - Tennessee Economic and Community Development
Sandra Carson - South Central Ozark [Missouri] Council of Governments

Jerry Chapman - Pennyrile [Kentucky] Area Development District
Dick Cirre - Kentucky Economic Development Cabinet
Mark Davis - Purchase [Kentucky] Area Development District
Clark Forrest - Louisiana Department of Economic Development
Jerry Frazier - Yazoo [Mississippi] County Port Commission
Eddie Fugatt - Arkansas Parks and Tourism
Hal Greer - Hickman-Fulton Co. [Kentucky] Riverport Authority
Peggy Harding - Tennessee Tourism Development
Jimmy Heidel - Mississippi Economic and Community Development
Bob Hines - Missouri Tourism Division
Dusty Hinton - Mississippi Economic and Community Development
Cathy Holland - Tennessee Economic and Community Development
Steve Kapler - Missouri Tourism Division
Lisa McBeth - Mississippi Economic and Community Development
David Morris - Illinois Commerce and Economic Development
Pat Murphy - Natchez-Adams [Mississippi] County Port Authority
Mark Northington - Louisiana Tourism Office
Jim Reeves - Mississippi Economic and Community Development
Patricia Robinson - Louisiana Department of Economic Development
David Shore - Pennyrile [Kentucky] Area Development District
Larry Southard - Kentucky Tourism Cabinet
Chris Sutton - Pennyrile [Kentucky] Area Development District
Thomas Van Hyning - Mississippi Economic and Community Development
Carole M. Vivone - Willow Springs [Missouri] Community Development
Jimmy Ware - Warren [Mississippi] County Port Authority
Leigh Wieland - Tennessee Economic and Community Development
David Work - Rosedale-Bolivar [Mississippi] County Port Authority

From Quasi-Governmental Agencies:

Ray Bryant - Lower Mississippi Delta Development Center
Charles Dean - Mississippi River Parkway Commission
John Edman - Mississippi River Parkway Commission
Nancy Gallagher - Mississippi River Parkway Commission
Bill Higgens - American Association of State Highway and Transportation Officials
Susan Jones - Lower Mississippi Delta Development Center

From the Federal Highway Administration:

Anne Barsanti - Research and Development Publications Staff
Sharon Bauckman - Environmental Operations Division
Lisa Bladen - Administration Team, Intermodal Statewide Planning Division
Mark Bradford - Information Management and Analysis Team
Jose Campos - Region 6, Office of Planning and Program Development

Charles Chambers - Bridge Management Branch
Lee Chimini - Intermodal Team
Dennis Cook - Tennessee Division
Gary DalPorto - Arkansas Division
Larry Darnes - Program Delivery [ITS] Team
Perry Davisson - Information Management and Analysis Team
Christopher Douwes - Statewide Planning Team
Dave Edwards - Missouri Division
Evelyn Fierro - Office of the Administrator
Jonathan Foster - Office of the Administrator
Jim Gruver - Information Management and Analysis Team
Aung Gye - Information Management and Analysis Team
Katherine Hainer - Kentucky Division
John Humeston - Region 4, Office of Planning and Program Development
Glenn Jilek - Kentucky Division
Ashby Johnson - Metropolitan Planning Division
Eugene Johnson - Scenic Byways Team
Tom Keane - Transportation Studies Division
Mary Beth Lane - Research and Development Publications Staff
Pete Lombard - Region 6, Office of Planning and Program Development
Byron Low - Region 7, Office of Planning and Program Development
Fernando Luna - Bridge Management Branch
Warren Lutz - Illinois Division
Bill Marley - National Highway System Team
Terri McDuffie - Administrative Team, Intermodal Statewide Planning Division
Harlan Miller - Missouri Division
Philip Miller - Region 5, Office of Planning and Program Development
Steve Natzke - Transportation Studies Division
Virgil Page - Louisiana Division
Andrew Paven - Office of Public Affairs
George Schoener - Statewide Planning Division
Ann Shemaka - Bridge Management Branch
Fred Skaer - Environmental Operations Division
Rodney Slater - Office of the Administrator
Ella Stone - Office of the Administrator
Debbie Stroessner - Office of the Associate Administrator for Program Development
Tom Weeks - National Highway System Team
Richard Weingroff - Office of the Associate Administrator for Program Development
Martin Weiss - National Highway System Team
Mike Weiss - Office of the Administrator
Keith Wong - Bridge Management Branch
Phyllis Young - Mississippi Division

From Other Federal Agencies:

Linda Barnes - Federal Transit Administration
Edna Biederman - Bureau of Labor Statistics (U.S. Department of Labor)
Alvin Brown - U.S. Department of Agriculture
Araceli Bueno - Military Traffic Management Command (U.S. Department of Defense)
Joan Campion - Housing and Urban Development
Ann Cangi - EZ/EC Urban Interagency Task Force
Maria Cardona - U.S. Department of Commerce
Mary Churchman - Federal Transit Administration
John Cikota - Federal Railroad Administration
Sharon Colbert - EZ/EC Rural Interagency Task Force
Bob Corpanti - Military Traffic Management Command
Lance Daugherty - Bureau of Economic Analysis (U.S. Department of Commerce)
Bill Dean - Maritime Administration
Jean Dee - Bureau of the Census (U.S. Department of Commerce)
Tom Dorsett - Federal Railroad Administration
Greg Farmer - U.S. Travel and Tourism Administration (U.S. Department of Commerce)
Paul Fish - Federal Transit Administration
Wilber Hawkins - U.S. Department of Commerce
Jack Hill - Environmental Protection Agency
Jane Jones - Department of Agriculture
Larry Kiernon - Federal Aviation Administration
Ray Lang - National Passenger Railroad Corporation (Amtrak)
Sue Masselink - Federal Transit Administration
Dom Miglionico - Base Closures Office (U.S. Department of Defense)
Bob Owens - Federal Transit Administration
Francis Reilly - Division of Library Services (U.S. DOT)
Kate Richardson - National Park Service
Mike Schmidt - Domestic Policy Council, Executive Office of the President
George Schreider - Bureau of Labor Statistics
Dave Smith - Bureau of Labor Statistics
Liz Soloman - Federal Transit Administration
Paul Verchinski - Federal Transit Administration
Richard Walker - Maritime Administration
Roy Walsh - U.S. Army Corps of Engineers
Chip Wood - Office of Intermodalism (U.S. DOT)

Non-Government:

John Archer - American Automobile Association
Chris Brescia - Midwest Alliance of Area River Commissions
Bob Bryant - Avalon Integrated Services Corporation*****
Sam Burke - Southern Kentucky Industrial Development Association

Augie CiPollini - Harrah's, Tunica Mississippi (Promus)
Edwin Frank - University of Memphis, McWherter Library
Jim Fri - River Oil, Inc
John Gruschke - University of Memphis, Business
Jean Hwang - Avalon Integrated Services Corporation****
Marty Lipinski - University of Memphis, Engineering
Barbara McMillen - HDR Engineering, Inc.**
Pat Onufrak - Avalon Integrated Services Corporation****
Kevin Orcutt - GIS/TRANS LTD.***
Dick Parnicky - International Paper
Beth Rabinowitz - Avalon Integrated Services Corporation*****
Dan Ray - McKnight Foundation
Marilyn Richards - West Plains [Missouri] Chamber of Commerce
David Smith - Avalon Integrated Services Corporation****
Mike Starnes - MS Carriers
Don Taddia - Federal Express
Carol Wingfield - Avalon Integrated Services Corporation****
Robert Zeulsdorf - Wilber Smith and Associates****

-
- * Affiliation at the time of assistance.
 - ** On contract to FHWA for bicycle/pedestrian-related planning.
 - *** On contract to FHWA for Geographic Information System (GIS) work.
 - **** On contract to Arkansas for work on the high-priority Corridor 18 Study.
 - ***** On contract to FHWA for report preparation-related work.

APPENDIX F

DATA TABLES ON ECONOMIC INDICATORS, DEMOGRAPHICS, AND TRANSPORTATION

Data Used in Analysis

I. Economic Indicators

Change From Previous Year in Real Gross Domestic Product
Employment
Labor Force
Unemployment Rate

II. Demographics

Population

III. Tourism

International Visitations
State Tourism Increases

IV. Transportation

Public Road and Street Mileage
Annual Vehicle-Miles of Travel
Motor Fuel Tax Rates
Capital Outlay for Roads and Bridges (State Funds)
Port Tonnage
Primary Airport Passenger Enplanements
Air Cargo
Section 18 Rural Public Transit

V. Funding

Expenditures of Federal-Aid Highway Funds
Apportionments of Federal-Aid Highway Funds
Allocations of Federal-Aid Highway Funds
Section 18 Transit Obligations
State Funding for Public Transportation

(County/parish employment, labor force, and population statistics are not included. Data available upon request from:
Bill Marley, FHWA, (202) 366-5009.)

Economic Indicators

Change From Previous Year in Real Gross Domestic Product

	1990	1991	1992	1993	1994
U.S.A.	1.2	-0.6	2.3	3.1	4.1
Canada	-0.2	-1.8	0.6	2.2	4.5
Mexico	4.4	3.6	2.1	0.8	3.5
Other OECD	3.4	2.2	1.2	-0.3	2.0

Employment

	Statewide		Delta Region	
	4/90	4/95	4/90	4/95
Arkansas	1,047,628	1,160,549	577,990	622,766
Illinois	5,523,800	5,815,200	136,668	138,201
Kentucky	1,656,907	1,774,943	198,001	207,927
Louisiana	1,705,484	1,840,172	1,178,223	1,263,231
Mississippi	1,090,472	1,171,774	564,156	601,889
Missouri	2,439,223	2,673,855	247,825	266,625
Tennessee	2,233,304	2,524,730	601,683	655,968

Labor Force

	Statewide		Delta Region	
	4/90	4/95	4/90	4/95
Arkansas	1,127,396	1,223,281	626,561	661,099
Illinois	5,891,000	6,159,900	152,614	150,768
Kentucky	1,753,533	1,861,792	211,744	219,320
Louisiana	1,798,761	1,979,267	1,243,736	1,359,431
Mississippi	1,169,829	1,235,149	605,262	635,187
Missouri	2,567,178	2,804,278	265,629	285,483
Tennessee	2,346,855	2,634,300	632,060	686,081

Unemployment Rate

	Statewide		Delta Region	
	4/90	4/95	4/90	4/95
Arkansas	7.1	5.1	8.9	6.9
Illinois	6.2	5.6	10.7	9.1
Kentucky	5.5	4.7	6.9	5.4
Louisiana	5.2	7.0	6.4	8.6
Mississippi	6.8	5.1	8.2	6.7
Missouri	5.0	4.7	6.9	7.4
Tennessee	4.8	4.2	6.1	5.1

Demographics

Population

	Statewide (est.) 7/1/90	Delta Region (est.) 7/1/90	% of State
Arkansas	2,354,254	1,330,780	56%
Illinois	11,448,255	344,684	3%
Kentucky	3,692,493	470,408	13%
Louisiana	4,217,311	2,899,447	69%
Mississippi	2,577,228	1,353,493	52%
Missouri	5,126,259	606,002	12%
Tennessee	4,890,594	1,361,921	28%

	Statewide (est.) 7/1/94	Delta Region (est.) 7/1/94	% of State
Arkansas	2,452,671	1,347,823	55%
Illinois	11,751,774	347,970	3%
Kentucky	3,826,794	476,411	12%
Louisiana	4,315,085	2,953,956	68%
Mississippi	2,669,111	1,389,558	52%
Missouri	5,277,640	626,812	12%
Tennessee	5,175,240	1,411,434	27%

Tourism

International Visitations

	Statewide	
	1991	1993
Arkansas	71,000	78,000
Illinois	1,219,000	1,405,000
Kentucky	369,000	418,000
Louisiana	582,000	578,000
Mississippi	63,000	82,000
Missouri	258,000	311,000
Tennessee	616,000	600,000

State Tourism Increases

State	Years	Annual %
<i>Arkansas</i>		
Statewide, total visitors	90-94	3.2
16 East counties, total visitors	90-94	5.0
7 South counties, total visitors	90-94	4.2
4 S. Central counties, total visitors	90-94	6.2
4 Central counties, total visitors	90-94	8.9
Statewide, total expenditures	90-94	6.5
16 East counties, total expenditures	90-94	6.9
7 South counties, total expenditures	90-94	9.0
4 S. Central counties, total expenditures	90-94	12.8
4 Central counties, total expenditures	90-94	9.0
<i>Illinois</i>		
Statewide, leisure days	90-94	9.2
16 South counties, leisure days	90-94	11.9
Statewide, total expenditures	90-94	10.2
16 South counties, expenditures	90-94	14.6
<i>Kentucky</i>		
Statewide, destination days	89-94	0.7
Western counties, destination days	89-94	3.6
Statewide, direct expenditures	89-94	11.8
Western counties, direct expenditures	89-94	15.2
<i>Louisiana</i>		
Statewide, visitors	89-94	2.1
New Orleans, visitors	89-94	0.8
<i>Mississippi</i>		
Statewide, tourism and recreation expenditures	93-94	39.0
Statewide, tourism-related employment	93-94	36.0
<i>Missouri</i>		
Statewide, participant days	91-93	1.3
12 East counties, participant days	91-93	-0.9
14 South counties, participant days	91-93	4.7
Statewide, expenditures	91-93	13.5
12 East counties, expenditures	91-93	5.3
14 South counties, expenditures	91-93	11.3
<i>Tennessee</i>		
Statewide, visitors	89-94	1.1
Statewide, expenditures	89-94	4.7
9 Northwest counties, expenditures	89-94	4.1
8 Southwest counties, expenditures	89-94	3.4
4 Counties in Memphis Region, expenditures	89-94	3.5

Transportation

Public Road and Street Kilometers

	1990	1993
Arkansas	124,106	124,279
Illinois	218,869	220,513
Kentucky	112,165	116,937
Louisiana	94,378	95,954
Mississippi	116,757	117,262
Missouri	194,048	196,077
Tennessee	136,268	136,909

Public Road and Street Mileage

	1990	1993
Arkansas	77,085	77,192
Illinois	135,944	136,965
Kentucky	69,668	72,632
Louisiana	58,620	59,599
Mississippi	72,520	72,834
Missouri	120,527	121,787
Tennessee	84,639	85,037

Annual Vehicle Kilometers of Travel (Millions)

	1990	1993	% Change
Arkansas	33,827	38,631	12%
Illinois	134,167	144,405	7%
Kentucky	54,158	63,752	15%
Louisiana	60,643	58,525	-4%
Mississippi	39,280	43,251	9%
Missouri	81,921	88,261	7%
Tennessee	75,203	83,900	10%

Annual Vehicle Miles of Travel (Millions)

	1990	1993	% Change
Arkansas	21,011	23,995	13%
Illinois	83,334	89,693	7%
Kentucky	33,639	9,598	15%
Louisiana	37,667	36,351	-4%
Mississippi	24,398	26,864	9%
Missouri	50,883	54,821	7%
Tennessee	46,710	52,112	10%

Motor Fuel Tax Rates (Cents Per Gallon) [1 Gallon = 3.79 Liters]

	1990		1995	
	Gasoline	Diesel	Gasoline	Diesel
Arkansas	13.7	12.7	18.7	18.7
Illinois	19	21.5	19	21.5
Kentucky	15.4	12.4	16.4	13.4
Louisiana	20	20	20	20
Mississippi	18.2	18.2	18.4	18.4
Missouri	11.03	11	15	15
Tennessee	20	17	20	17

Capital Outlay for Roads and Bridges (State Funds)

	1990	1995
Arkansas	224,787,000	362,332,000
Illinois	1,380,825,000	1,469,756,000
Kentucky	463,726,000	556,082,000
Louisiana	565,656,000	598,835,000
Mississippi	326,628,000	433,576,000
Missouri	382,848,000	500,132,000
Tennessee	597,866,000	569,277,000

Port Tonnage (Short Tons) (Ports in Delta Region)

	1990	1993
Arkansas		
Helena	1,708,518	2,185,788
Illinois		
—	Not Applicable	Not Applicable
Kentucky		
—	Not Applicable	Not Applicable
Louisiana		
Port of South Louisiana	194,190,341	199,665,010
Baton Rouge	78,139,291	84,699,463
New Orleans	62,828,972	66,441,189
Port of Plaquemine	56,597,710	58,473,474
Lake Providence	595,169	680,170
Port of Madison Parish	196,567	162,167
Mississippi		
Vicksburg	3,048,957	4,096,105
Greenville	2,371,896	1,779,780
Natchez	424,408	636,337
Rosedale	459,419	506,540
Missouri		
—	Not Applicable	Not Applicable
Tennessee		
Memphis	12,359,212	13,281,285

Port Tonnage (Short Tons) (Ports in Delta Region)

	1990	1993
<i>Arkansas</i>		
Helena	1,708,518	2,185,788
<i>Illinois</i>		
—	Not Applicable	Not Applicable
<i>Kentucky</i>		
—	Not Applicable	Not Applicable
<i>Louisiana</i>		
Port of South Louisiana	194,190,341	199,665,010
Baton Rouge	78,139,291	84,699,463
New Orleans	62,828,972	66,441,189
Port of Plaquemine	56,597,710	58,473,474
Lake Providence	595,169	680,170
Port of Madison Parish	196,567	162,167
<i>Mississippi</i>		
Vicksburg	3,048,957	4,096,105
Greenville	2,371,896	1,779,780
Natchez	424,408	636,337
Rosedale	459,419	506,540
<i>Missouri</i>		
—	Not Applicable	Not Applicable
<i>Tennessee</i>		
Memphis	12,359,212	13,281,285

Erratum

Subsequent to accepting the printing contract, an error was discovered in the tables on air cargo on page 143 of the report *Linking the Delta Region With the Nation and the World*.

The numbers in the two tables on air cargo do not actually refer to air cargo, but instead refer to a figure for the total gross landed weight (which includes the weight of the plane) of all cargo vehicles. This figure, while not meaningful for estimating needs for landside access, can be used as a proxy to judge the increase in air cargo over time.

Based on information obtained in April 1996 from David Bruening of the Airport Council International, an industry organization (located in Washington, D.C.), actual air cargo in 1993 was:

<u>Airport</u>	<u>Approximate Weight of Air Cargo</u>
Memphis	1.45 billion kilograms
New Orleans	0.07 billion kilograms

Primary Airport Passenger Enplanements

	1990	1993
<i>Arkansas</i>		
Little Rock	976,023	1,117,223
<i>Illinois</i>		
Marion	15,334	13,159
<i>Kentucky</i>		
Paducah	32,652	38,875
<i>Louisiana</i>		
New Orleans	3,438,604	3,392,421
Baton Rouge	437,500	416,141
Monroe	110,285	120,325
Alexandria	67,483	63,575
Mississippi		
Jackson	405,953	416,266
Greenville	12,815	12,680
<i>Missouri</i>		
—	Not Available	Not Available
<i>Tennessee</i>		
Memphis	4,231,631	3,800,957

Air Cargo (Metric Tons)

	1990	1993
<i>Arkansas</i>		
	Not Available	Not Available
<i>Illinois</i>		
	Not Available	Not Available
<i>Kentucky</i>		
	Not Available	Not Available
<i>Louisiana</i>		
New Orleans	222,073,140	271,900,530
<i>Mississippi</i>		
	Not Available	Not Available
<i>Missouri</i>		
	Not Available	Not Available
<i>Tennessee</i>		
Memphis	5,231,840,600	6,422,705,000

Air Cargo (Short Tons)

	1990	1993
<i>Arkansas</i>		
	Not Available	Not Available
<i>Illinois</i>		
	Not Available	Not Available
<i>Kentucky</i>		
	Not Available	Not Available
<i>Louisiana</i>		
New Orleans	244,036,420	298,791,800
<i>Mississippi</i>		
	Not Available	Not Available
<i>Missouri</i>		
	Not Available	Not Available
<i>Tennessee</i>		
Memphis	5,749,275,494	7,057,917,624

Section 18 Rural Public Transit (Statewide)

	Vehicles in Service		Number of Providers	
	12/89	12/94	12/89	12/94
Arkansas	139	136	5	9
Illinois	121	295	18	29
Kentucky	198	335	15	18
Louisiana	75	222	12	37
Mississippi	67	209	9	16
Missouri	84	497	23	30
Tennessee	361	414	12	11

Funding

Expenditures* of Federal-Aid Highway Funds (Statewide)

	FY 1990	FY 1993	FY 1994
Arkansas	144,811,000	171,535,000	184,877,000
Illinois	484,787,000	468,698,000	728,480,000
Kentucky	177,960,000	167,426,000	239,051,000
Louisiana	301,244,000	202,871,000	262,470,000
Mississippi	148,163,000	162,022,000	173,324,000
Missouri	290,495,000	297,409,000	438,463,000
Tennessee	268,535,000	184,558,000	283,209,000

* Also "outlay" - a term signifying disbursement of funds for repayment of obligations incurred, e.g., an electronic transfer of funds, or a check sent to a State highway or transportation agency for voucher payment.

Apportionments* of Federal-Aid Highway Funds (Statewide)

	FY 1991	FY 1994	FY 1995
Arkansas	139,540,000	207,766,000	218,542,000
Illinois	326,794,000	617,407,000	645,701,000
Kentucky	165,022,000	263,417,000	290,369,000
Louisiana	212,772,000	255,298,000	267,063,000
Mississippi	141,830,000	201,059,000	209,621,000
Missouri	257,577,000	385,756,000	406,769,000
Tennessee	222,018,000	360,655,000	379,320,000

* A term that refers to a statutorily prescribed division or assignment of funds.

Allocations* of Federal-Aid Highway Funds (Statewide)

	FY 1990	FY 1993	FY 1994
Arkansas	11,020,000	67,687,000	64,969,000
Illinois	175,279,000	157,719,000	151,959,000
Kentucky	26,952,000	73,728,000	11,048,000
Louisiana	4,961,000	34,201,000	32,381,000
Mississippi	15,461,000	13,451,000	15,402,000
Missouri	19,057,000	61,889,000	7,968,000
Tennessee	39,292,000	5,126,000	24,303,000

* An administrative distribution of funds among the States, done for funds that do not have statutory distribution formulas.

Section 18 Transit Obligations* (Statewide)

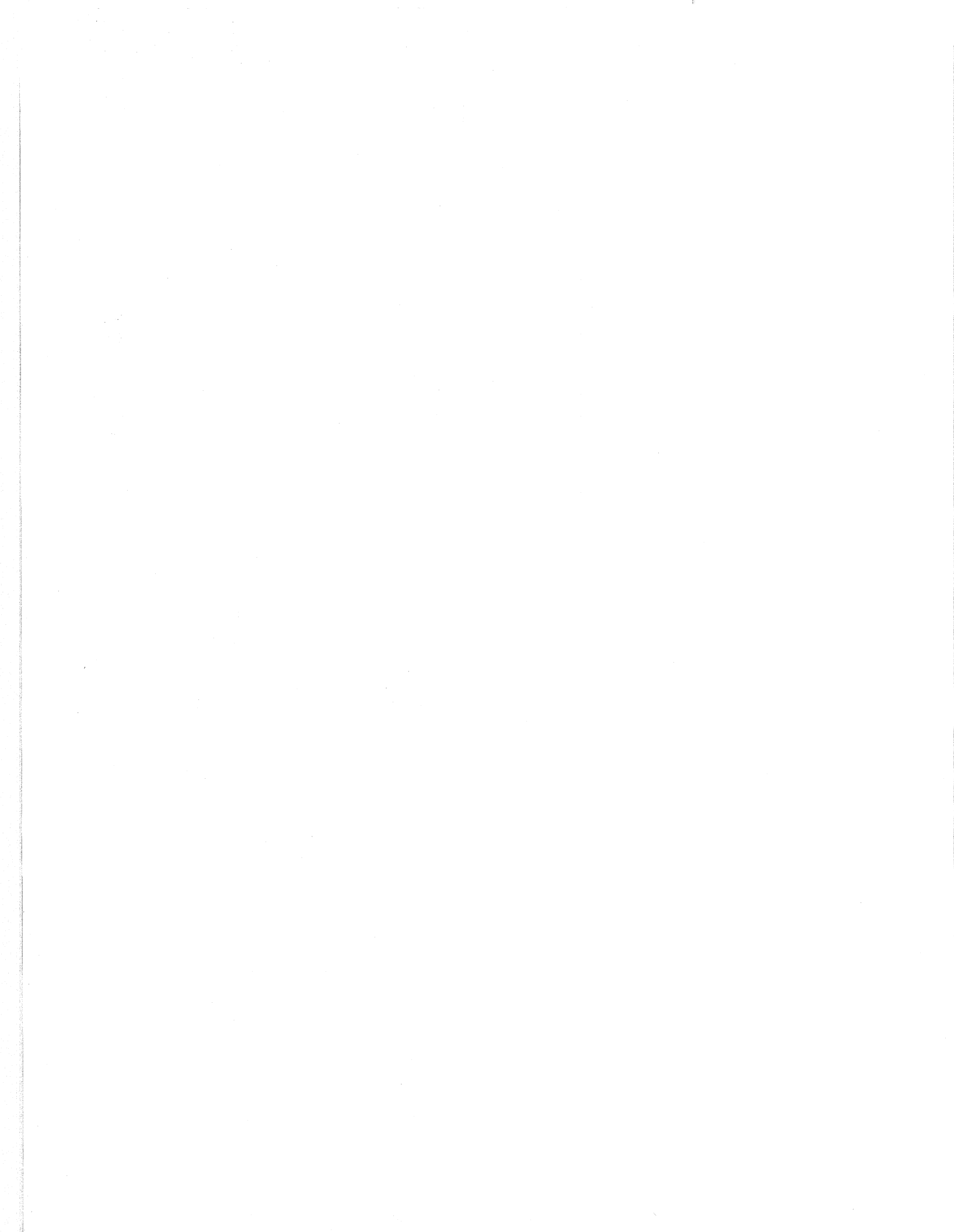
	FY 1990	FY 1994
Arkansas	1,274,977	2,373,190
Illinois	0**	4,514,573
Kentucky	2,199,451	2,801,973
Louisiana	1,483,012	2,092,061
Mississippi	1,429,477	2,891,768
Missouri	1,867,394	3,283,580
Tennessee	1,853,267	3,740,519

* Commitments made by Federal agencies to pay out money as distinct from the actual payments, which are expenditures or outlays.

** No funds obligated in FY 1990 due to differences in State and Federal fiscal years; the State combined FY 1990 and FY 1991 obligations.

State Funding for Public Transportation (Statewide)

	1993
Arkansas	9,581,000
Illinois	170,513,000
Kentucky	5,705,000
Louisiana	2,193,000
Mississippi	3,920,000
Missouri	9,524,000
Tennessee	23,978,000



APPENDIX G

FORMAL MEETINGS LEADING TO AND/OR INTEGRAL TO THIS UPDATE

April 13, 1994

Road Tour Meeting held in Memphis, Tennessee, at which Administrator Rodney Slater and other FHWA officials met with State, regional, local, and community leaders to discuss the Federal Highway Program. Subsequently, a meeting of the Lower Mississippi Delta Transportation Consortium was held. Implementation of the 1990 Commission's recommendations was discussed.

December 16, 1994

Outreach Meeting to discuss the proposed National Transportation System, held in Memphis, Tennessee, with State, regional, local, and community leaders. Mr. Slater discussed the possibility of updating the 1990 report with some of these individuals.

April 24, 1995

Meeting of Lower Mississippi Delta Transportation Consortium contemporaneous with meeting of the Southeast American Association of State Highway and Transportation Officials held in Savannah, Georgia. Mr. Slater and the chief executive officers of the seven State transportation agencies agreed to update the 1990 report.

June 13, 1995

Meeting of FHWA and State officials in Memphis, Tennessee, to discuss the operational protocols for updating the 1990 report.

September 19, 1995

Meeting of FHWA, private sector, and university officials held in Memphis, Tennessee, to discuss the extent to which transportation improvements were connected with employment growth in the Delta region.

October 29, 1995

Meeting of FHWA and Lower Mississippi Delta Transportation Consortium in Norfolk, Virginia, contemporaneous with meeting of the American Association of State Highway and Transportation Officials to discuss results of the update and future efforts.

APPENDIX H

FORMAL DELTA REGION MEETINGS DURING 1994 ROAD TRIPS

April 13, 1994

Road Tour breakfast meeting held in Henning, Tennessee, with Mayor Fred Montgomery. While there, Administrator Rodney Slater observed the epitaph of famous author Alex Haley —“Find the Good and Praise It.” This phrase became the theme for the road tour and all that followed.

Meeting with Lower Mississippi Delta Transportation Consortium and FHWA headquarters personnel (including Administrator Slater) in Memphis, Tennessee. A range of transportation-related issues were discussed with a special emphasis on prospects for improving economic conditions in the Delta through improvements in transportation, and on the implementation of the 1990 Commission’s recommendations.

Mr. Slater met with author Shelby Foote at his home to discuss the Delta region and its slow transformation after the Civil War.

Mr. Slater met with Memphis Mayor W.W. Herenton, who at that time also served as Chairman of the Metropolitan Planning Organization. Their discussion focused on Federal assistance available to the Delta region. Also attending were regional and headquarters FHWA staff and Tennessee DOT staff.

April 14, 1994

Administrator Slater visited the area office of the Arkansas Highway and Transportation Department and met with friends and State highway personnel in Marianna, Arkansas. Two subjects of discussion were the culture of the Delta and the importance of transportation to the economy of the region.

A brown-bag lunch and meeting were held at the Delta Cultural Center in Helena, Arkansas. Local leaders and community residents talked with Mr. Slater about economic revival in the Delta.

Mr. Slater had meetings in Clarksdale, Mississippi, with Mississippi Transportation Commission Chair Zack Stewart and DOT Transit Director Charles Carr and later with Mayor Henry Espy. Mayor Espy discussed regional efforts to forge economic development in the Delta and provided a tour of portions of the city, including the Delta Blues Museum.

Mr. Slater then traveled the Natchez Trace and visited historic Vicksburg and Vicksburg Military Park.

April 15, 1994

Administrator Slater met in Baton Rouge with Louisiana Secretary of Transportation, Jude Patin, to discuss State highway planning and management issues.

A dinner meeting was held in New Orleans. Mr. Slater met with Mayor Marc Morial and a delegation of city leaders to discuss New Orleans transportation goals and needs.

ADDENDUM

LOWER MISSISSIPPI DELTA DEVELOPMENT COMMISSION *

Appointed by State Governors

Bill Clinton, Governor of Arkansas, Chairman
Ray Mabus, Governor of Mississippi, Vice Chairman
Ed Jones, former U.S. Representative of Tennessee, Secretary
Charles Kruse, Department of Agriculture, Missouri
Buddy Roemer, Governor of Louisiana
Lee Troutwine, Department of Local Government, Kentucky
Dr. Rhonda Vinson, Department of Economic Development, Southern Illinois University
at Carbondale, Illinois

Appointed by President Reagan

Webb Franklin, former U.S. Representative of Mississippi
John Shepard, Attorney at Law, Missouri

State Alternates

Tom Craighead, Department of Local Government, Kentucky
Carole Hemminghaus, Department of Agriculture, Missouri
Cornelius Lewis, Governor's Office, Louisiana
Mike McGuire, Department of Economic Development, Tennessee
Bob Nash, Development Finance Authority, Arkansas
Anne Sapp, Governor's Office, Mississippi
David Morris, Department of Commerce and Community Affairs, Illinois

Staff Members

Wilbur F. Hawkins, Executive Director
Jan Albright
Earl Anthony
Vernon Ash
Myra Barber
Ray Bryant
Sidney Coffee
Patrice Cunningham
Amy Downing
Helen Glover
Alan A. Gumbel
Kristy Gunthur
Gwen Harmon
Anthony Haynes
Stan Hyland

Arthur Johnston
Nikki Jones
Sean Kirpatrick
Christine Lewis
Susan Mayer
Pamela Moore
Ronnie Murphy
Judy Oakman
Debbie Rayford
Ron Register
Emma Roberson
Kevin Smith
Phyllis Vann

Research Associates

Howard Aylesworth
Elizabeth Brown
Carol Coletta
Carol Rasco
Susan Jones and members of the Tourism Steering Committee

State Advisory Committees

Earnest Cunningham, Arkansas, Co-chair
Dr. Paul Dunn, Louisiana, Chair
Jimmy Heidel, Mississippi, Chair
Charles Kruse, Missouri, Chair
Dave Morris, Illinois, Co-chair
Carol Rogers, Kentucky, Chair
Rodney Slater, Arkansas, Co-Chair
Mike Sparks, Tennessee, Chair
Dr. Rhonda Vinson, Illinois, Co-chair

* Affiliation at time of appointment and position in the Commission for key officials.



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