



HISTORICAL REVIEW - VOLUME TWO
Arkansas State Highway Commission
and
Arkansas State Highway
and Transportation Department

1913 - 2003
Published by the
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This book was published to recognize the 50th anniversary of Amendment 42 to the Arkansas Constitution, the Mack-Blackwell Amendment. The foresight and leadership displayed by Arkansas Senators Y.M. Mack and Lawrence Blackwell, sponsors of the amendment, will forever be greatly appreciated.

Like its predecessor published in 1992, this book is dedicated in honor of all the people who have faithfully served as members of the Arkansas Highway Commission. The Mack-Blackwell Amendment created the system that has served our state for 50 years, but it is the hard work and dedication of Highway Commission members, both past and present, that has made the system successful.



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J.W. "Buddy" Benafield
Commission Chairman

A message from the Chairman

On behalf of all the members of the Arkansas Highway Commission, both past and present, I want to thank you for taking the time to explore the history of the Highway Commission and the State Highway and Transportation Department. These two vital government entities share a rich history of accomplishments and progress. A transportation network has been created that has helped make Arkansas a great place to live, work and play.

The people who have served on the Commission have shared a common bond and a responsibility over the years to oversee the development and operations of the 12th largest highway system in the country. Each and every Commission member since 1953 has taken on this task with great dedication. That's not to say that those who served before that time were not sincere in their efforts – I'm sure they were. But they toiled under very different circumstances. They were burdened by the political system of the time.

The Mack-Blackwell Amendment provides the independence and stability needed to allow the Commissioners to perform their duties in the best interest of the state, outside of political promises or affiliations. Arkansas' highway system is non-partisan, it serves all Arkansans. The Mack-Blackwell Amendment makes that statement a fact.

The past decade, which coincides with my tenure on the Commission, has been a most prolific time. The investment in dollars and the number of highway miles completed exceeds any other ten-year period in history. This is a clear reflection of the impact the Mack-Blackwell Amendment has had on Arkansas.

Again, thank you for your interest in the Commission and Department. I hope the readers of this book gain a greater appreciation of the impact that the Highway Commission and State Highway and Transportation Department have had on our great state, and I further hope that the importance of the Mack-Blackwell Amendment is as evident to you as it is to me.

A handwritten signature in cursive script, reading "J.W. Benafield".

J. W. "Buddy" Benafield
Chairman
Arkansas Highway Commission

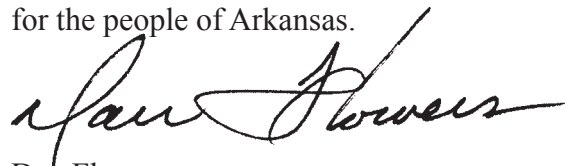
A message from the Director

It is with great pleasure that we present our second comprehensive history book of the Arkansas Highway Commission and the State Highway and Transportation Department. Entitled, *“HISTORICAL REVIEW - VOLUME Two – Arkansas State Highway Commission/Arkansas State Highway and Transportation Department,”* this book provides the most current historical information on these two entities.

The first book, *“HISTORICAL REVIEW – Arkansas State Highway Commission/ Arkansas State Highway and Transportation Department,”* was published in 1992 and dealt with a very unique time in the history of the Commission. The year 1992 marked the conclusion of the first 80 years of existence for the Commission, and it was also the 40th anniversary of the passage of Amendment 42 – the Mack Blackwell Amendment – which created the current independent structure of the Highway Commission. Thus, the book was able to compare and contrast the activities of the Commission and Department in their first 40 years of existence prior to the Mack Blackwell Amendment with the 40 years since its passage.

The current book has been written in honor of the 50th anniversary of the Mack-Blackwell Amendment. The focus here is on the decade-by-decade accomplishments of the Commission and the Department staff.

Our accomplishments would not have been possible without a dedicated Department staff and the hard work of the Commission. Together they have worked toward the common goal of providing a modern transportation system for the people of Arkansas.



Dan Flowers
Director

Arkansas State Highway and Transportation Department



Dan Flowers
Director of Highways
and Transportation



*“I was born bowlegged
so I could sit on a horse...
There will never be a time when
the old horse is not superior
to any automobile ever made.”*

— Will Rogers

While Will Rogers was well-known for his wit and humor, he wasn't always accurate. But his anecdotes about American life have entertained audiences for decades. And some of his anecdotes have been used by the Arkansas State Highway Commission in documenting the history of the Commission and the Arkansas State Highway and Transportation Department.

In 1992, the Arkansas State Highway Commission published a historical record of its first 80 years in existence. Entitled *HISTORI-*

CAL REVIEW: Arkansas State Highway Commission and Arkansas State Highway and Transportation Department, 1913-1992, the book documented the history of the Commission and the Department from a very unique, once-in-a-lifetime perspective.

The 80-year history of the Highway Commission at that time could be divided into two distinct periods: the 40 years prior to the landmark Mack-Blackwell Amendment, and the 40 years after its implementation. Famous quotes from Will Rogers were used in that publication to provide transitions between important periods in the Commission's history.

The Highway Commission is pleased to publish its latest historical record. Entitled ***HISTORICAL REVIEW - VOLUME TWO: Arkansas State Highway Commission and Arkansas State Highway and Transportation Department, 1913-2003***, this document again follows the history of the Commission and Department from their inceptions through 2003. This document retraces some of the steps from the earlier publication and concludes with a detailed look at the 1990s and the beginning of the 21st Century. As with the first account, the purpose of this book is to provide the reader with an accurate and complete historical account of the Highway Commission and Department.

The history of the Commission and Department is well documented in many different places – annual reports, biennial reports, newspaper articles, and issues of the Department's magazine *Arkansas Highways* and *Centerline* newsletter, etc. This publication brings information from all these sources, as well as others, together in one complete volume.

The book begins by taking a brief look at transportation in Arkansas, particularly road-building activities, as they existed prior to the establishment of the Commission in 1913. From 1913 forward, the book is divided by decades, concluding in 2003.

Following the narrative, a section has been devoted to the people who have served on the Arkansas State Highway Commission since the implementation of the Mack-Blackwell Amendment in 1953. A biographical sketch on each is included.

The Appendices offer additional information about the Commission and Department. Pertinent data is presented to help trace the growth and progress of the two entities.

The Commission and Department take great pride in the accomplishments that have been made possible through the support of the people of Arkansas, Governors and General Assemblies. It would be impossible to document every achievement, but this book attempts to chronicle key events and people that helped shape the Commission and Department.



Highway 71 in the Bentonville-Bella Vista area around 1900.



**EVENTS
LEADING UP TO
1913**

*“We are always yapping about the
‘Good Old Days’ and how
we look away back and enjoy it,
but I tell you there is a lot of hooley to it.”*

— **Will Rogers**

In this case, the “good old days” may have referred to the time before a gas tax was in place. Instead of a gas tax, healthy males between the ages of 21 and 45 were required to contribute five days per year in roadwork or pay the monetary equivalent.

Arkansas had several roads in place prior to becoming a state in 1836. Most of these early routes were old Indian or game trails and tended to follow the path of least resistance, avoiding rough ground.

Mountain trails generally led along higher ground, where undergrowth was not so dense, footing was drier, and fewer and smaller streams were easier to cross. High ridges provided vantage points where travelers could guard against enemies or scout game.

Carts and wagons became more prevalent as more and more permanent settlements were established in the Arkansas territory. Wider paths became necessary to accommodate these early forms of vehicular travel.

The federal government and the military were confronted with similar situations. Each needed a wider, better quality facility to link established centers of commerce and government in the east with frontier trading and military posts to the west.

The labor needed to construct these roads was more than the sparse population most areas could provide, and the territorial government had no local taxing authority to fund construction. Therefore, the federal government allocated funds and the use of military manpower to build a limited number of miles of “military” roads.

One of the first routes in Arkansas to be designated as a military road was the Southwest Trail. This old Indian trail began west of the Mississippi River at St. Louis and followed a southerly course through southeast Missouri to Hix’s Ferry on the Current River in what is today Randolph County. The route continued southwesterly through the central portion of the state to the town of Fulton on the Red River, which was the border between the United States and Mexico at the time. Congress declared it a military road in 1803 and appropriated funds for its improvement.

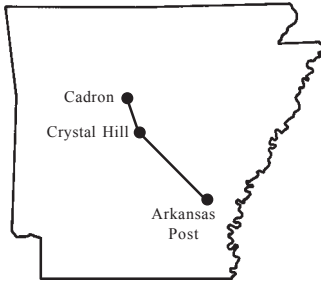
The earliest recorded road believed to have been constructed by Arkansas labor was known as John Pyeatt’s Road. Around 1807, John



Tumbling Shoals Ferry at Heber around the turn of the century.



John Pyeatt's Road



Pyeatt enlisted the aid of his neighbors to construct a road from Cadron through Crystal Hill and on to Arkansas Post. The route followed the north bank of the Arkansas River for about 50 miles where it connected with an old Indian trail that led directly to Arkansas Post. This route appeared on the 1836 map of Arkansas.

To fully understand the ruggedness of land travel during this time, a definition of the word “completed” is needed. Typical specifications of the time called for a road to be “opened” to a certain width and entirely cleared. All brush and saplings six inches or less in diameter were to be cut even with the ground. Trees between six and twelve inches in diameter were to be cut within four inches of the ground, and trees over twelve inches in diameter were cut to within eight inches of the ground.

Therefore, “completed” meant the timber had been removed from the road and the sides of the ditches had been cut. Only horses and light wagons could effectively travel on these roads in good weather, and they often became totally impassable during rainy seasons.

This road was built in a “horseshoe” rather than bridge the short distance over the gully.



One visitor traveling along the Southwest Trail near Fulton in 1834 described the roadbed as being filled with rocks, stumps and fallen trees. He observed that fallen trees across the road were not removed in a timely manner and that the Arkansas road users had developed a peculiar habit. Instead of removing the tree from the road, travelers would make a short detour or turnout around the tree. A fallen tree across a turnout would cause a second detour, and so forth. It was not unusual for a road to wander some distance from its original alignment, he noted.

More military roads were authorized in the late 1820s. In 1828, an east-west military road from Memphis to Little Rock was completed. This route was extended west to Fort Smith in 1829.

The federal government spent approximately \$250,000 constructing the Memphis to Fort Smith route, but the responsibility of maintenance was left entirely up to the territory. The struggling territorial general assembly was not able to provide funds for this upkeep, and the road soon began to show the effects of increasing traffic volumes.

Because the road had become a major link to the southwest, Congress provided another \$200,000 in 1830 to upgrade the road to an all-weather facility. However, these funds were exhausted before the entire route was completed to all-weather standards, and no additional funds were allocated prior to statehood in 1836.

The first attempt at developing a road system on the local level came in 1829 when the territorial legislature gave the responsibility for laying out roads and bridges to the county courts. Little, if any, progress was recorded because of this action.

In 1838, the Second General Assembly of the State of Arkansas assigned the responsibility for maintaining roads and building extensions to the counties. However, little coordination existed among the counties concerning improved road networks. Oftentimes, a road did not link important towns within the same county, so very little emphasis was placed on a system of roads to connect the counties.

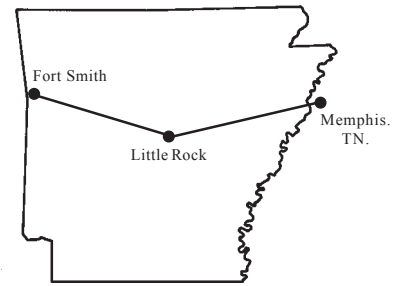
Soon after statehood in 1836 came “post” roads. These roads were built and maintained under contract at federal expense to connect major centers of government and population, which were not located on navigable rivers. They were constructed under the jurisdiction of the Post Office and Agriculture Departments.

The first post road in Arkansas was built very soon after statehood between Batesville and Lewisburg, which was on the Arkansas River just south of Morrilton. Batesville was located on the Little Rock/St. Louis Military Road and was the dominant population and governmental center of the northern half of the state. Little Rock’s influence at that time was oriented more to the southern half of the state.

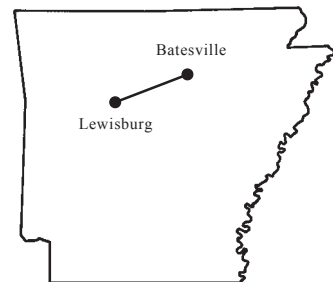
The major function of the post roads was to provide a communications network for government and commerce in those inland areas where navigation by steamboat was not possible. In Arkansas, and many states west of the Mississippi River, the post roads utilized and expanded on the system of military roads that had opened up during the territorial years. The result was a system of roads that provided relatively rapid mail and passenger service by stagecoach.

The combination of the steamboats on the navigable rivers and the stagecoaches and covered wagons on the post roads provided the state with the highest form of transportation service available during its first four decades of existence. This system would be comparable to our system of Interstate highways and railroads today.

East-West Military Road



First Post Road



By the mid-1800s, the railroads began to have an impact on land travel in Arkansas. In 1862, one could make the Little Rock to Memphis trip in only 32 hours by taking the train from Little Rock to DeValls Bluff, steamboat to Clarendon, stagecoach to Madison, train to Hopefield (near West Memphis), and ferry to Memphis. This was a full 24 hours less than any other route. Total fare for the trip: about \$10.

While the railroads helped to make overland travel easier, the general population still looked to the horse and buggy for personal mobility. But in the 1870s, the bicycle began to emerge as the “in” thing for an increasing number of individuals, particularly those in growing cities.

The reason for the attraction was obvious; a low initial cost, virtually no maintenance, and no daily ration of expensive oats and hay was needed. It was the bicyclists, especially those in the east, north, far west and upper south who spurred the movement for better roads. The impact of ruts, stumps and potholes upon bicycle seats pushed cyclists to form “good roads” committees.

The 2,208-foot pontoon bridge over the Arkansas River at Dardanelle, said to be the longest bridge of its kind in the world at that time, was constructed in 1890 as a toll facility. The pontoon bridge was replaced in 1929 by a steel structure, passable at no charge.



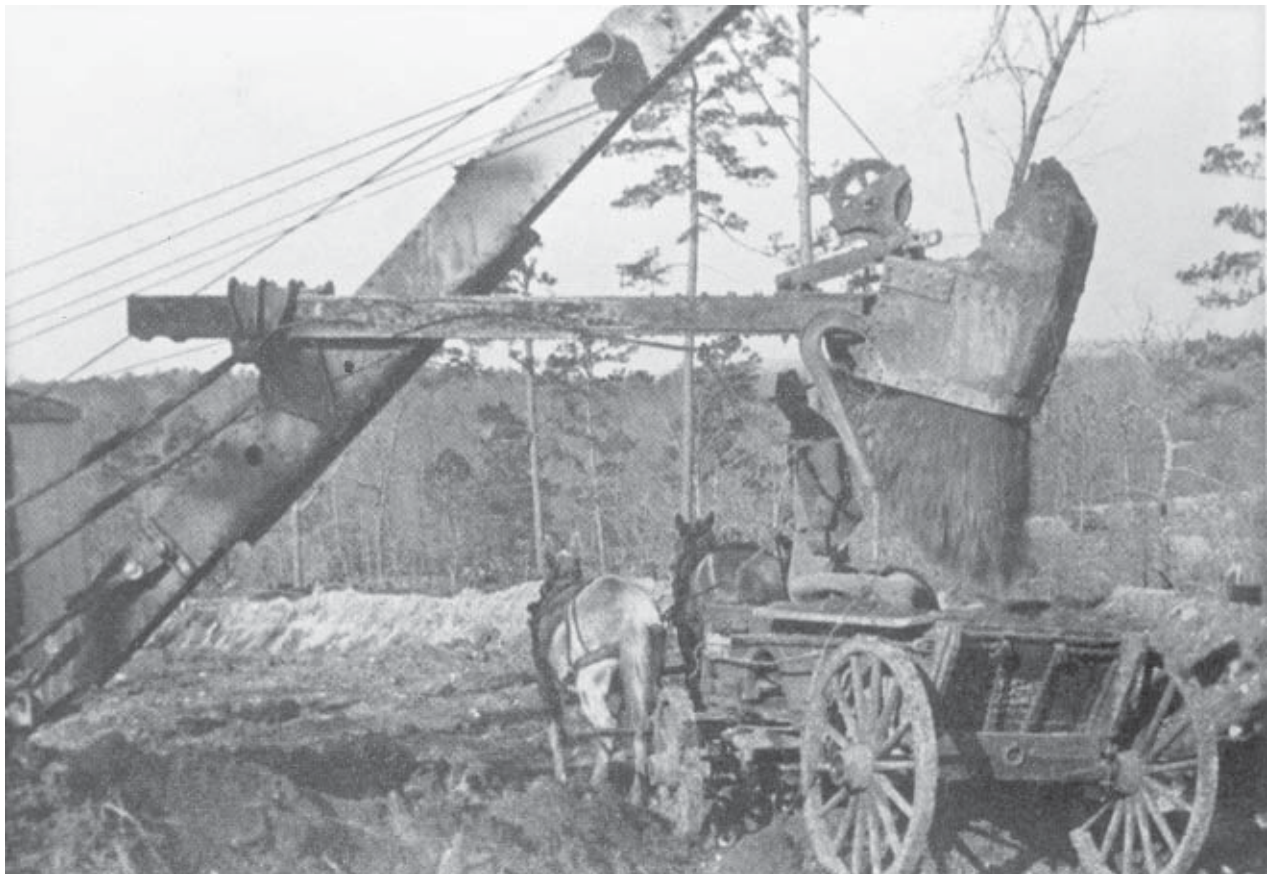
In 1880, the League of American Wheelmen was organized. Although it was headquartered in Boston, state and local affiliates were formed across the country. The group began publishing the Good Roads Magazine in 1891, which became a popular and widely read journal among the 40,000 group members nationwide.

At a meeting of State Road Improvement Associations held in Chicago in 1892, the National League for Good Roads was founded. The gasoline-powered automobile was still a virtually unheard of novelty at this time - a noisy, smoky, smelly, rich man's toy - but the "good roads movement" had fully begun.

Other groups supported the movement as well, including the railroads who recognized the value of all-weather feeder roads for their railheads and farm organizations. The U.S. Department of Agriculture even went so far as to establish an Office of Public Road Inquiry, which is considered the forerunner of today's Federal Highway Administration.

Even though cycling never became as popular in Arkansas and other deep south states, mainly due to the long, hot summers, a group of Little Rock cyclists took the lead in promoting the good roads movement in Arkansas in the early and mid-1890s. The *Arkansas Gazette* became a strong voice of support for their efforts and helped champion their cause.

Crude construction equipment and horse drawn wagons made early road construction a tedious task.



The group was successful in persuading Governor James P. Clarke to schedule a Good Roads Convention in Little Rock in 1896. All county judges were invited and authorized to appoint a five-member delegation from their county to attend. Governor Clarke proclaimed the opening day of the convention, February 25, 1896, as “Good Roads Day in Arkansas.”

Two hundred and twenty delegates representing 44 counties attended the convention. Although no permanent organization or policy came from the meeting, a committee of ten men was appointed to act on all matters relating to the good roads movement.

On April 9, 1896, the committee met and created Arkansas’ first formal good roads organization, “The Good Roads League of the State of Arkansas.” Dr. A.C. Millar, President of Hendrix College, was selected as Chairman of the League, and H.L. Rimmel of Newport was named Vice Chairman.

The League adopted five basic goals:

1. To stimulate general interest in improved public roads;
2. To collect and disseminate better methods of road building and maintenance;
3. To encourage state and federal legislation favoring road improvements, especially on farm-to-market roads;
4. To publish material necessary and useful in promoting the movement; and
5. To promote the formation of a five-member committee in each county to organize and promote local activities for road improvements.

A month after the League’s creation, they reported a series of findings to the *Arkansas Gazette*, which published them on May 8, 1896. The material included information from a study on the effects of farm-to-market roads on agriculture. It showed that, (a) Arkansas farmers were paying \$9 million per year in additional transportation costs because of poor roads, and (b) that macadamized ‘highways’ (a surface nine feet wide) to replace existing dirt roads would cost at least \$500 per mile.

The committee also pointed out in their report that under the Arkansas Constitution there were three potential sources for road improvement revenue, any or all of which could be utilized. These were:

1. The general assembly had the power to levy an ad valorem (percentage of value) tax of up to ten mills at the state level to be allocated as aid to counties for roadwork;
2. The county courts had the power to levy an ad valorem tax of up to five mills at the local level to be allocated among the townships or road districts for road work; and/or

3. The county courts could authorize groups of landowners to organize specific road improvement districts, whose members could be assessed on a pro rata basis for road funding.

Although the good roads movement was spreading, no one wanted to be tagged for the cost of a road program. City dwellers wanted the rural population to foot the bill because, they believed, it was the farmer who stood to benefit the most. But 95% of the state's population was rural at the time, so those arguments fell on deaf ears.

In the 1897 legislative session, a weak effort was made to improve the existing road law (adult males contributing five days work or the monetary equivalent). The Prince Act of 1897 was enacted. It made little change other than to authorize the county court to furnish each road overseer with a team of animals, a road scraper, a large plow and a few other basic tools.

Good roads advocates attacked the Act, but it did offer hope in that the general assembly did take action on a road improvement program. Real progress was realized in 1899 when Amendment No. 3 to the State Constitution was adopted. It authorized county quorum courts to levy and collect a "County Road Tax" of up to three mills that was to be used solely for road purposes. Voters of the county had to pass it at each general election, though, so a constant source of revenue was still missing for most counties.

The first buggy across the Fort Smith-Van Buren Bridge, January 26, 1912.



*This bridge across Cadron Creek, north of Conway, was completed in 1874.
It was closed to traffic in 1988 and
is listed on the National Register of Historic Places.*



Act 200, later in 1899, was the enabling legislation for Amendment No. 3 and served to clarify some of the ambiguities of the Prince Act of 1897. Once a county had voted for a public road tax, the county court was authorized to employ one resident of the county to be the road commissioner, who was empowered to divide the county into as many road districts as were considered necessary.

All public roads running most centrally through the county and used most by the public were designated as first class roads by the Act, and all other public roads were considered second class. Work on the first class roads took top priority. All bridges of the first class were to be built and repaired by the county, and all second-class bridges were the responsibility of the road overseer for that district.

One overseer was employed by the county for each road district at the salary of \$1.50 per day. One of the overseer's primary duties was to see that every intersection in his district was marked with a large sign giving the direction and distance to the most noted places to which that road led.

The overseer was also responsible for directing the work of prisoners who were often sent out to work on road crews. The overseer's

duties were to manage and control the prisoners and to adopt measures to prevent their escape. The prisoners were paid 75 cents for each full day's work, which was credited toward any fines or other penalties being held against them.

In November 1900, good roads advocates from 38 of the 45 states convened in St. Louis and formed the National Good Roads Association. The interesting thing about this meeting was that, for the first time, automobile enthusiasts were among the participants. By 1910, the automobile owners had virtually taken over the Association. That group, along with the American Automobile Association that was formed in 1902, became the driving force behind the good roads movement nationally for the next three decades.

After seven years of existence, the unfunded Good Roads League of the State of Arkansas held its second convention in Little Rock in 1903. The Little Rock Board of Trade organized the meeting and made all the necessary preparations. Some 1,200 delegates attended, primarily to hear the principal speaker, the Director of the U.S. Office of Public Road Inquiry. The delegates agreed to change the name of the organization to the Arkansas Good Roads Association and to hold annual conventions thereafter. A permanent office was established in Little Rock.

Following the turn of the century, the good roads movement gained momentum at a rapid pace. It seemed that everyone - the public, railroads, bankers, industrial groups, etc. - wanted better roads. But

Street paving projects in the early years always attracted a large crowd of onlookers.



one major question remained unanswered: Who should pay for these improvements?

More realistic road financing proposals soon surfaced in Arkansas. In 1907, Act 144, commonly referred to as the Arnold Road Bill, became law.

This Act, in effect, gave the counties the authority to set up road improvement districts at the request of a majority of landowners along a particular road. Few road improvement districts were established under this law at first because of various legal questions, but it did lay the framework for later bills which made road improvement districts flourish.

The 1911 General Assembly made great strides toward recognizing the importance of better roads. First, Act 134 of 1911 legally defined the motor vehicle and imposed a \$5 annual registration fee, which went into the general fund and was not dedicated to road purposes. Secondly, Act 234 of 1911 supplemented the general road laws in place and provided for the appointment of a county highway engineer to directly supervise all public roads in that county.

These legislative activities began the process of establishing what Arkansas desperately needed - a state highway commission to direct the activities of a department responsible for statewide road construction and maintenance.

Fewer than 4,000 vehicles were registered in Arkansas when the first Arkansas Highway Department was created.



Prisoner road crews operate steam drills on what is now Highway 62 in Carroll County in 1918.



Dedicated in 1914, the Dollar Way Road, extending northwest from Pine Bluff to the Pulaski County line, was the longest continuous stretch of concrete pavement in the nation. Total cost was \$158,000 for the 23.6 miles of pavement, or approximately \$1 per lineal foot; thus the name "The Dollar Way."





CHAPTER 1
The Teens
1913-1919

*“There is something about riding
down the street on a prancing horse
that makes you feel like something,
even if you ain’t a thing.”*

— **Will Rogers**

Many people probably shared Will Rogers’ sentiments in the early 1900s. After all, horses had been the primary source of personal travel for centuries. But people were rushing to buy those marvels of modern technology known as the automobile that offered greater freedom of movement.

There were 3,596 registered passenger vehicles in Arkansas in 1913, and the number would begin to grow rapidly. But Arkansas’ roads were not designed for the arrival of the automobile on the transportation scene. Road matters had been handled at the local level for years and the roads that were built were often constructed to serve specific neighborhoods or even individuals. Most were rough and

dusty in dry weather, and muddy or impassable during rains. A connected system of roads was far from a reality.

That was the scene faced by the 39th Arkansas General Assembly when it convened in 1913. The legislators responded by creating the first highway administrative agency in Arkansas. Act 302 of 1913 established the State Highway Commission, and the State Highway Department was created as an affiliate of the Department of State Lands under the same Act. The new agency was renamed the Department of State Lands, Highways and Improvements.

The signing of the legislation on March 31, 1913, by Governor J.M. Futrell meant that Arkansas had taken a big step out of the horse and buggy days. The formation of this new department also meant that better roads were expected by the public.

Public expectations are hard to live up to in ideal situations, and the amount of authority that was originally vested in the Highway Commission was less than ideal. But by working within their assigned responsibilities, the Commission began to establish the principles that would support the development of a network of highways.

Act 302 of 1913 took effect April 1, 1913, and established a three-member Highway Commission consisting of the Commissioner of State Lands, Highways and Improvements, who served as Chairman,

County and state prisoners working on the road to Eureka Springs in 1918.



and two others appointed by the Governor to serve staggered two-year terms. The Commissioners were authorized to select a Commission Secretary to assist with administrative duties.

In his capacity as State Land Commissioner, Reuben G. Dye of Forrest City became the first Chairman of the Highway Commission. Governor Futrell appointed C. W. Highfill of Jonesboro to serve the original two-year term, and A.S. Kilgore of Magnolia for one year.

The Commission was required to meet quarterly to transact regular business. Special meetings could be called by the Chairman or at the request of the other two members. The Commission's primary responsibilities were to outline the work to be undertaken by the Department of State Lands, Highways and Improvements, and to establish policy. A biennial report was required for submission to the legislature.

The Chairman of the Commission was paid \$2,500 annually because of his position as State Land Commissioner. The other Commissioners were not paid a salary. They did receive \$5 per day plus travel expenses while engaged in official duties.

The new Department of State Lands, Highways and Improvements was given suitable quarters at the State Capitol including an office, workrooms and a meeting room for the Commission. The Department was divided into three divisions: the State Land Division, Automobile License Division, and the Highway Division.

Specifically defined responsibilities of the Department included the general supervision over road construction and maintenance; furnishing counties and improvement districts with advice and assistance; preparing and distributing information relative to roads, bridges, drainage levees, and other public improvements; distributing available funds for the construction of public roads; overseeing the efficient utilization of county and state convicts; and promoting greater interest in the improvement of Arkansas' highways.

Section 10 of Act 302 required that all officers and employees of the new Department take an oath before beginning employment. They had to swear that they would not:

1. have an interest in the sale or lease of timber, lands, or water or mineral rights;
2. be interested in the approval or location of any public road or other improvement; or
3. use influence to gain reward or material advantage.

Act 302 also established the first Highway Improvement Fund. The Act provided for the collection of a \$10 annual license fee on motor vehicles that was credited to the Highway Improvement Fund maintained by the State Treasurer.

One thing Act 302 did not do was create a system of state highways. It would be ten more years before the Highway Commission

could convince the general assembly that such a system was desperately needed.

The Commission's first priority in 1913 was to hire a qualified State Highway Engineer at a starting salary of \$3,000 per year to oversee road construction and maintenance activities statewide. E.A. Kingsley became the first State Highway Engineer, but he resigned January 6, 1914, after less than one year on the job. He was succeeded by Hugh R. Carter.

With a budget of only \$72,540 to work with in 1913, no system of state highways, and limited legislative powers, the Commission quickly realized that an effort to educate the general public was needed. A campaign to familiarize Arkansans with highway laws and the legal responsibilities of the Department was begun. These efforts were considered by the State Highway Engineer to be very important to the future of road building in Arkansas.

In a letter dated January 17, 1914, State Highway Engineer Hugh Carter apprised the Commission of the status of road conditions in Arkansas and offered some recommendations:

“... At the time I became your Highway Engineer, I found 36,000 miles of public roads with less than 1,000 miles, or three percent, improved. A comparison of our road conditions with that of other states is indeed embarrassing. I desire to here state that the efforts of the Commission toward familiarizing the people with our highway laws, what the Department could and would do for them ... has been one of the most important movements toward the resolution of our road conditions. From my close touch with road conditions in various parts of the state, and the people affected, I am convinced that the demand is here for progressive road legislation. Realizing the importance of informing our people on road matters, we are now issuing bulletins on various road subjects. ... I would recommend that you call the attention of our Legislature to the importance of appropriating a sum sufficient for the purchase of a set of road models showing the proper construction of different classes of roads. These models can be exhibited at various county fairs and other places of public gathering.

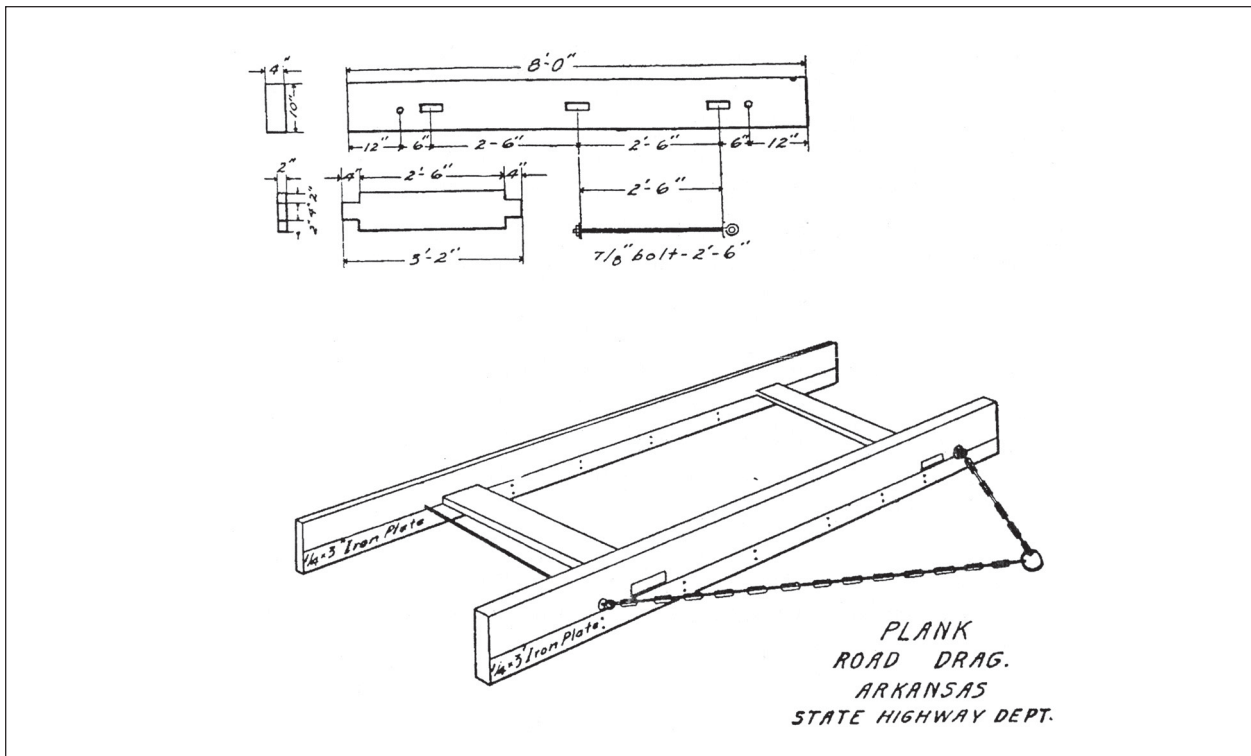
System in road matters is as necessary as in any private business, yet we are in the same rut and have been for forty years. Under our present lack of system, an enormous sum of \$1,200,000 per year is being spent from the general 3-mill tax alone, with no great improvements over conditions of the past. Our present law provides that each county be divided into numbers of road districts, and that the taxes collected in any district be spent only in that

district. Pulaski County is divided into 26 districts, several of which do not have more than \$200 per year. These small districts are in the charge of a road overseer. I venture the assertion that five percent of our road overseers have never spent an hour in reading up on road matters. I do not blame the road overseers; it is the system which is to blame. Their term of office is indeterminate in some cases, their pay is small, and, lastly, their labor known as 'free labor,' is in most cases very unsatisfactory because of the ever-changing organization. By the time a man gets in shape to do something, his time is up. ... It is better to build ten miles of the best construction on important roads reaching the most people than to patch mud holes over the entire county."

In the beginning, the Department owned only simple demonstration equipment to use as models for the road overseers. Department personnel did not do any road work themselves; rather, they served as advisors to the county road overseers.

In spite of these humble beginnings, plans and specifications for jobs totaling \$2,315,366 were provided to counties and road improvement districts in 1913-14. Guidelines were established during this time to ensure uniform and economical construction practices statewide, and the Department supervised the construction of 93 miles of permanent roads at an average cost of \$5,300 per mile.

An early example of "Standard Specifications."



Act 302 of 1913 also included a provision designed to aid in the creation of road improvement districts by authorizing the sale of bonds to finance construction in the districts. But legal questions regarding qualification criteria for the districts arose, and the Attorney General ruled that marketable bonds could not be issued. Because of this, no bonds were ever issued under this Act.

When the general assembly next convened in regular session in 1915, Act 338, known as the Alexander Road Law, was enacted. This law answered questions brought about by Act 302 of 1913 by clarifying the qualifications that had to be met to form a road improvement district.

The Alexander Road Law clearly specified the procedure to be followed to create a road improvement district and fixed the amount of money that could be raised against real property as 30% of the total assessed value of the property within the district. The result was that neighbors along a particular route could form a road improvement district, contract out for the construction, borrow the money to finance the project, and in effect, mortgage their property as a debt guarantee.

While the Alexander Road Law was workable and led to the creation of several new improvement districts, there were still drawbacks. Many existing districts found the requirements cumbersome and not adaptable to their particular needs. The fixed rate of 30% of assessed value often did not provide sufficient funds to construct the type of road needed, especially in rural areas. There was still no unified plan for these roads, the result being a patchwork of roads with many unimproved sections between stretches of new roads. But the benefits of the Alexander Road Law over its predecessors still outweighed its drawbacks, and with the passage of Act 338, road improvement districts were on their way.

The proliferation of the automobile continued in Arkansas. The number of registered vehicles increased to 5,629 in 1914; 8,010 in 1915; and to 15,123 in 1916. More traffic meant more demand for better roads, not only in Arkansas but nationwide. In 1916, for the first time, the federal government assumed a national role in road building.

The Federal Aid Act of 1916, passed July 11, 1916, began the federal/state relationship in the financing of road construction. Under this Act, the Secretary of Agriculture was directed to cooperate with the states in the construction of rural post roads. These roads were specifically defined as,

“... those over which the U.S. Mails now or may hereafter be transported, excluding streets and roads in places having a population of 2,500 or more, except that portion of such thoroughfares along which the houses average more than 200 feet apart.”

The expenditure of federal funds was limited to \$10,000 per mile, excluding bridges, and under no circumstance was the federal share to exceed 50% of the total cost of a project.

The total appropriation from the Federal Aid Act of 1916 was \$85 million. This was broken down to \$75 million to be divided among the states over the five-year life of the Act, and \$10 million for national forest roads.

The \$75 million was divided according to the following formula: one-third based on the ratio which the area of each state bears to the total area of the United States; one-third based on the ratio which the population of each state bears to the total population of the United States; and one-third based on the ratio which the mileage of rural delivery routes in each state bears to the total in the United States.

Based on this formula, Arkansas' appropriation under the five-year bill amounted to \$1,240,336.50. This was broken down as follows:

1916 (FFY* '17)	\$ 82,689.10
1917 (FFY '18)	\$ 165,378.20
1918 (FFY '19)	\$ 248,067.30
1919 (FFY '20)	\$ 330,756.40
1920 (FFY '21)	\$ 413,445.50
<hr/>	
Total	\$1,240,336.50

*FFY: Federal Fiscal Year

In order to qualify for these federal funds, the legislature in 1917 passed Act 105 which designated all the roads in the state that met the qualifications for eligibility of federal funds as “state roads.” This was not a system of state highways that the Highway Commission had been advocating since its inception, but it did ensure that federal funds could be used on these roads.

Act 105 of 1917 also created an Advisory Board as a branch of the Highway Commission. The Advisory Board consisted of the State Highway Engineer, the Professor of Civil Engineering at the University of Arkansas and one member appointed by the Governor.

Their function was to examine all preliminary plans, specifications and cost estimates and to recommend to the Highway Commission whether or not state or federal aid funds should be used on a particular project. The Act stated:

“The State Highway Commission is not permitted under this Act to render State or Federal aid to any county or subdivision thereof, or any improvement district, except on the recommendation of said Advisory Board.”

The Advisory Board remained in existence until 1929, when it was abolished.

Another factor having an impact on the early years of the Department was World War I. During the war, very little new construction took place, and the Department had no organized maintenance program in

place. Heavy war traffic took its toll on the roads. When the war ended in 1918, the Commission made the following reference to the effects the war had on the Department in the Third Biennial Report:

“On the account of the unsettled conditions during the war and the loss of so many of our best men, fully 75% of the constructional work in the state has been held up until conditions have had time to adjust themselves. The nation’s entire strength has been concentrated and exerted to win the war, this we have gloriously accomplished, but we have now the biggest problem of the age to solve, that of bringing our country back to normal or pre-war conditions.”

A time of economic prosperity followed the close of the war, and in February 1919, the Federal Aid Act of 1916 was amended and additional funds were appropriated for road construction. The new appropriations for Arkansas were as follows:

FFY 1919	\$1,090,247.99
FFY 1920	\$1,596,436.09
FFY 1921	\$1,685,178.09

The whole country assumed a very bright economic outlook in the postwar years. Everyone had money, property values were high, money was cheap and easy to borrow; thus the people began clamoring for more and better roads. The result was that the legislature in 1919 and 1920 passed 457 special acts creating more than 300 road improvement districts covering approximately 9,000 miles.

In 1919, there was so much work, not only in Arkansas but also across the nation, that experienced engineers, instrumentmen and drafters were in great demand. Because of limited salary appropriations, the Department’s salary for engineers was only about 60-70% of what other states were paying. This resulted in an average length of employment for engineers at the Department of only 8.9 months. At one point in 1919, there were 22 vacancies for engineering assistants.

Summary

The creation of the Highway Commission in 1913 began the process of moving Arkansas out of the horse and buggy era and into the auto age. Unfortunately, the first Commissions had very little power or authority, an even smaller amount of funding, and no organized statewide “system” of roads on which to focus. However, those early Commissions did a good job of establishing policies on which future Commissions could expand.

The concept of establishing road improvement districts to build roads locally led to a very unorganized road system. The road improvement districts focused on building roads and gave very little thought to maintenance once the road was complete. And, as the state would later learn, the road improvement districts were a very costly way of building those early roads.

It was obvious from the very beginning that the state desperately needed a broader vision for road building than the road improvement districts could provide. The Highway Commission was in place to oversee such activities, but it would be a few more years before there would be a state highway system constructed and maintained under the direct supervision of the Commission.

Traveling Highway 71 in the Bella Vista area.

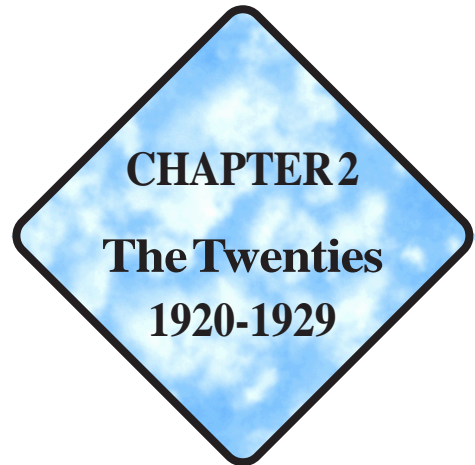


Downtown Main Street in Stuttgart in the late 1920's.



Old and new modes of transportation parked in front of the Benton County National Bank in the 1920's.





CHAPTER 2
The Twenties
1920-1929

*“I know nothing in the world
about engines, that is,
if they stopped this thing and
raised the hood and a rabbit jumped out,
I would just figure he belonged in there.”*

Will Rogers

Most Americans probably didn't understand how the automobile worked. Nonetheless, they had become totally enamored with the automobile and the sensation of driving one. In Arkansas, the number of vehicles had grown from 3,596 in 1913 to nearly 60,000 in 1920.

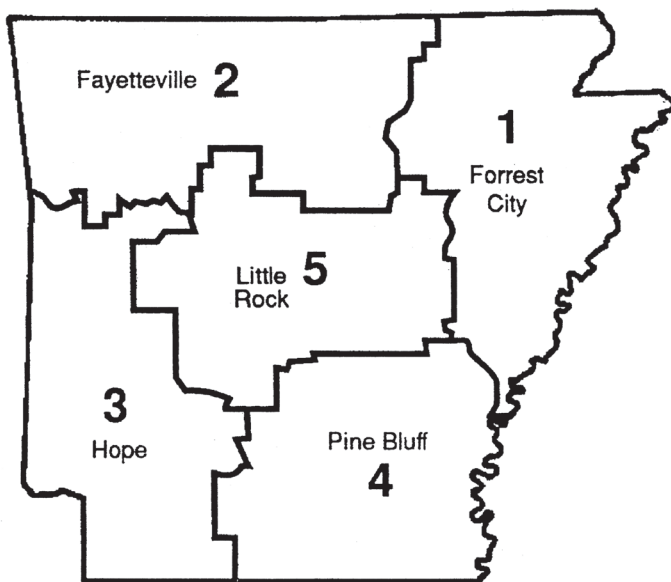
The economic prosperity evident in the post-World War I era also brought inflated prices. Increased demand for labor, materials and equipment following the war advanced costs rapidly during 1919 and 1920, making them over 100% higher than they were in 1917.

The fact that a large number of construction projects were begun when prices were at an all-time high, coupled with the fact that many

projects were given life which never should have been started, caused many people to complain. They felt this poor planning would cost the state many hundreds of thousands of dollars.

They were also unhappy that the state still did not have a connected system of roads planned, and no organized policy for maintaining the existing roads. Consequently, almost every candidate in the 1920 political campaign severely attacked the road improvement district plan and the Department's general program.

The year 1921 brought more changes to the Department in an attempt to rectify some of these complaints. In January 1921, the Commission reorganized the Department in an effort to better assist the road improvement districts and counties. For the first time, the state was divided into five highway districts, each headed by an engineer. These districts were headquartered in Forrest City, Fayetteville, Hope, Pine Bluff and Little Rock. The technical personnel previously located in Little Rock were spread around the state in these districts.



When the legislature convened in 1921, antagonistic legislators made it clear that they were opposed to continuing with the road-building program of the time. Legislation was introduced to take all revenue generated by automobile license fees away from the Highway Improvement Fund, giving it all to the counties. A hard fight, mounted by friends of the Highway Department, managed to salvage 30% of those funds for the Department.

To offset this loss of revenue, replacement legislation was passed. Act 494 established a sliding scale for automobile and truck registration fees based on horsepower and weight. Act 606 produced the first gasoline tax of one cent per gallon on vehicles using public highways.

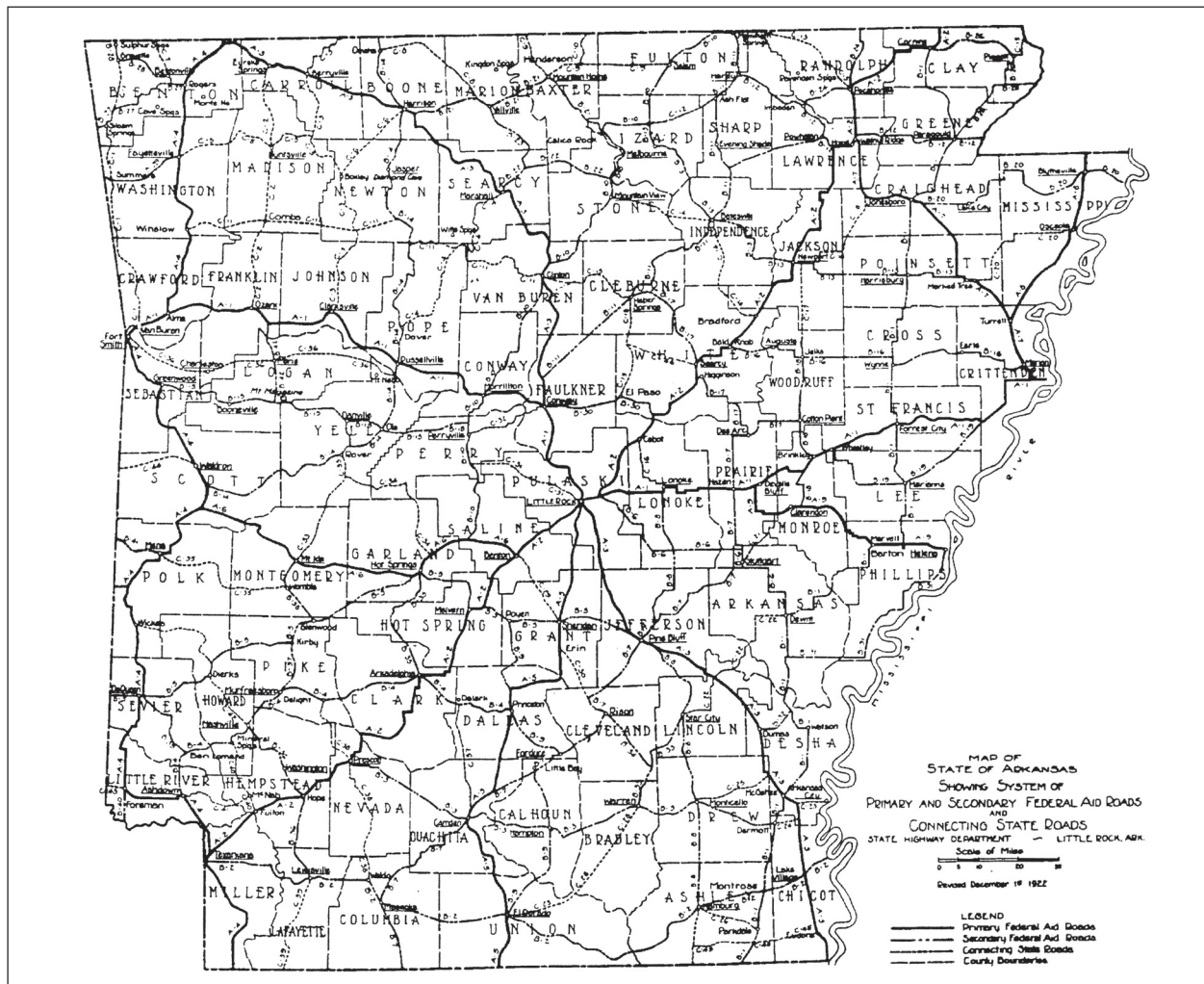
The State Comptroller estimated the one-cent per gallon gasoline tax would generate about \$320,000 annually.

The gasoline tax took effect April 1, 1921. After adding the one-cent per gallon tax, the price was approximately 25 cents for a gallon of gasoline. Filling station owners were notified of the increase, and they displayed placards informing automobile owners of the tax.

On November 9, 1921, Congress passed the Federal Aid Road Act of 1921. The Act originally appropriated funds for federal fiscal year 1922, but it was amended in June 1922 to extend through federal fiscal year 1925. The appropriations for Arkansas were as follows:

FFY 1922	\$1,254,142.00
FFY 1923	\$ 836,094.80
FFY 1924	\$1,086,881.00
FFY 1925	\$1,254,142.00

The Federal Aid System in Arkansas in 1922.



Besides appropriating more federal funds, the Act also imposed new requirements on the states to be eligible for these funds. One stipulation was that the state had to designate a system of connected highways not to exceed 7% of the total public mileage in the state. Another was that primary roads were to be 18 feet wide unless some physical, economical, traffic or legal conditions justified less width.

Also, for the first time, states were required to meet certain maintenance specifications under this Act. If the Secretary of Agriculture found a road constructed with federal aid not properly maintained, the state would be notified and given four months to correct the situation. If after four months the road was still not in the proper condition, future federal aid funds would not be approved.

States not already in compliance with these new, stricter provisions were given three years in which to pass enabling legislation. The Fifth Biennial Report states:

“It can be readily seen that the provisions outlined, if carried out practicably and fairly, will give the State of Arkansas eventually a system of well built, well located, and well maintained roads, roads over which vehicles can travel from point to point throughout the year to the material upbuilding and uplifting of the State and its people.”

During the prosperous but inflated years of 1919-20, road improvement districts had been created left and right in an attempt to appease the motoring public. But a severe reversal of economic conditions in the early 1920's was proving to be disastrous. Many of the road improvement districts could not complete their projects with the funds they had raised, and reduced land values and lower agricultural prices made issuing additional bonds nearly impossible.

The dedication of the Broadway Bridge (Highway 70) looking into North Little Rock on Christmas Day 1922.



The Highway Department was forced to use virtually all of its resources to assist the nearly bankrupt districts. The Highway Commission established a policy of using all available funds to help complete unfinished projects.

Because of this, maintenance again became all but non-existent on the completed roads. Early in 1923, the Secretary of Agriculture refused to allow the use of federal funds on any new projects in Arkansas due to unsatisfactory maintenance. These funds were to remain cut off until the unsatisfactory conditions could be remedied.

The 1923 Regular Session of the General Assembly became an eventful session indeed. After much debate, Act 501 of 1923 raised the tax on gasoline to three cents per gallon but lowered the percentage to go to the Highway Department to 25%. The gas tax increase took effect April 1, 1923.

A small fraction of legislators then succeeded in blocking all constructive highway legislation proposed by the Highway Commission. Defeated measures included one to establish a system of state highways, and a new appropriations bill for the Department.

At midnight on June 30, 1923, the appropriation for the Department of State Lands, Highways, and Improvements expired and the Department closed down.

One summer without federal funds or construction activity on the state's roads made Arkansans hotter than the weather. Elected state officials realized that something had to be done. In September, Governor Thomas McRae called a special session to resolve the highway crisis.

A small group of legislators opposed to any new highway legislation remained intact and contested every point to the limits of legislative stalling in an attempt to defeat the highway proposals. After more than two weeks of legal maneuvering, all their roadblocks had been exhausted and it was time for action. A group of 38 Representatives displayed their disgust by walking out during the roll call vote on House Bill 55.

With these objectors out of the way, majority members moved rapidly to advance the necessary appropriation bills. The outcome was the enactment of Act 5 of the Special Session of 1923, known as the Harrelson Road Law.

Senator Peter A. Deisch of Phillips County and Representative Fred F. Harrelson of St. Francis County were credited with leading the successful campaign for the new legislation. Governor McRae described the Harrelson Road Law as being the "... *greatest piece of constructive legislation the State has known in many years.*" Federal officials stated that passage of the bill should ensure participation in federal aid again.

Under the Harrelson Road Law, the Highway Commission was expanded to five members - four appointed by the Governor plus the

Commissioner of the Department of State Lands, Highways and Improvements who served as Chairman. The four appointees were to be selected on the basis of one from each of the state's four Agricultural Districts. The terms of the Commissioners were to remain staggered but were extended to four years each.

The Harrelson Road Law also breathed life back into the Highway Department, though it was still under the auspices of the Department of State Lands, Highways and Improvements. Construction and maintenance activities throughout the state were to be supervised by the Department and Commission.

Road improvement district taxes were reduced by this legislation and, to compensate for this and shift the burden from the property owners to the road users, the gasoline tax was raised another penny to

The Sixth Arkansas State Highway Commission, 1923-24.



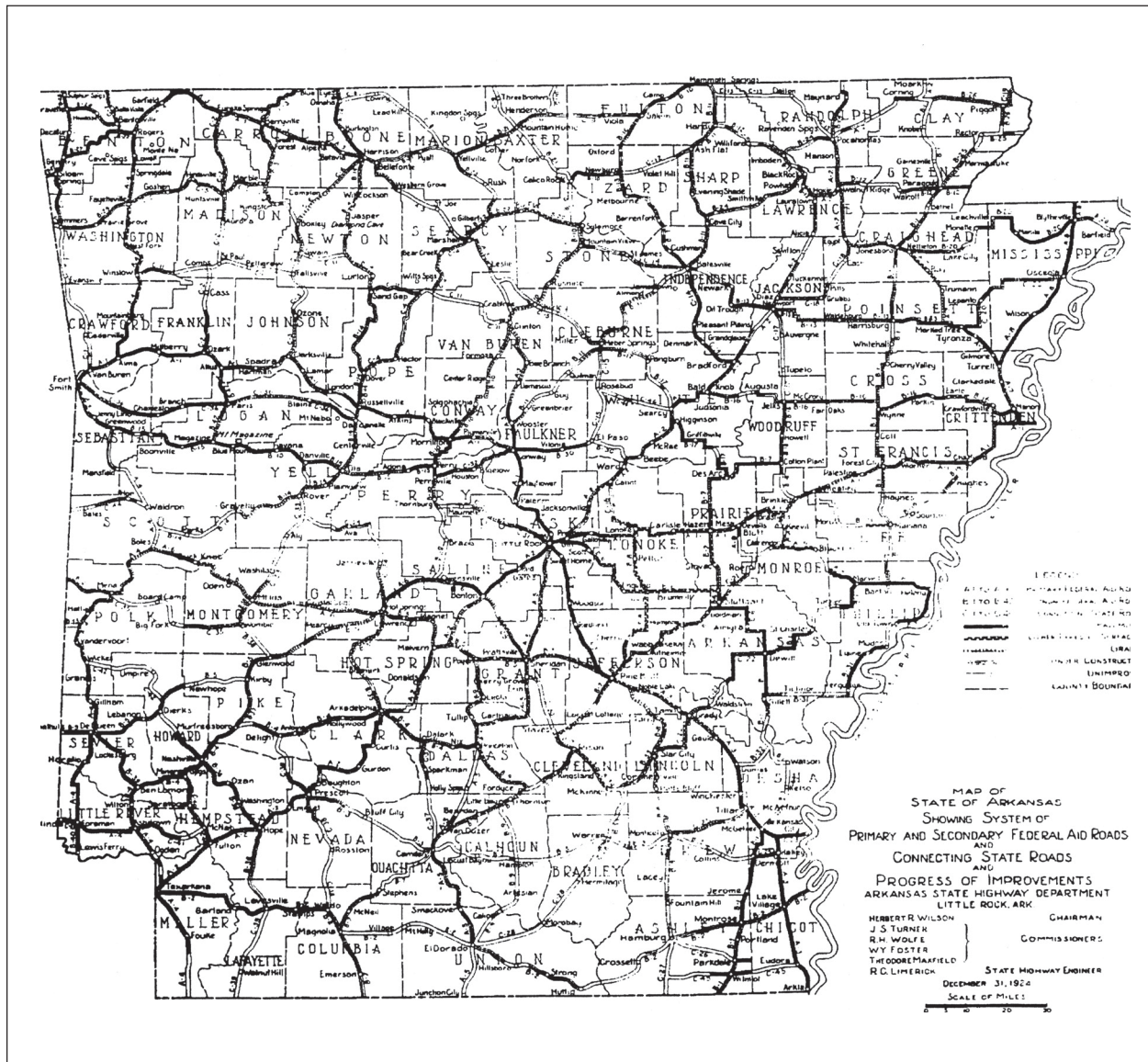


four cents per gallon. A tax of ten cents per gallon was also placed on motor oil.

Probably the most important aspect of the Harrelson Road Law, though, was the creation of the first official State Highway System. All construction and maintenance activities on this system were to fall under the jurisdiction of the Highway Commission.

The State Highway System originally consisted of about 6,637 miles of roads. This constituted nearly 10% of the total miles of public roads in the state. According to the Federal Aid Road Act of 1921, only 7% of a state's roads (or 5,037 miles in Arkansas' case) could be eligible for federal aid. But the Commission concluded that an additional 1,600 miles of connecting roads were necessary to fill in the gaps and create a more adequate system. Therefore, the complete State Highway System was comprised of about 6,637 miles, only 5,037 of which were eligible for federal aid.

The first State Highway System Map in 1924.



The first accurate accounting of mileage in 1924 showed the actual mileage of the system to be 6,718.55 miles. The increase was due to more accurate surveys - no additions had been made to the system. Also at this time, the Department produced Arkansas' first tourist map. Copies were sent out on request and were in great demand.

The original system was a hodgepodge of disconnected improvements and trails. System mileage from each county ranged from a low of 51.9 miles in Cross County to a high of 156.3 in Ashley County. Phillips County had the highest number of paved miles on the system with 73.05 miles, followed by Pulaski County with 61.65. Fifty-six counties reported no paved mileage, and seven reported no paved or "other surface" roads of any type. The State Highway System in 1924 looked like this:

Type Road	Miles	Percent
Paved	443.21	6.5
Other Surface	2,117.39	31.5
Improved Graded	1,606.20	24.0
Unimproved		
Maintained	1,132.35	17.0
No work	842.48	12.5
Under Construction	576.92	8.5
<hr/>		
Total	6,718.55	100.0

The Commission was granted authority under the Harrelson Road Law to expand the State Highway System as it deemed necessary, but the Commission refrained from expansion at first. They believed their first priority should be the existing roads.

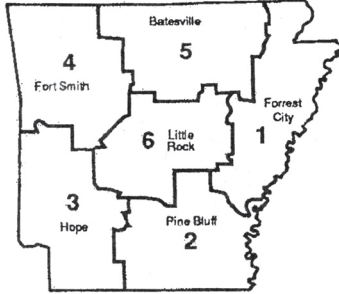
Roads built by improvement districts, except in a few cases, had been subjected to one to five years of use with little, if any, maintenance. This condition was the result of neglect and lack of funds.

Most bridges had been designed for lighter loads than were actually passing over them. In some cases, the bridges were safe for less than five tons, while seven- to ten-ton trucks loaded to twelve and fifteen tons were using them regularly.

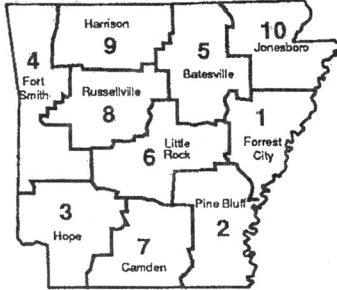
Because of these conditions, the Commission followed a course of action to get these neglected and worn out roads and bridges in the best condition possible with the available funds.

Petitions and requests to make additions to the State Highway System persisted throughout 1924 and into 1925, but the Commission held firm. Legislators, who were more vulnerable to these pressures, prepared a list of roads they considered of sufficient importance to be added to the system. The legislature did not take action to add these roads under an understanding that the Commission would do so when the proper time came and funds were provided for maintenance and improvement.

Highway Districts 1923



Highway Districts 1925



In July 1925, the Commission acted on this request and added another 1,600 miles to the system, bringing the total to almost 8,350 miles. At the close of calendar year 1926, the State Highway System condition summary was as follows:

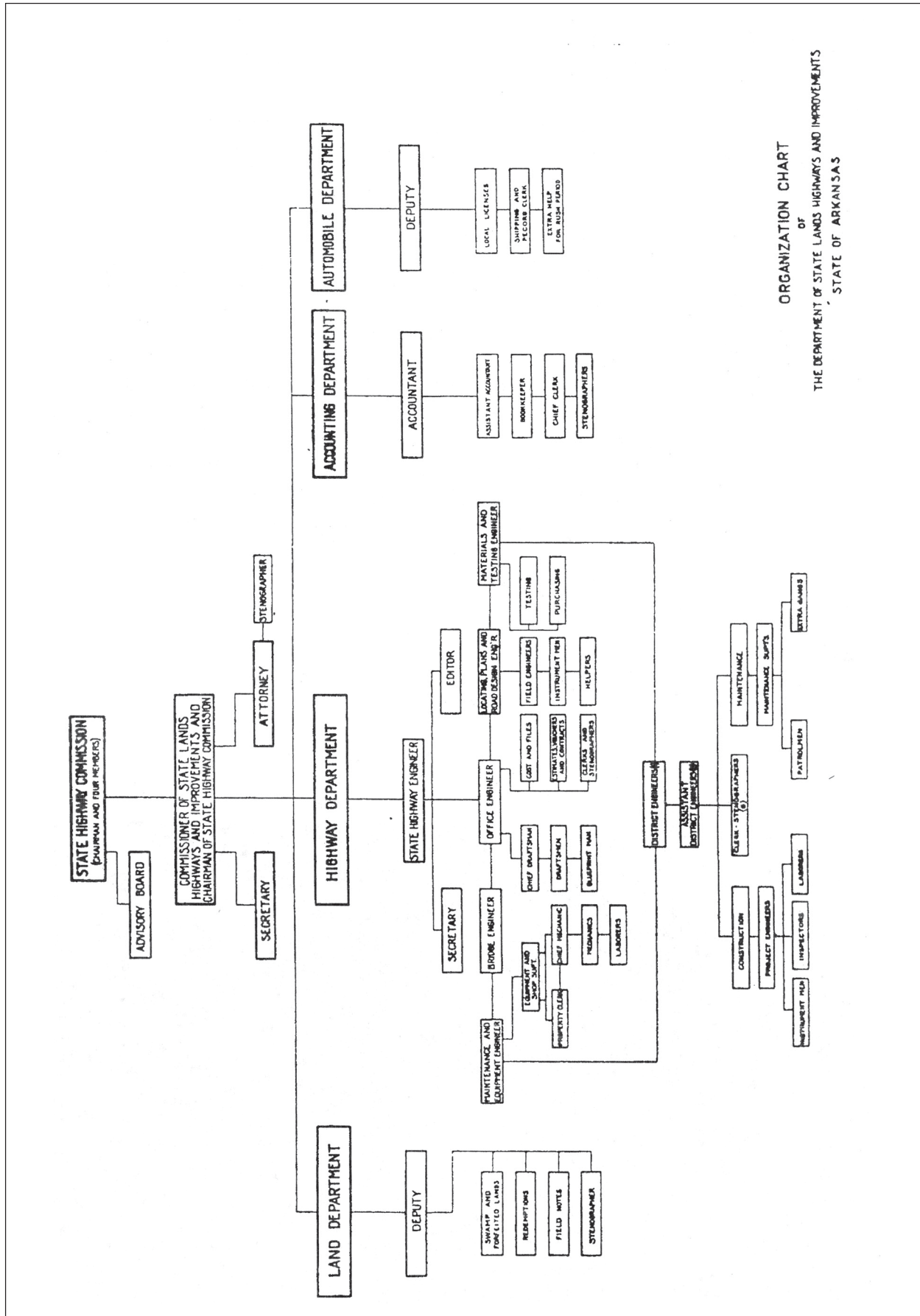
Type Road	Miles ...	Percent
Paved	731.6	9.0
Other Surface	3,416.3	41.0
Improved Graded	2,543.6	30.5
Unimproved	1,307.7	15.5
Under Construction	346.3	4.0
Total	8,345.5	100.0

The Harrelson Road Law of 1923 had increased the staff of the Highway Department, and the Commission saw fit to divide the state into six highway districts instead of five, as had been the case. Following the expansion of the State Highway System in 1925, the Commission again divided the state, this time into ten highway districts. Each district was to be headed by an engineer.

Highway 65 near Leslie.



The Department of State Lands, Highways and Improvements as organized in 1925.



ORGANIZATION CHART
OF
THE DEPARTMENT OF STATE LANDS, HIGHWAYS AND IMPROVEMENTS
STATE OF ARKANSAS



Also in 1925, a joint committee from the American Association of State Highway Officials and the U.S. Bureau of Public Roads worked out a plan for a national system of roads known as U.S. Highways. Each road in this system would carry the same route number in every state through which it passed.

The highways selected for this system which passed through Arkansas were Route Nos. 61, 63, 64, 65, 67, 70, 71, 165 and 167. The committee also decided on a shield-shaped marker for these highways. With the exception of the name of the state through which the road was traversing at the time, these markers were to be uniform throughout the United States.

On June 30, 1926, the State of Arkansas had a bonded debt of only \$3.1 million. This was mainly because of operating deficits. At the same time, the more than 400 road improvement districts in the state had an outstanding bond debt of over \$64 million. Relieving the road districts of their bond burden by issuing and selling state bonds had become a major discussion topic.

In 1927, the state launched a statewide improvement district refunding/state highway construction program financed by the sale of direct highway bonds. The Martineau Road Law, Act 11 of 1927, was enacted on February 4, 1927. Under this Act, the debt of the road improvement districts was assumed by the state as well as \$7.5 million in toll bridge revenue bonds.

The twilight years of the road improvement district era had arrived as the state assumed the road and bridge improvement debts, the principal and interest on which totaled over \$99 million.

New construction financed by bond sales was authorized under this Act in the amount of up to \$13 million per year for four years, a total of \$52 million. This allowed the Highway Commission to begin an ambitious program of road construction. However, it soon became apparent that the \$52 million initially authorized would not be sufficient to complete the program, so the annual allotment was increased in October 1928 to \$18 million per year for three years in a special legislative session.

During this time of record road construction, the Highway Commission briefly became involved in the development of air travel. Under Act 96 of 1927, the State Highway Commission Chairman was to be a member of the State Aircraft Board. The partnership remained in place until 1933 when the Aircraft Board and the Department of Aeronautics were abolished. It was also during this time, in 1931, that the Department was first given the authority to purchase and maintain a "four-place cabin airplane" and necessary photographic equipment for use in aerial photography. Use of the plane was expected to decrease the Department's expense of laying out and locating construction sites.

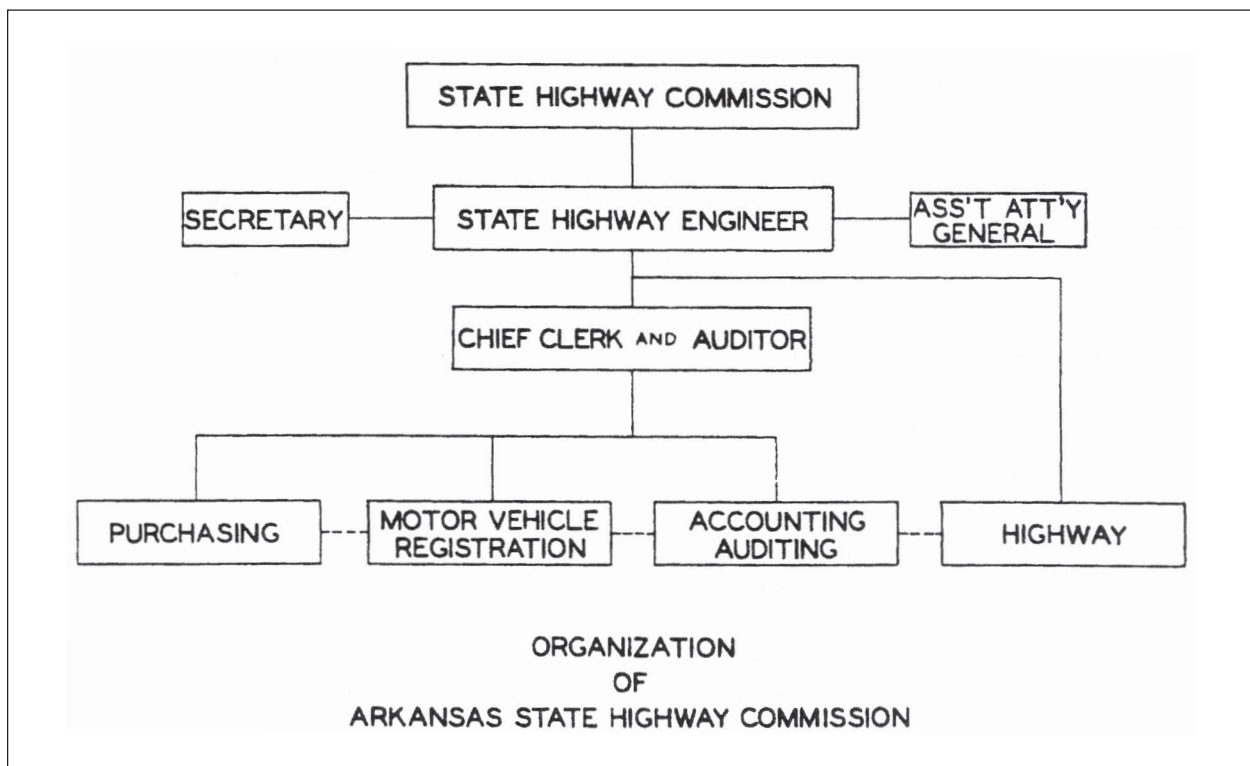
Road construction in the late 1920's continued at a hectic pace, but the Commission was beginning to feel the strain of trying to shoulder

a huge debt from the past along with the largest construction program in the state's history. The efficiency of the Department was beginning to be questioned.

The 1929 General Assembly looked into problems relative to the administration of the Department. Their solution was to separate Highways from the Department of State Lands, Highways and Improvements, making it a state agency of its own right. The State Highway Commission was also separated from the Department of State Lands to direct the operations of the Highway Department.



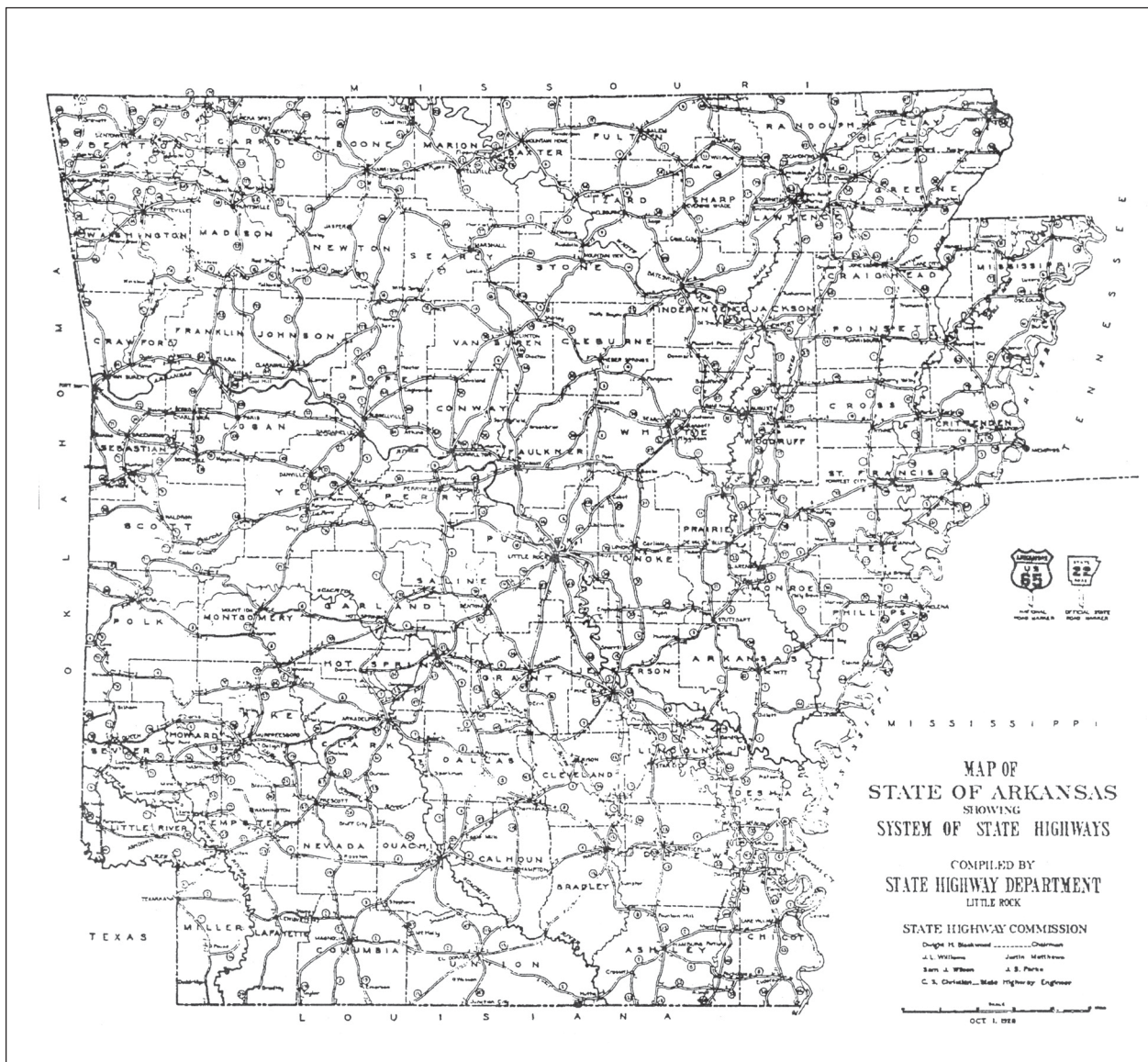
Organizational chart of the State Highway Commission as shown in the Ninth Biennial Report.



Act 65 of 1929 was the enabling legislation for these changes. It changed the makeup of the Commission to five members, all appointed by the Governor for staggered ten-year terms. One Commissioner was to be appointed from each of the state's four Agricultural Districts and one from the state at-large. The Chairman of the Commission was to be selected by the Commissioners themselves. According to the emergency clause, Act 65 of 1929 was enacted by the general assembly because the defective condition of public roads was considered a standing menace to the traveling public.

Fiscal affairs were considered disastrous, and questions went unanswered regarding authority and control of the Highway Department. The Commission requested authority to hire certified public accountants to continuously audit books and records. Act 167 of 1929 granted this request. Later, in 1931, Act 166 created the Highway Audit Commission to supplement the CPA audits and to continue the audits through 1933.

Map of State Highway System showing U.S. Highways in 1928.



The 1929 General Assembly also noted that increased motor vehicle traffic on state highways required more rigid enforcement of state traffic laws. Act 299 of 1929 created the State Road Patrol under the jurisdiction of the Highway Commission. Responsibility of the Road Patrol was to focus on the regulation of overloaded trucks and other vehicles on the state's roads and bridges. Patrol units were equipped with standardized testing devices for weighing vehicles believed to be in excess of permitted weights.

With the creation of the separate Highway Department, a Highway Commission to oversee it, a better system of checks and balances in place, and a record-setting construction program underway, the outlook for the future of transportation in Arkansas was favorable. The Arkansas Highway Department and State Highway Commission were thought to be the epitome of modern highway administrations.

But matters beyond the realm of control of the Commission soon surfaced. The stock market crash of October 1929 triggered a nationwide economic collapse and the decade of the Great Depression. Years of hard work and progress on the highways were in jeopardy of being wiped out.

The State Road Patrol (now Arkansas Highway Police) began operation in 1929.



Summary

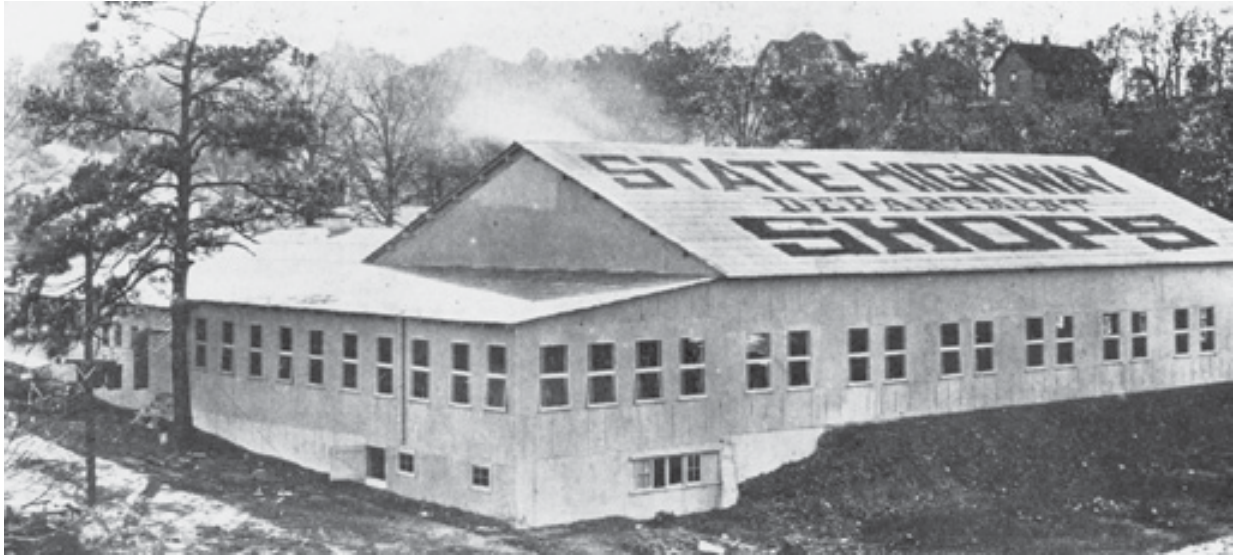
The roller coaster ride was in gear. The 1920's marked a tumultuous time for road building in Arkansas. The Department followed a construction boom period by going out of business temporarily, then embarking on the largest highway program of its time.

The Commission remained constant at five members during most of this time, but the terms of office for Commissioners varied greatly. Stability, continuity and consistency were not words often used to describe this ten-year era. Yet progress was made on the roads - the highway system was growing and improving despite the roller coaster ride.

One of the first pull road graders in Camden in the 1920's.

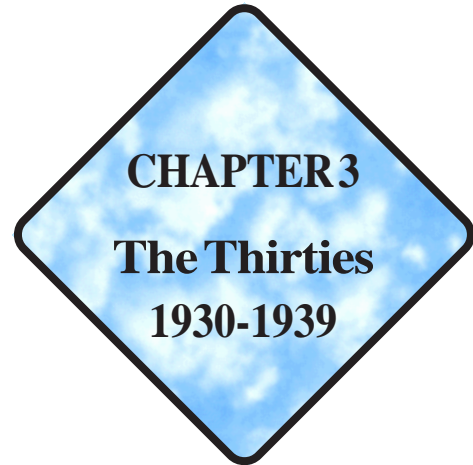


The Repair Shop of the State Highway Department located at Little Rock in the early 1930's.



The White River Bridge at Cotter was built in the 1930's. It is still in use today as Highway 62 Business Route.





CHAPTER 3
The Thirties
1930-1939

*“We'll show the world we are
prosperous even if we have
to go broke to do it.”*

— **Will Rogers**

Revenues generated from gas taxes and motor vehicle registrations had increased steadily throughout the latter half of the 1920's and, in spite of the large debt assumed, the State Highway Fund had a net available balance of \$1.3 million on September 1, 1930. But state revenues peaked that year before beginning a spectacular decline.

Gasoline tax revenue dropped almost 20% in 1931, and 75% in 1932. Auto license revenue also declined at a similar rate. The net balance on September 1, 1932, was only \$359,000; and monthly revenues were still drastically below anticipated levels. On top of all that, \$5 million in debt service payments were due by the year's end.

When the legislature convened in 1933, the first item on its agenda was the financial situation at the Highway Department. On January 27, after two weeks of bitter debate, Act 3 became law.

Act 3 of 1933 ended the term of the five Highway Commissioners in office at the time and instructed the Governor to appoint five new members. The new Commissioners were selected from the state at-large and were to serve staggered four-year terms.

The legislators pointed to a Highway Audit Commission Report covering the years 1927-32 as being the reason for the complete replacement of the Highway Commission. The Audit Commission report uncovered some poor business decisions, but no corruption to speak of. Act 3 is generally thought to be the result of frustration brought about by the economic situation of the time.

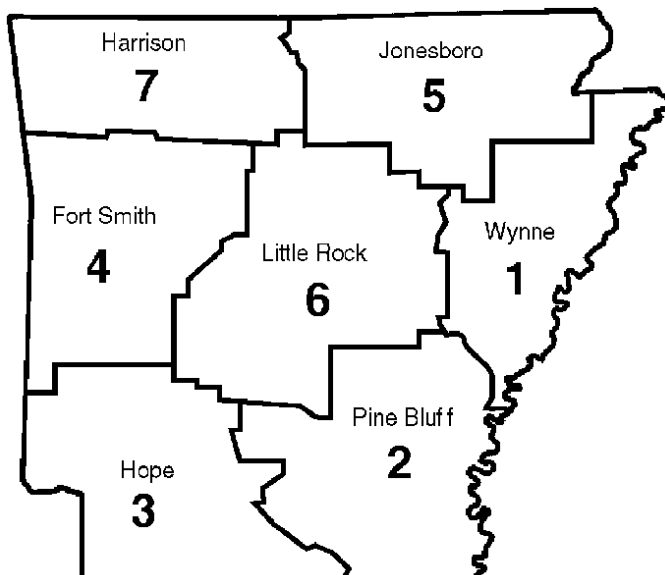
One ironic twist was that J.M. Futrell, the Governor who signed the legislation creating the Highway Commission in 1913, was a member of the Audit Commission during the time the audit was taking place, and was Governor again in 1933 when the legislature ordered a new Highway Commission appointed.

Act 3 also created the position of Director of Highways. This person was to be selected by the Highway Commission to actively administer and supervise the affairs of the Department, thus relieving the State Highway Engineer of those fiscal and administrative duties.

In an effort to simplify things even more, the general assembly transferred the State Road Patrol and traffic enforcement duties, collection of motor vehicle registration fees, and operation of the state-owned toll bridges to the Revenue Department.

Also, the number of highway districts was reduced from ten to seven, and maintenance was made their only function. All construction activities were now controlled through the Central Office in Little Rock.

Highway Districts in 1933.



Act 6 of 1933 was approved just three days after Act 3 and authorized a 50% reduction in motor vehicle registration fees in an attempt to encourage auto travel, which had dramatically slacked off. The gas tax, at six cents per gallon since 1931, remained unchanged.

In spite of the allegations and finger pointing, improvements had been made to the State Highway System, which was up to 9,015.4 miles in 1933. The following comparison illustrates these improvements:

Type Road	1924	1933
	Percentage	Percentage
Paved	8.6	22.8
Other Surface	37.9	61.3
Graded	24.0	9.6
Unimproved	29.5	6.3

Note: 1924 and 1933 figures include roads under construction.

The legislative activities of 1933 may have helped streamline the operation of the Department and the Commission, but they did nothing toward alleviating the real problem - that being finding a way to service the bond debt to the satisfaction of the bondholders, the state and the citizens.

Act 15 of the Special Session of 1932 and Act 167 of 1933 both attempted to rectify the situation but were unsuccessful, and dissatisfied bondholders could be put off no longer. The general assembly reconvened on January 2, 1934, to resume debate on the thorny problem of refinancing the outstanding highway indebtedness. Act 11 of the Special Session of 1934 was the result of their labors this time. It reconciled or compromised many of the differences between the factions by reclassifying all outstanding obligations, setting interest rates and establishing maturity schedules.

The Act was approved February 12, 1934, and took effect immediately. Maintenance was made the top priority of the Highway Department, and was to be funded before construction. The maintenance fund was strengthened by giving it 25% of the total receipts of the State Highway Fund but not less than \$2 million annually.

Act 11 raised the tax on gasoline to 6.5 cents per gallon, the level at which it would remain for the next 31 years. The State Highway Fund would receive 92.3% of the gasoline tax and 100% of the vehicle registration fees and toll bridge fees. The other 7.7% of gas tax revenues went to the counties.

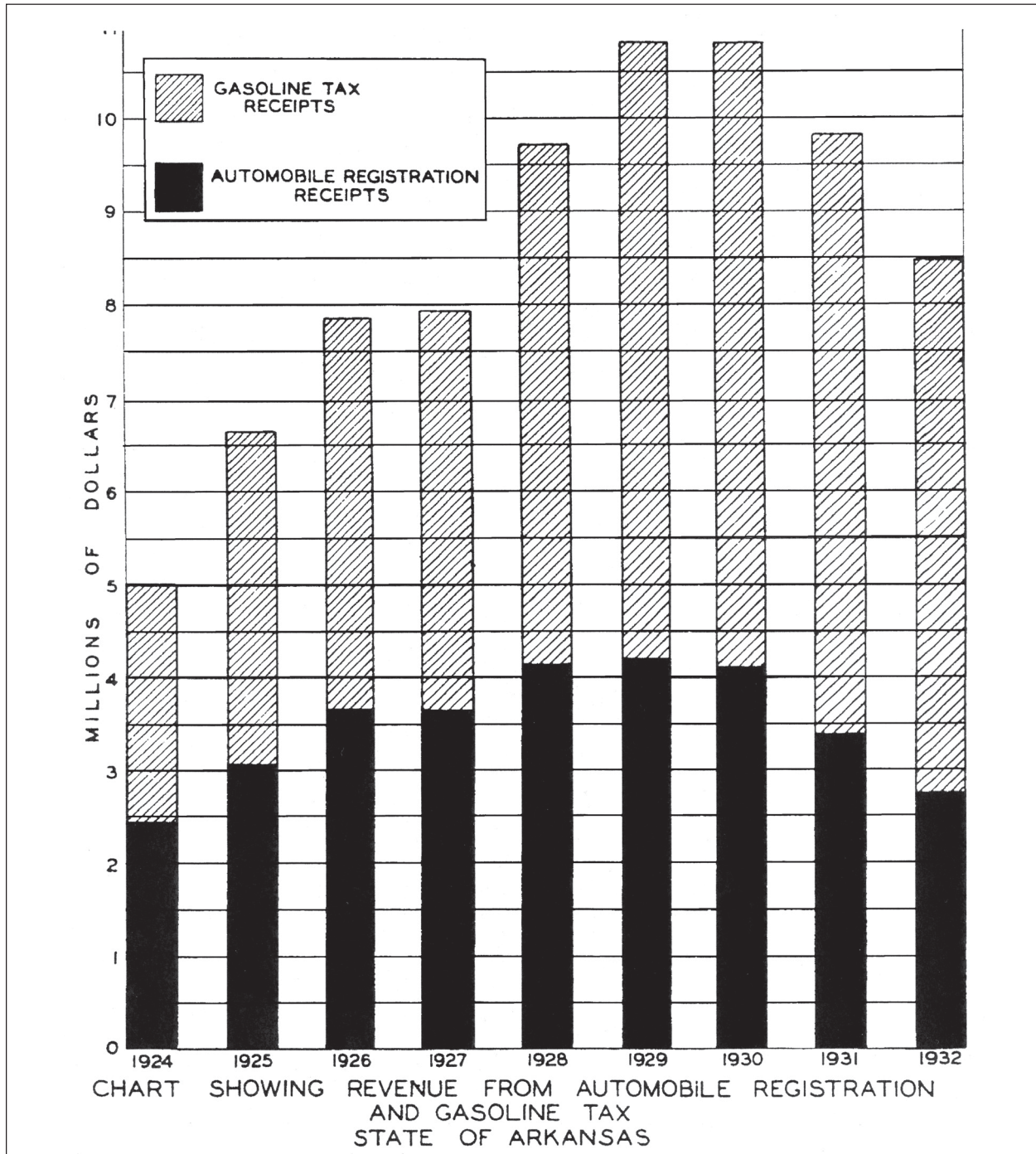
The Act also contained a provision stating that the gasoline tax and motor vehicle registration fees would not be reduced until all existing highway obligations of the state were retired.

It is interesting to note that the new gas tax of 6.5 cents per gallon represented almost one-half of the retail price of a gallon of regular gas, which was selling for about 14-15 cents (including tax) at the time. When the one-cent per gallon federal gas tax went into effect later in 1934, the total tax per gallon reached over one-half of the total retail price in many areas.

After the enactment of Act 11, the legislature took additional measures to prevent the state from being caught in this type of financial situation again. Constitutional Amendment No. 20 was voted on in the general election on November 6, 1934. The passage of this amendment on that date meant that bonds backed by tax revenue could only be issued after being approved by a vote of the people of Arkansas.

The great highway construction boom and bond assumption of the late 1920's was now costing the state dearly. But the debt restructuring

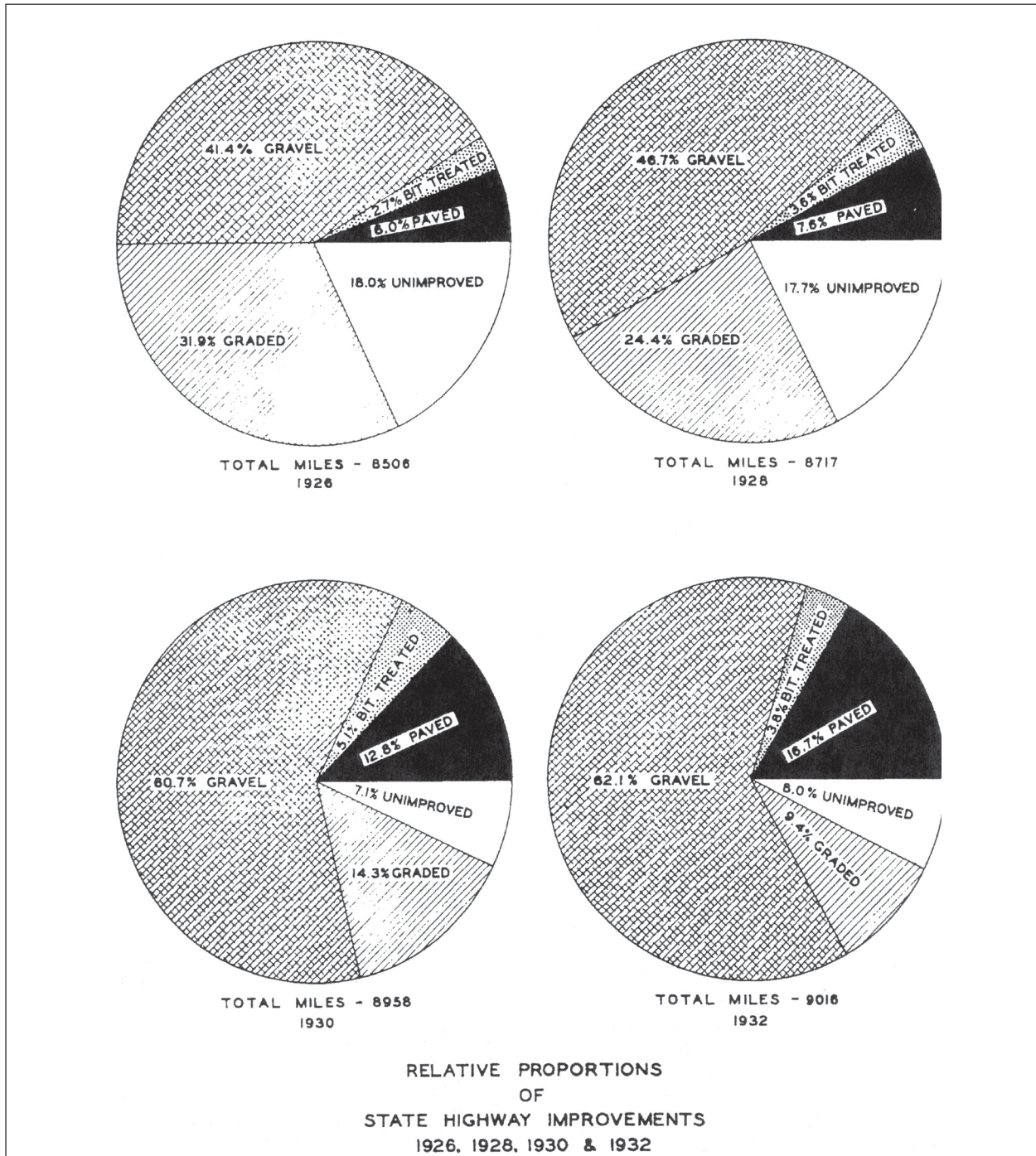
Chart reprinted from the Tenth Biennial Report.



legislation of 1934 had quieted the bondholders, at least for the time being. Thus, the biennium of 1935-36 was the first of the decade in which no special session of the general assembly had been called.

The most serious discussion taking place regarding the Highway Commission involved whether or not the existing five-member Commission, appointed by the Governor from the state at-large, was equally representing all areas of the state. Act 318 of 1935 settled that discussion. Under Act 318, the Governor was to appoint seven Highway Commission-

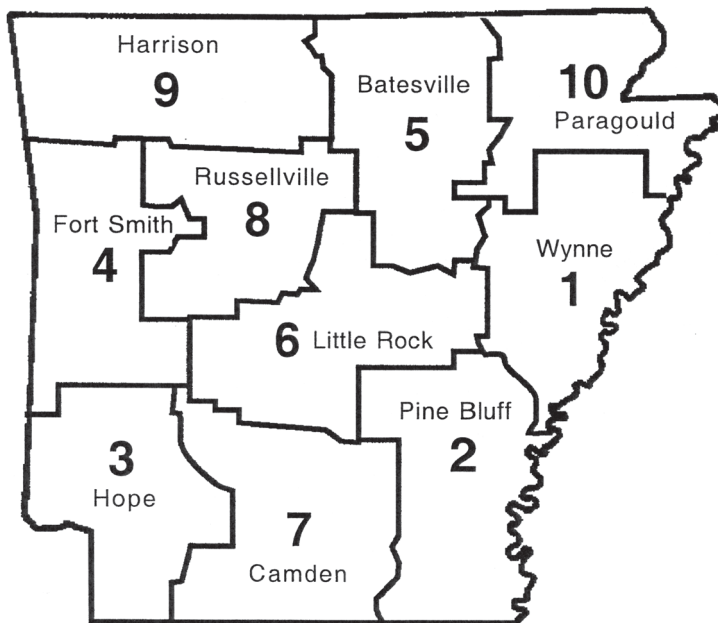
Chart reprinted from the Tenth Biennial Report.



ers, one to represent each of the state's seven Congressional Districts of the time. The Commissioners' terms were to coincide with that of the appointing Governor.

Act 328 of 1935 also brought about change. This Act established that the Governor would appoint the Director of the Highway Department. This person was given full and direct control of the Department and was given powers equal to those of the Chairman of the Highway Commission. This Act also set the number of highway districts at ten.

Highway Districts in 1935.

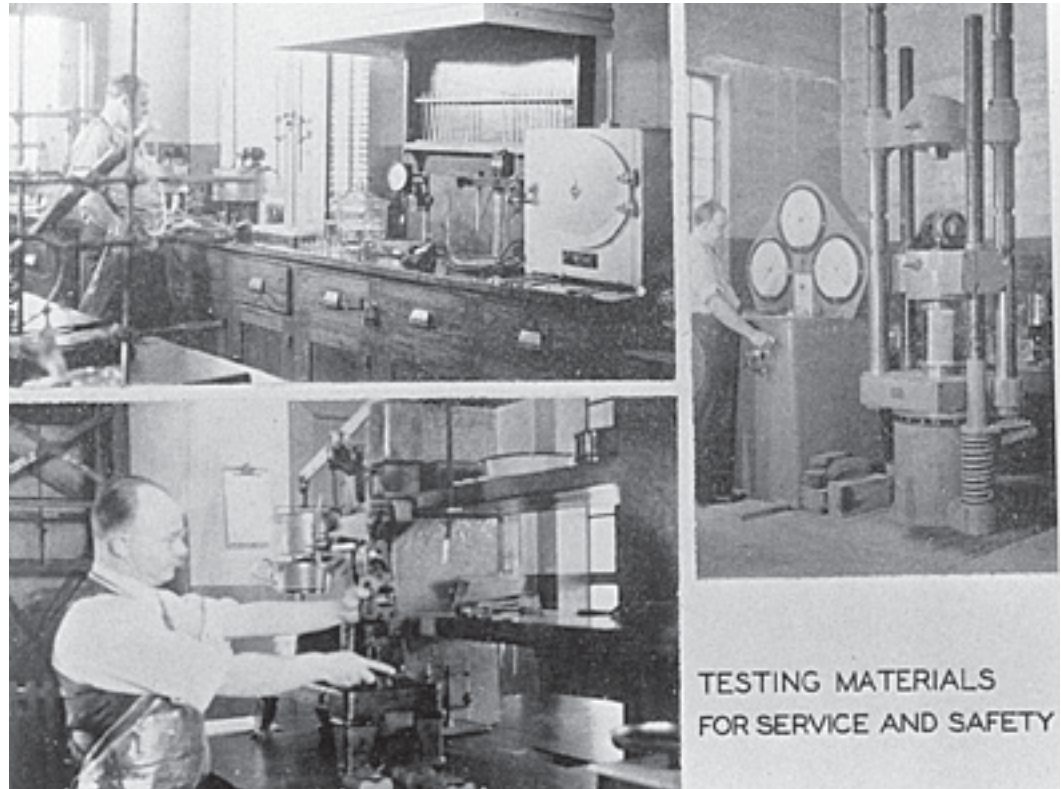


In 1935, the Central Shops were relocated. The shops had been located at the bottom of the hill on the State Capitol grounds, but the decision was made to landscape that area. The shops were rebuilt at 12th and Main Streets in North Little Rock using much of the materials salvaged from the old building.

The new Central Shops was a complete facility for equipment maintenance.



The new Materials Testing Lab began operation on February 1, 1935.



Also in 1935, the Department was able to improve some of its physical assets. On February 1, 1935, the Department's new laboratory was opened. Prior to this time, commercial labs performed tests and chemical analyses of materials used in construction and maintenance on the state highway system. It was determined that the use of state personnel in a state-equipped lab would offer more control and efficiency.

A quick look at annual salaries in 1935 showed a total annual payroll of just over \$202,000. The top salaries were as follows:

Director	\$4,991.30
Chief Engineer	\$3,593.55
Supervisor of Maintenance	\$3,593.55
Secretary of the Commission	\$2,994.40
Bridge Engineer	\$2,994.40
Construction Engineer	\$2,694.40
Surveys and Planning Engineer	\$2,694.40

The money situation at the Department was tight, and with the amount of debt on the books, it would be tight for years to come. Construction and maintenance activities needed to be well planned in order to achieve the highest level of service at the lowest cost.

The relatively quiet period of 1935-36 allowed for an extensive study of existing conditions to aid in this planning process.

Congress had passed a little-known Act late in 1934 known as the Hayden-Cartwright Act. This Act included a provision whereby 1.5% of a state's annual federal aid apportionment could be used for studies and planning of future improvements. This provision was optional and most states did not take advantage. But Arkansas did from the start, and within a few years, such planning activities were mandatory for all states.

During 1935-36, a study of traffic flow on the State Highway System was initiated and completed. The information collected was deemed to be of considerable importance for determining the best use of construction and maintenance funds.

Among other things, the survey disclosed that an average of 3,000,000 vehicle miles were traveled daily on the State Highway System through the movement of about 308,000 vehicles. Trucks accounted for about 19.2% of that total, but only about 8.7% were in excess of two tons. The survey also determined that out-of-state cars made up 18.7% of the daily vehicle count. This amounted to 1,492,000 out-of-state cars per year with an average occupancy of 2.48 individuals per vehicle and length of stay of 4.6 days.

In February 1936, the Highway Commission entered into a cooperative agreement with the U.S. Bureau of Public Roads for the completion of a similar survey involving all the public roads in the state, not just the state highways. Even though the results of this survey would not be known until 1940, Arkansas had established itself as a leader in the area of highway study and planning.

Other information was gathered regarding gasoline consumption and fatalities on Arkansas' public roads and streets:

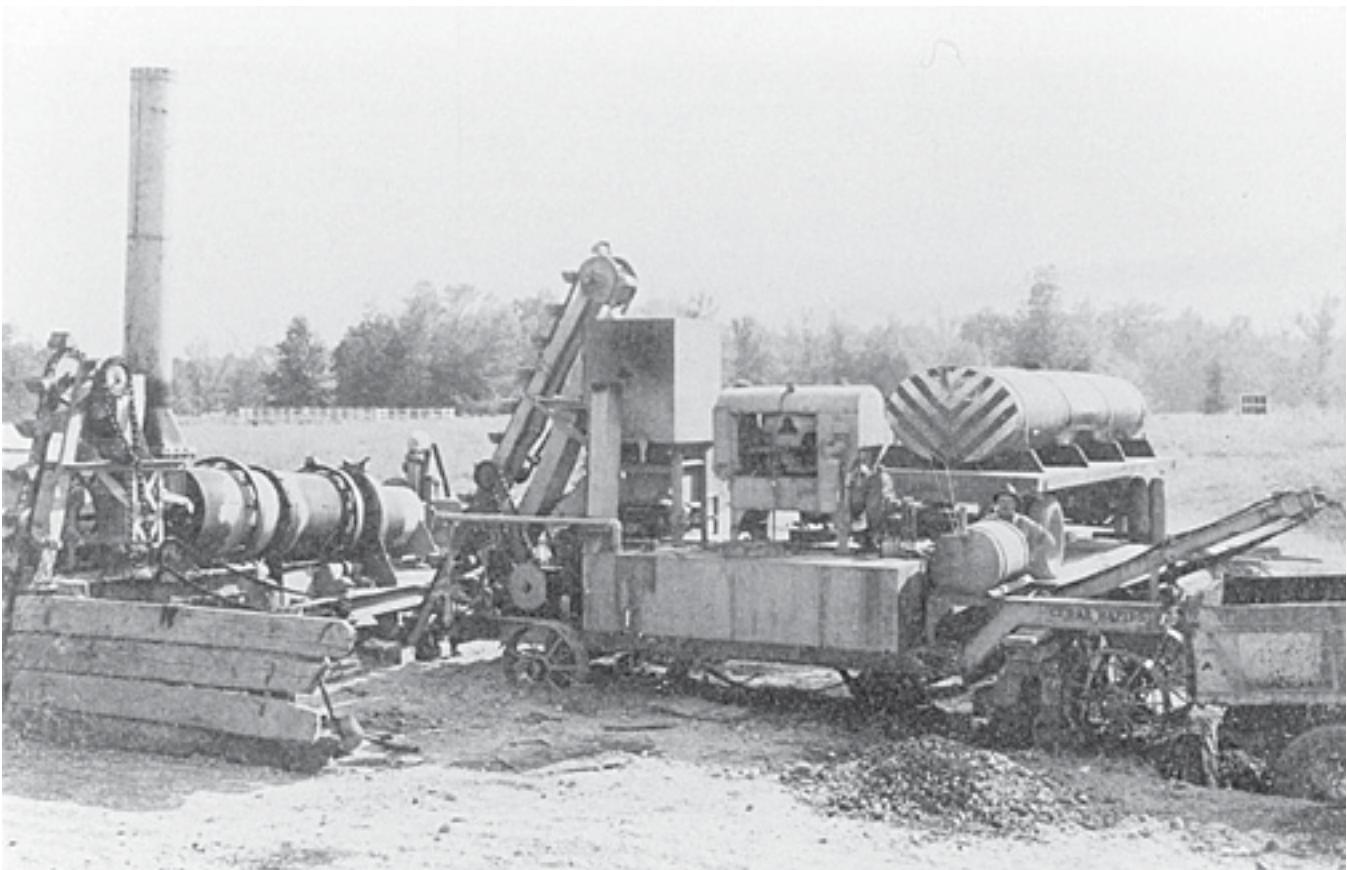
	1934	1935	1936	1937
Arkansas fatalities	347	391	419	386
Arkansas gas consumption				
in millions of gallons	126	132	148	158
Arkansas fatalities per				
million gallons	2.8	3.0	2.8	2.4
Nationwide fatalities per				
million gallons	2.3	2.2	2.0	2.0

The general assembly also managed to look away from construction, maintenance and finances concerning the highways for a short time. In the 1937 Regular Session, landmark legislation was passed regarding the regulation of traffic on public highways, roads and streets in Arkansas. Act 300 of 1937, "*The Rules of the Road*," codified these laws and clarified enforcement. These laws, though amended many times, are still published today. This publication is commonly referred to as "*Act 300*."

Slowly but surely, Arkansas and the nation were battling back out of the Great Depression. One indicator showing the effects of the Depression on the Arkansas Highway Department was the equipment inventory. The Thirteenth Biennial Report for calendar years 1937-38 showed the first increase in equipment inventory since 1932. The equipment inventories for the ten-year period from 1928 to 1938 were as follows:

Year	Dollar Value
1928	\$ 854,678.64
1930	\$1,104,545.15
1932	\$1,115,868.35
1934	\$ 847,126.21
1936	\$ 673,430.00
1938	\$ 754,290.00

A portable asphalt plant in operation.



Another indication that things were beginning to return to normal was that unmet bonded debt obligations were again coming to the forefront. This time, the bridge improvement districts, which had survived the road improvement district fiasco years earlier, were in trouble. In the 1938 Special Session and the Regular Session of 1939, legislation was enacted to transfer the debt from these bridges to the state. Those bridges that were on state highways were added to the State Highway System.

The Highway Commission was still operating under Act 11 of 1934, which restructured the highway debt. It was generally agreed that the Act was the best agreement that could be reached at the time, but a federal report in 1939 clearly illustrated just how restrictive the law was.

The report showed that Arkansas' highway income per capita, per motor vehicle, and per mile of state highway compared favorably with the national average, but that Arkansas had a level of debt service

Highway 65 at Palarm Creek at the Faulkner-Pulaski county line.



four and one-half times the national average. Because of this, Arkansas expended barely over one-half the national average on administration, construction and maintenance. The Department ranked last in expenditures per mile for highway construction, and seventh in debt service expenditures per mile.

From the standpoint of revenue raised, the state was meeting its responsibility. But from the standpoint of highway expenditures for capital outlay and maintenance, the state was failing to meet the requirements for highway service.

In spite of these less than favorable conditions, the Commission still managed to make some progress. A new \$100,000 building was completed in 1939 on the Capitol grounds to house all the divisions of the Highway Department under one roof. Federal Public Works Administration funds paid for 45% of the modern, four-story stone veneer office building and adjacent three-story fireproof vault.

Department personnel moved into this building on the State Capitol grounds in 1939.



Summary

Once again, this ten-year period was marked by extreme highs and lows. A slow period to begin this era led to a program of study and planning to rival any in the nation at the time.

The bond debt inherited by the Commission from the road improvement districts was the largest burden facing the Commission in the 1930's. Before the end of the decade, the debt from the bridge improvement districts was transferred to the Commission as well. Paying for the past was costing the Commission more than taking care of it's current road needs.

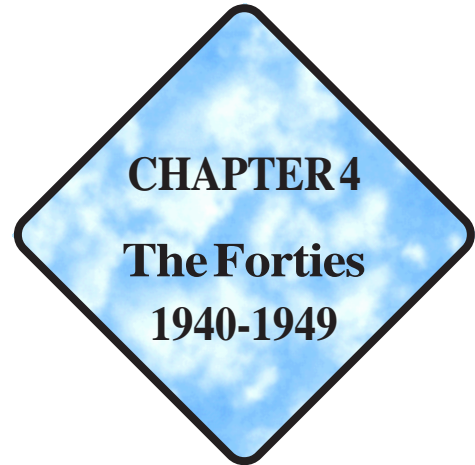
The end of this decade began the "Era of Free Wheeling," which was marked by unprecedented increases in traffic volumes and motor vehicle income along with the successful refunding of the highway debt in the 1940's.

Even with the poor financial situation at the beginning of the ten-year period, the size and condition of the State Highway System continued to progress. About 500 miles of road were added to the system in the 1930's, and the number of paved miles more than doubled.

	1930	1940
Type	Miles	Miles
Paved	1,436	3,023
Unpaved	7,374	6,278
<hr/>		
Total	8,810	9,301

Metal objects which could puncture tires were collected from the roadways by magnet trucks. A sign on the back indicated that these trucks picked up an average of 20 pounds of metal per mile.





CHAPTER 4
The Forties
1940-1949

*“Horses raise what the farmer eats,
and eats what the farmer raises.
You can't plow the ground
and get gasoline.”*

— Will Rogers

Rogers obviously viewed the horse as part of a natural ecological cycle. Gasoline on the other hand didn't seem as natural and became a scarce commodity during World War II. But the country had endured the trials and tribulations of the 1930's and Americans were looking forward to the 1940's.

At the state level, things were slowly beginning to look more favorable. Traffic volumes and motor vehicle income were increasing. By 1941, a large portion of outstanding highway obligation was eligible for refinancing. Lower interest rates meant that a limited amount of funds could be released for construction and maintenance.

Act 4 of 1941 took advantage of this situation by restructuring the debt. This law was more liberal than the 1934 Act and produced a surplus of \$1.5 million. Besides establishing a lower interest rate, maturity time was shortened by five years, from 1977 to 1972, and a debt service reserve fund was created.

It appeared that the state would be able to accumulate enough funds to implement an improvement program. But events on the national and international level came into play.

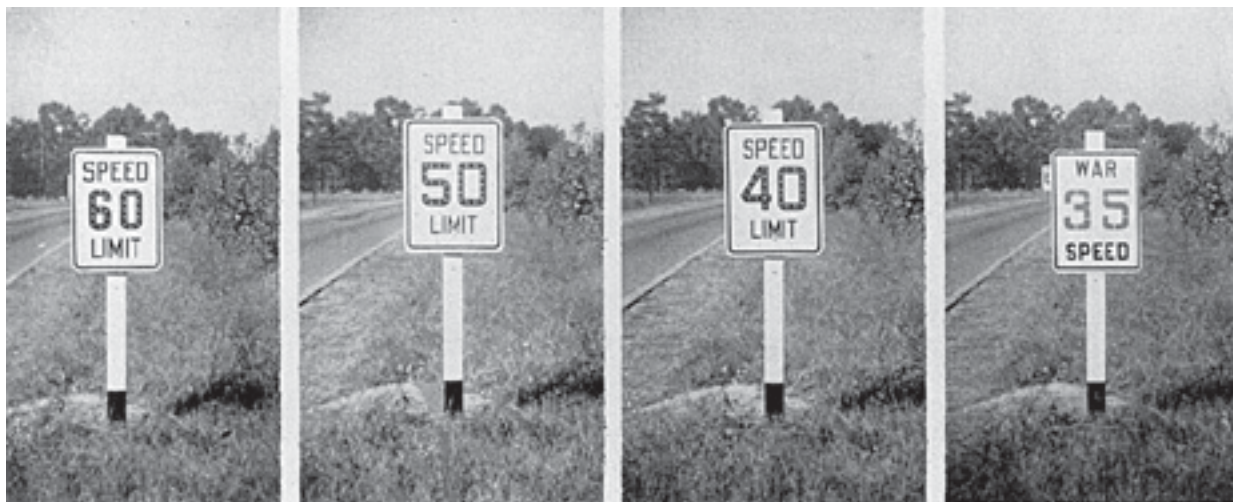
On May 27, 1941, President Franklin D. Roosevelt declared a state of national emergency because of the escalating war in Europe. Though the United States was not directly involved in the war yet, Congress passed the Defense Highway Act of 1941. This Act established a network of highways considered important to the national defense.

The 76,600-mile Strategic Network consisted of 42,400 miles of first priority roads; 23,100 miles of second priority roads; and 9,100 miles of third priority. U.S. Highways 64, 65, 67, 70 and 79 in Arkansas were included in this network.

The Act limited the use of materials to vitally essential improvements on the designated Strategic Network, or to the construction of access roads leading to war industries or training areas.

The Commission was enjoying a time of increased revenues due to increased travel. But in recognition of escalating tensions abroad, the Commission passed a resolution on October 8, 1941, lowering the speed limit on state roads from 60 m.p.h. to 50 m.p.h. for passenger cars and to 40 m.p.h. for trucks. The new speed limits were to stay in effect for 90 days. But following the United States' entrance into World War II, the Commission in February 1942, set those limits for an indefinite period of time.

Speed reduction to conserve fuel and materials.



In response to President Roosevelt's request to conserve rubber and gasoline, the Commission lowered speed limits two more times in 1942. On June 5, the speed limit was lowered to 40 m.p.h., and on September 17, a Commission resolution decreased the speed limit again, this time to 35 m.p.h.

As the tempo of the war increased, more technical and highly trained employees were lost to the armed services and related wartime industries. By 1944, approximately 150 regular Highway Department employees had been called into service.

Although the war severely restricted the Department's functions, other activities relating to the war effort were expanded. The Department supplied other governmental agencies with maps, road and bridge data, traffic figures, and bus and truck inventory information.

Department employees not in the armed services were patriotic as well. To further the war effort, a payroll savings plan was inaugurated through which employees purchased \$118,000 in war bonds annually.

All usable parts were salvaged, treated with rust compound, and stored for future use. Department trucks hauled materials from farms and small towns to scrap drive concentration points. A pool car arrangement for employees eliminated unnecessary driving and saved gasoline, tires, and maintenance.

As the nation's war efforts began to die down, it was time for the Highway Commission to assess the effects of the war on Arkansas. The following excerpt is from the Sixteenth Biennial Report covering the years 1943 and 1944:

"The impact of 'total war' on the home front has fallen heavily on all forms of transportation. The total impairment of our State Highway System from the excess burden of war traffic cannot be immediately measured, but will continue to be revealed for several years by severe and unpredictable road and bridge failures.

"The Commission faces two problems as a result of the present war period which require immediate consideration and which should be kept in mind by those who study this report.

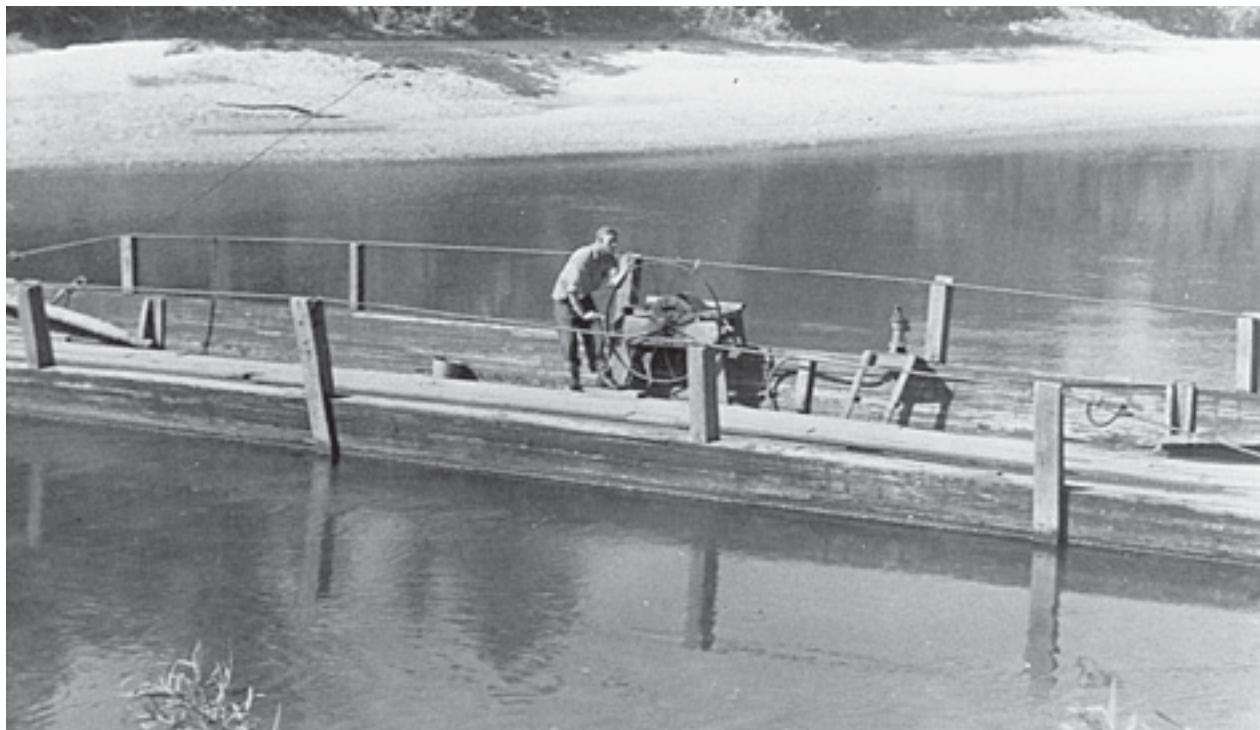
- 1. The preservation of our present investment in highways by an intensive maintenance program in the face of a serious shortage of skilled men, with the lowest equipment inventory in many years, and without the normal replacement of obsolete and worn out sections of roadway by construction.*
- 2. The need for rigid conservation of every possible dollar of state highway funds as a reserve cash balance for matching federal aid funds in the proposed post-war construction program."*

The Commission managed to do an excellent job of keeping finances in line during the war. Department expenditures were less than revenues, which created a cash balance despite the decline of motor user revenues by more than \$3.8 million.

Arkansas had a new Governor in 1945, so it was time for a new Highway Commission to be appointed. Before this could happen, the legislature passed Act 42 of 1945. This Act enlarged the Commission to ten members, one to represent each of the ten highway districts. Terms of office were still to coincide with the appointing Governor's, and the Director of the Highway Department was appointed by the Governor as well. The Director was considered an ex-officio member of the Commission and was allowed to vote to break a tie.

The war period in Arkansas had been characterized by an acute shortage of men, materials and equipment. Construction had been suspended except for projects considered critical to national defense as attention was focused on emergency maintenance on main highways. Due to the deplorable condition of the highways, the Commission again instituted a policy whereby no new roads would be added to the State Highway System until the existing mileage had been improved.

Dillard's Ferry, a hand-cranked operation, crossed the Buffalo River at Highway 14 from 1929 to 1958.



Highway revenues took an immediate upswing after gasoline rationing and wartime travel restrictions were eased. Traffic volumes increased on a monthly basis once the rationing ended in September 1945. The State Highway System was carrying the following average daily traffic volumes:

Less than 100 vpd*	25%
100 - 299 vpd	40%
300 - 499 vpd	13%
500 - 999 vpd	12%
1,000 or more vpd	10%

*vehicles per 24-hour day

These volumes may not look like much compared to today's volumes, but compared to 1939, they were 50 to 100% higher on the main highways and 25 to 40% higher on local roads.

During the war years, tight money management had enabled the Commission to accumulate a small surplus of funds which could be used for postwar construction projects. This, coupled with the increasing revenues from motor vehicle users, gave hope to the highway situation in Arkansas.

But few construction contracts were awarded because construction costs were the highest in the history of the Department. Contractors lacked equipment, material deliveries and costs were uncertain and skilled labor was scarce. The postwar highway dollar bought something less than half the amount of construction or maintenance that the 1939 dollar had bought. Construction bids received were far higher than the Commission anticipated.

Highway 270 West entering the Ouachita National Forest near Hot Springs in the early 1940's.



In February 1946, Governor Ben Laney appointed a 34-member Highway Advisory Committee to determine the needs of the state, counties and municipalities, and to recommend ways and means for providing the necessary funds. The Committee consisted of:

First Congressional District

Judge Cy Bond, Marion
W. W. Campbell, Forrest City
Rufus Branch, Osceola
Nudy Arnof, McCrory

Second Congressional District

Judge Forrest Jeffrey, Batesville
James Sloan, Black Rock
Jim Bland, Walnut Ridge
Ewing Pyeatt, Searcy

Third Congressional District

Judge Fay Nelson, Mountain Home
Newt Hailey, Rogers
J.E. Gregson, Berryville
Joe Steele, Springdale

Fourth Congressional District

Judge R.P. Strozier, Fort Smith
Glenn Wallace, Nashville
Abe Collins, DeQueen
W.A. McKeown, Forester

Fifth Congressional District

Judge Olen Fullerton, Morrilton
V.D. Hill, Conway
Howard Stebbins, Little Rock
J.T. White, Clarksville

Sixth Congressional District

Judge Charles O. Smithers, Benton
John Ramsey, Malvern
W.E. Alsobrook, Star City
Hugh Benton, Fordyce

Seventh Congressional District

Judge Carneal Warfield, Lake Village
Louis Hurley, El Dorado
O.A. Graves, Hope
Jim Hurley, Warren

Ex-Officio Members

William H. Sadler, Highway Commission
B.T. Fooks, Resources and Development Commission
Hendrix Lackey, Resources and Development Commission
Frank Storey, Fiscal Control Board
J.C. Baker, Highway Department
Neill Bohlinger, Highway Department

Excerpts from the Committee's report are included below, followed by a summary of their recommendations:

“The ideas and conclusions presented herewith are the result of considerable research from which we have eliminated wishful thinking, personal interest and personal prejudices.

Furthermore, after a comprehensive study it is a definite fact that the work needed upon roads, streets and highways cannot be accomplished in a short period of time. It is up to the citizenry to recognize this state of affairs. It will take patience, time and money to give the people of Arkansas the efficient system they so greatly need and desire. We have been unable to find a sound short cut to achieve the objectives necessary.

The people of this State must make a decision; either accept the present situation under the inescapable fact that the highway situation will become worse than it is today, or be willing to provide additional funds in an effort to create a consistent betterment of our highway structure.

Recommendations:

- 1. That a highway plan be adopted on a 'pay as you go' basis, and that expenditure of highway revenues be planned for a ten-year period;*
- 2. That a new basic law be redrafted for the Highway Department, which would provide for staggered terms for the Commissioners;*
- 3. That efficiency and training requirements be established for technical employees of the Department; and*
- 4. That additional highway revenues be raised in the amount of approximately \$12 million annually. Possible sources for this revenue could be an increased gasoline tax; car, truck, and trailer registration fees; a use tax; whiskey, wine, beer, and soft drinks; chain stores; distillate and diesel fuel; and a sales tax.”*

No legislative action was taken regarding the Committee's findings, but many of their recommendations were given new life several years later.

During fiscal year 1945-46, the Department spent \$2,996,423 maintaining the 9,753-mile State Highway System. This amount represented an annual average maintenance expenditure of \$307 per mile, or about \$1 per mile for each working day. Even though this was an \$11

per mile increase over the year before, it was still less than half the national average of \$631 per mile.

Conditions on the state's roads were not improving fast enough to suit the general public, so when the election year of 1948 rolled around, highways were by far the most significant issue. All the candidates for Governor included in their program a major plank advocating better roads.

Everyone in the state seemed to be in agreement that Arkansas needed an improved highway system, so the campaign centered on who had the best plan of action. Most talked of some type of "pay-as-you-go" plan, but none discussed the higher taxes that would be needed to pay for such a plan.

One candidate advocated a specific plan for the improvement of the highway system different than anyone else's. Sid McMath took a calculated risk by pushing for a bond issue to finance road construction. He proposed an \$80 million highway construction program, \$20 million each year for four years beginning in 1949.

McMath solicited the help of bicycle patrols to ride the roads in his 1948 campaign for Governor.



Opponents of McMath pointed out the existing condition of the highways and highway finance and reminded the electorate that it was bond financing that put the state in that situation. But McMath countered by saying that the program would not be his program, it would be the people's program. He pointed out that under Amendment 20 to the State Constitution, the people of Arkansas would have to vote in favor of the bond issue before it would become a reality. McMath pushed his plan by taking it straight to the voters. He said:

“You businessmen used your credit when you wanted to expand your store facilities. You home owners used your credit to borrow the money to build a home for a growing family long before you accumulated the cash to buy the home, and you farmers used your credit to borrow to buy that new tractor. ... I confess that to borrow money is to express complete faith in the future of Arkansas. I personally have that faith. I believe that you share that faith.”

Despite a hard-fought political battle, McMath was elected Governor of Arkansas by its people. Yet another era was about to emerge for highways in Arkansas.

Garrison Avenue (Highway 64) in Fort Smith in the 1940's.



McMath wasted no time making changes and implementing his programs. Act 239 of 1949 expanded the Highway Commission to twelve members - one from each of the ten highway districts plus the Chairman and Vice Chairman selected by the Governor from the state at-large. All were to serve terms concurrent with the Governor's.

The Director of Highways was also to be appointed by the Governor to serve as the Department's chief executive officer. The Director would exercise direct control over all highway matters, subject only to the Commission's powers.

McMath's plan for highway improvements was based on a bond issue for a portion of the needed funds. Act 5 of 1949 established a revised allocation schedule for the State Highway Fund and authorized the issuance of \$7 million in construction bonds for each of the four years, 1949-52. All bonds issued were to be negotiable, direct obligations of the state with an interest rate not to exceed 3.2%.

*As reported in the Eighteenth Biennial Report, for calendar years 1947-48,
the operation of the Henderson Ferry at Norfolk Lake in Baxter County cost \$117,981.
During this period, 189,856 vehicles were ferried for an average of 261 per day at an average cost of 62 cents per vehicle.*

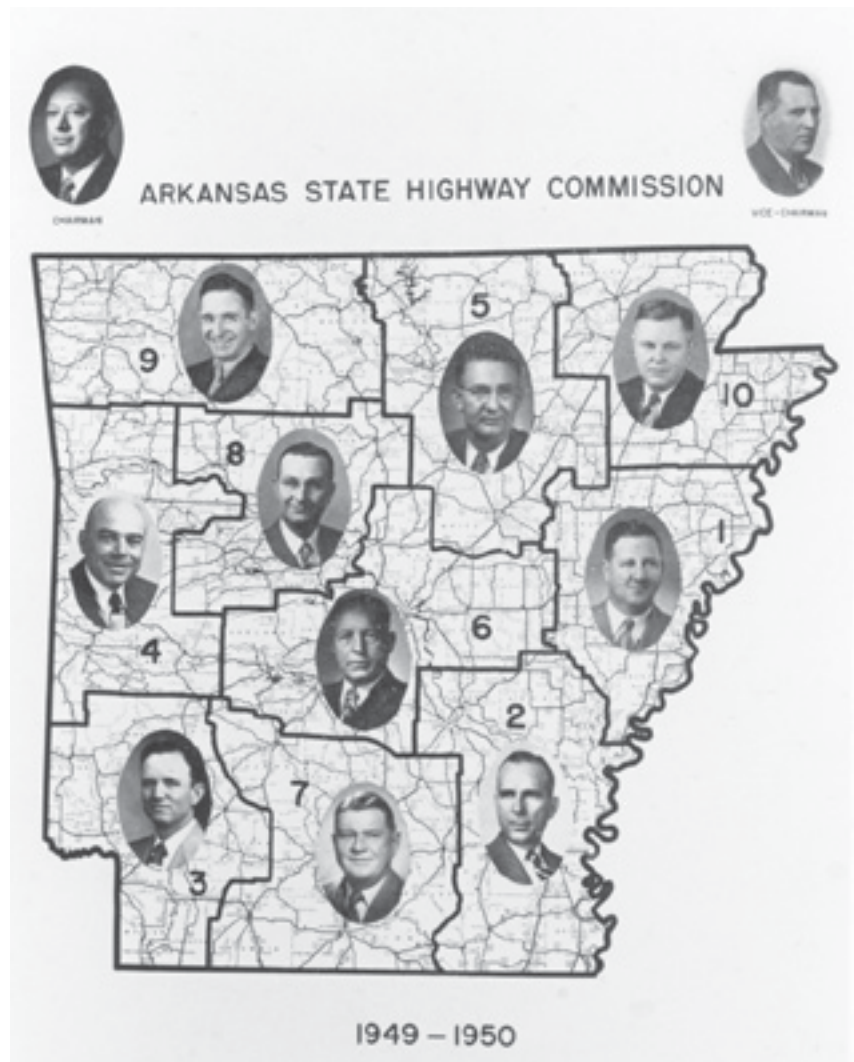


As McMath had pointed out in his campaign, the bond issue was subject to a vote of the people per Amendment 20 to the State Constitution. He called for a special election to be held on the proposal February 15, 1949. This was less than six weeks after he became Governor.

Considerable opposition to the bond issue arose after McMath called the election. The main argument against it was that bond debt had placed the state in the condition it was presently in, and the issuing of more bonds on top of the present debt would be in effect a “second mortgage.”

But the people wanted better roads, and by the time the election was held, opposition had waned. The vote of the electorate was 108,290 to 24,457 – the measure passed by a better than four-to-one margin.

*The Nineteenth State Highway Commission,
the original McMath Commission.*



Other measures designed to aid the Department came out of the 1949 legislative session. Some divisions of the Department were actually operating with 60% fewer employees than they needed. Act 454 of 1949 established training requirements and raised salaries for Department employees in an effort to be more competitive with private industries and surrounding states.

Act 454 also created the State Highway Employees Retirement System. Membership in the retirement system was optional for employees earning less than \$200 per month, and mandatory for those earning \$200 or more per month. The Act provided for retirement benefits based on age and service or disability. By July 1950, the retirement system had 724 active members.

Summary

The “Era of Free Wheeling” which began in the late 1930’s and continued into the 1940’s was marked by unprecedented increases in traffic volumes and motor vehicle income, the successful refinancing of the highway debt, and a program of expanding operations. Then came Pearl Harbor and a cumulative decrease in traffic and income, and a restricted program of highway activities geared toward the war’s necessities.

The close of World War II found the Highway Commission “all dressed up with nowhere to go.” Tight fiscal practices during the war years left the Commission with a small surplus of funds with which to begin a highway program. But spiraling costs made any such program virtually impossible.

The Highway Advisory Committee looked long and hard at the highway situation in Arkansas and proposed several changes. Their blunt and to-the-point recommendations fell on deaf ears at the time, but they did help form the basis for the Mack-Blackwell Amendment six years later.

The 1948 election for Governor centered on highways. After years of suffering under the burden of bond debt, the people of Arkansas elected Sid McMath to be the next Governor on his promise to finance a huge highway construction program with bonds. The financing of the state’s highways had come full circle.



Highway markers and regulatory signs were erected and maintained by three crews which operated from the Central Headquarters in 1948. Sign vandalism amounted to \$120,000 for the biennium.



Truck weighing in 1957.



The Sheridan Maintenance Area Headquarters in 1959.



Bridge widening on Highway 67 south of Malvern in 1956.



Arkansas River Bridge on Highway 79 at Pine Bluff in 1956.

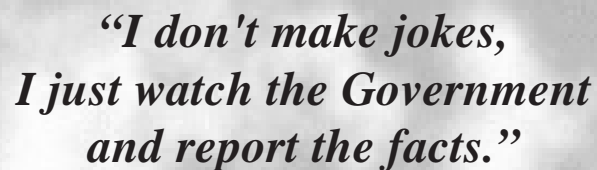


Highway 270 Overpass at Malvern in 1956.





CHAPTER 5
The Fifties
1950-1959



***“I don't make jokes,
I just watch the Government
and report the facts.”***

— Will Rogers

Government in Arkansas, particularly the relationship between the Governor's office and the Highway Department, was no laughing matter to the citizens in the late 1940's and early 1950's. They showed their displeasure by passing Amendment 42 to the Constitution in 1952. But prior to that, progress meant improved roads at any cost, and new Governor Sid McMath was promising that he was just the man to bring this about.

The Department was still incurring some problems that the legislature could do nothing about. The years 1949 and 1950 saw highway revenues reach an all-time high, but the cost per mile of a

completed road was 2.35 times higher than it was in 1940. Similarly, the cost of labor was 2.25 times higher than the 1940 level.

Many materials and supplies essential in highway work were being diverted to foreign use at the time as part of the European Recovery Plan. Consequently, items such as steel, cement, lumber and repair parts were in short supply. On top of that, the summer of 1950 was the second rainiest summer Arkansas had experienced in 23 years.

The threat of war was looming as well. The Korean situation was volatile, and the prospect of another full-scale war meant that wartime controls and restrictions might need to be implemented again.

In spite of these unavoidable conditions, the Department embarked on the heaviest construction and maintenance program in the state's history. The 1949-50 period saw construction activities reach an all-time high, with 184 construction contracts awarded totaling over \$31 million.

Governor McMath was discovering that the money available, even with the bond issue, was not enough to fulfill all of his promised improvements. Former Governor Ben Laney was persuaded to run against McMath in the 1950 election, but with one term under his belt and tradition favoring the incumbent, McMath won easily.

Other things were happening in McMath's administration in connection with the building of highways. Politics and highways were becoming connected. Allegations surfaced that roads were being built for political favors, and questions were raised about purchasing procedures and hiring practices at the Department.

Perhaps sensing the discord among legislators, McMath himself, in his second inaugural address in 1951, recognized that the Highway Department might need to be reorganized. He suggested having a Highway Commission with fewer than twelve members and staggered terms, and specified that any such reorganization should be done through a constitutional amendment to prevent future legislative changes.

Highway Department reorganization proposals were numerous when the 1951 legislative session began. One of the first to gain much attention was put forth by Senator Y.M. Mack of Moorefield. He proposed taking the privilege of appointing the Highway Commissioners away from the executive branch of government and giving it to the legislators.

Senator Lawrence Blackwell of Pine Bluff agreed that a change was needed, but disagreed with Mack's proposal of letting the legislature select the Commissioners. He feared that future legislatures would tamper with the Commission just as previous legislatures had done.

Rather than push for differing proposals, Mack and Blackwell decided to work together toward an agreement. They agreed to co-sponsor a constitutional amendment to include the following provisions:

1. Appointment of a five-member Highway Commission by the Governor for staggered ten-year terms, with no two Commissioners being selected from the same Congressional district (Arkansas had six Congressional districts at the time);
2. Selection of a Director of Highways by the Commission to oversee the day-to-day operations of the Highway Department.

Mack and Blackwell solicited the help of Attorney General Ike Murry to properly word the amendment. Following debate, the legislature decided to submit the proposal to a vote of the people at the next general election. Thus, proposed Constitutional Amendment No. 42, commonly referred to as the Mack-Blackwell Amendment, was put on the ballot for November 4, 1952.

The legislators gave the people of Arkansas a year and a half to make up their minds about the Mack-Blackwell Amendment. But the 1951 General Assembly was not finished with the Highway Department or the Governor's relationship with it. In fact, a detailed look at the operations of the Department was just beginning.

Construction on Highway 71 at Fayetteville in 1952.



Highway 67 south of Gurdon in the early 1950's.



Senator Grover Carnes of Stuttgart introduced a bill to have the legislature appoint a seven-member committee to oversee an audit of the Highway Department. Carnes' bill passed the Senate and was sent to the House for further discussion. A bitter debate ensued on February 6, 1951, mainly centered on a section of the bill that would give the Audit Committee members the power to immediately dismiss a Highway Department employee for "lack of cooperation with the Audit Committee."

After two hours of debate, the bill was defeated 45-52. The defeat was considered a victory for McMath, but he indicated he would support a highway audit bill for a "fair and non-political investigation of Arkansas' highway operations."

Another audit bill soon surfaced sponsored by the Senate Roads and Highways Committee. On February 19, 1951, the legislature passed Act 102 of 1951, which created the Highway Audit Commission. Members of the Commission were:

R. H. Dickenhorst of Morrilton
President of the Arkansas Public Expenditures Council

Herbert L. Thomas of Fayetteville
Immediate Past Chairman of the
University of Arkansas Board of Trustees

V. L. Tindall of Stuttgart
President of Producers Rice Mill

W. S. Fox of Pine Bluff
President of the Arkansas Wood Products Association

James H. Crain of Wilson
Vice Chairman of the Arkansas Highway Commission.

Act 102 gave the Highway Audit Commission broad powers to investigate the Highway Department for the period from July 1, 1947, to June 30, 1951. They met for the first time on March 1, 1951. On April 26, the accounting firm of Peat, Marwick, Mitchell and Company of St. Louis, Missouri, was selected to perform the audit. They began work May 2, 1951.

The Audit Commission issued a ten-page interim report on August 15, 1951. The report stated that, although the audit was not yet complete, it had uncovered instances of inefficiency, dishonesty and mistakes. The report said:

“We now feel that we have proceeded sufficiently far in the audit to reach the unanimous conclusion that, almost regardless of whatever irregularities of this nature may be turned up in this investigation, these things are secondary in importance to the shocking waste, extravagance and overall inefficiency which have resulted from the political philosophy, and political aims, which have hamstrung any attempt toward a sound and efficient highway program during administration after administration in our state government.”

New bridge and roadway on Highway 4 east of Warren in 1952.



The Highway 70 Bridge over the Saline River at the Sevier-Howard County line in 1952.



The report went on to say that the state's participation in the Federal Aid Highway Program was honest and efficient, but that the same was not true on state-financed projects:

“In such projects, the advice, counsel and expert know-how which is available from the Department's own technical and administrative staffs bear scant weight indeed when they are in conflict with the political pressures and political promises of the moment.”

The Audit Commission held public hearings in January and February of 1952. The hearings brought to the forefront many instances of alleged mismanagement at the Highway Department. Many of these instances involved members of the Governor's administration. The testimony included: cases where low bids were rejected and higher bids accepted for unspecified reasons; cases where no bids were taken as required by law; and discrepancies in material and equipment purchases.

Centerline striping on Highway 11 near Stuttgart.



Many instances of equipment and material purchases from McMath campaign contributors were brought out at the hearings. The auditors uncovered a memo dated December 1, 1950, entitled "*Instructions from Governor McMath in regard to the purchases of equipment.*" The memo included these sentences:

"The Purchasing Agent is instructed to advise anyone making inquiry that the Governor's office has always instructed him to make purchases from the administration friends where price and quality are equal."

"At a meeting of the Highway Commission in the Governor's office prior to this date, the Purchasing Agent and the Director were instructed by the Governor in the presence of Mr. J. B. Lambert, Chairman of the Highway Commission, and Mr. Henry Woods, that Mr. Woods must select the dealer and approve all equipment purchases, and there has been no equipment purchased by this Department without the Governor's office or some representative there from approving such purchase."

Some of the most damaging testimony to the McMath administration involved the construction of the Indian Bay Road in Monroe County. In 1947, a group of citizens began a campaign to raise money to gravel about 3.8 miles of road. They raised \$2,961.97, which was not enough. On March 3, 1950, a county delegation appeared before the Highway Commission to request that the Highway Department undertake the graveling project with the understanding that the funds raised by the people of Monroe County would be used to help pay for the improvement. The work was completed in September 1950 at a total cost of \$23,431.86.

Testimony revealed that Charles Adams, a member of the Highway Commission, obtained two checks totaling \$2,961.97 from the treasurers of the county funds. Both checks were endorsed, "*Charlie Adams, Henry Woods, Campaign Manager, For Deposit Only.*"

The money was never deposited to the credit of the Highway Department, but was instead placed in the McMath campaign fund. During the hearings, both county treasurers testified that they thought the money would be turned over to the Highway Department to help pay for the road.

On March 8, 1952, the Highway Audit Commission issued its final report. Under the heading "Our Findings, Interpretations and Recommendations," the Commission said:

"We find that the Highway Department has been operated inefficiently, extravagantly and with a great waste of the Highway revenues. This inefficiency, extrava-

gance and waste is an unnecessary and costly burden to the taxpayers of Arkansas. We found that some of the abuses had been sanctioned in years past, but we further found that they are not a necessary incident of democratic government and that other states, who have thoroughly comparable problems, build and maintain their roads without the waste, extravagance, dishonesty and inefficiency that characterizes the Arkansas Highway Department.”

The report was also critical of members of the Highway Commission. According to the report, some Commissioners participated,

“... in carrying out the program of the Governor in disregard of the laws of the State and of the rules and regulations of the Highway Commission. ... In every major undertaking, there must be a head - a fountain from which policies flow. In the Department as presently constituted, there is but one source - the Governor of the State.”

This section of the report concluded with these remarks:

“While we put most blame upon an unsound political system and philosophy of government which has grown up in the State, and while we call attention to the abuses which administration after administration after administration has perpetrated under that system, we realize that in the final analysis it is the present administration which is solely responsible for the conditions as they exist at the present. We must face facts. This administration had ample opportunity to correct the iniquitous situation. It was not done. This is a sorry record, and it is unfortunate there is no indication whatever that the present administration was even remotely interested in trying to put honesty and integrity back into the operation of the Highway Department.”

Even though the Highway Audit Commission report was not favorable to McMath or his administration, McMath was quick to point out that no one in his administration was convicted of a crime. *“I would like to establish,”* McMath stated in what the *Arkansas Gazette* described as angry tones, *“that all the highway revenue has not been stolen, misused, wasted and sent down the rathole. Believe it or not, the Highway Commission has spent some money on the roads in Arkansas.”*

He further defended his highway program contending that the Highway Commission was building or contracting at a rate of \$1.6

million a month. Using what the Gazette said was a sarcastic tone, McMath said, "During the past few years that we have been squandering highway money, we have been building 2,400 miles of new hard-surfaced roads."

Despite the criticism, McMath decided to run for a third term. Four strong opponents challenged him in the election. Perhaps the least heralded of the four, Francis Cherry of Jonesboro, came away the victor.

On that same ballot in November 1952 was another item - proposed Constitutional Amendment No. 42. The people of Arkansas had decided that it was time for a change in the way the Highway Department and Highway Commission operated. By a vote of 231,529 to 78,291, the Mack-Blackwell Amendment passed and established the beginning of a new era for highways in Arkansas.

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Arkansas Constitutional Amendment No. 42

The Mack-Blackwell Amendment

Proposed by the 58th General Assembly of the State of Arkansas.

Filed in the office of the Secretary of State, March 20, 1951.

Voted upon at the General Election, November 4, 1952.

Returns: For, 231,529; Against, 78,291.

Enabling Act No. 123, February 23, 1953.

Section 1. Commission Created—Members—Powers. There is hereby created a State Highway Commission which shall be vested with all the powers and duties now or hereafter imposed by law for the administration of the State Highway Department, together with all powers necessary or proper to enable the Commission or any of its officers or employees to carry out fully and effectively the regulations and laws relating to the State Highway Department.

Section 2. Qualifications and Appointment of Members—Terms of Office of First Commission. Within ten days after the convening of the General Assembly of the State of Arkansas in the year 1953, the Governor, by and with the advice and consent of the Senate, shall appoint five persons who are qualified electors of the State to constitute the State Highway Commission for terms of two, four, six, eight and ten years respectively. The terms of the persons so appointed shall be determined by lot. The Commissioners to be appointed from the State at large; provided, however, that no two Commissioners shall be appointed from any single Congressional District.

In the event of rejection by the Senate of a person whose name has been so submitted, the Governor shall within five days after receipt of written notice from the Secretary of the Senate of such rejection submit the name of another appointee to fill such vacancy. In the event the Governor should within five days thereafter fail to appoint or fail to submit to the Senate for confirmation the name of any person to be appointed, the Senate shall proceed to make the appointment of its own choice.



Y.M. "Milton" Mack
Senator, District 18



Lawrence Blackwell
Senator, District 20

Section 3. Terms of Office of Members. Upon the expiration of the foregoing terms of said Commissioners, a successor shall be appointed by the Governor in the manner provided for in Section 2 for a term of ten years, which term of ten years shall thereafter be for each member of the Commission.

Section 4. Removal of Members—Hearing—Review and Appeal. A Commissioner may be removed by the Governor only for the same causes as apply to other constitutional officers after a hearing which may be reviewed by the Chancery Court for the First District with right of appeal therefrom to the Supreme Court, such review and appeal to be without presumption in favor of any finding by the Governor or the trial court, and provided further, in addition to the right of confirmation herein above reserved to the Senate, the Senate may upon the written request of at least Five (5) of its members that a member or members of the Commission should be removed therefrom, proceed, when in session, to hear any and all evidence pertinent to the reasons for removal. The member or members whose removal is so requested shall be entitled to be heard in the matter and to be represented before the Senate by legal counsel. These proceedings conducted by the Senate shall be public and a transcript of the testimony so heard shall be prepared and preserved in the journal of the Senate. The taking of evidence either orally or by deposition shall not be bound by the formal rules of evidence. Upon the conclusion of the hearing, the Senate, sitting as a body in executive session, may remove said member or members of the Commission by a majority vote by secret ballot.

Section 5. Vacancies—Filling. Vacancies on the Commission due to resignations, death or removal shall be filled by appointment of the Governor for the unexpired term within thirty days from the date of such vacancy. Upon failure of the Governor to fill the vacancy within thirty days, the remaining Commissioners shall make the appointment for the unexpired term.

Section 6. The Commission shall appoint a Director of Highways who shall have such duties as may be prescribed by the Commission or by statute.

Chapter 5 continued from page 77

The defeat of Governor McMath and the passage of the Mack-Blackwell Amendment ushered in a new era. Governor Francis Cherry began the era by appointing five new Highway Commissioners on January 1, 1953. His selections were:

Miss Willie Lawson of Little Rock
Cecil Lynch of Pine Bluff
Raymond Orr of Fort Smith
Dan Portis of Lepanto
Glenn Wallace of Nashville

The first organizational meeting of this Commission was held in the Governor's office on January 19, 1953. Chief Justice Griffin Smith of the Arkansas Supreme Court administered the oath of office and the group selected Raymond Orr as Chairman.

The Commissioners drew lots to stagger their terms of office pursuant to the Mack-Blackwell Amendment. Glenn Wallace drew the ten-year term; Cecil Lynch, eight years; Raymond Orr, six years; Willie Lawson, four years; and Dan Portis, two years. All terms hereafter would be for ten years, except in cases to fill unexpired terms.

The Twenty-First State Highway Commission, the original Mack-Blackwell Commission: From left to right: Cecil Lynch, Glenn Wallace, Director Herbert Eldridge, Raymond Orr, Willie Lawson and Dan Portis.



The Commission accepted the resignation of Orval Faubus, who had been serving as Director of Highways since September 1952. Mr. Faubus was resigning to accept the job of Postmaster in his hometown of Huntsville. A.E. Johnson, the Department's Chief Engineer, was selected to serve as Acting Director until a suitable replacement could be found.

On April 10, 1953, the Commission selected Herbert Eldridge, Chief Engineer for Planning for the Texas Highway Commission, as the new Director of Highways for Arkansas at an annual salary of \$15,000. His appointment was formally announced on April 24.

One of the first major policy decisions of the Commission was to forego further highway bond sales and to finance Departmental operations on a pay-as-you-go basis from annual income available. In the Twenty-First Biennial Report, covering the years 1953-54, the Commission bluntly stated:

“When available revenues are viewed against the financial needs set out in the Study of Highway Needs recently completed, ...we see an annual requirement for each of the next ten years in the amount of \$73,857,000 to bring the 10,030 miles of State Highways to adequate standards in the next decade. Yes, State Highway revenues are inadequate to meet the demands for highway service and, until the people are willing to provide additional financing, the only consolation the Commission can offer is that for each highway dollar expended the people will receive a full dollar's worth in labor and materials.”

The Commission began to correct the problems that had existed prior to 1953. Under Minute Order 53, all materials, supplies and equipment were to be obtained through competitive bids based on specifications for quality and quantity, with the obvious exception of emergencies. Minute Order 54 stressed that the use of state forces for construction should be kept to a minimum and construction contracts should be awarded based on competitive bids. Minute Order 55 stated that Department employees would not engage in political campaigns in relation to matters directly affecting the Department.

Though the Commission was working hard to try to rectify the problems of the past and keep pace with current needs, the citizens were having a hard time adjusting to this new, independent Highway Commission. While no one could point to any wrongdoing during the brief existence of this Commission, it was gaining the reputation of being an aloof agency. No longer did members of the Commission regularly attend highway improvement meetings in various communities, and they were seldom seen in outlying areas inspecting the roads to determine highway improvement needs.



In the mid-1950s, the Department was able to purchase new equipment for the maintenance of the state highway system.



To overcome this perception, the Commission issued status reports showing changes and accomplishments since the implementation of the Mack-Blackwell Amendment. The first of these, in 1956, began with an open letter from the Commission to the people of Arkansas.

The letter described the report as being a “small book with a big story” whose purpose was to promote a statewide understanding of highway problems and accomplishments.

“Your State Highway Commission asks the privilege of trying to show you in picture and narrative many of the big things and the little things in the work of the Highway Department during the past four years.

“Your Commission is sincerely appreciative of the forthright cooperation of the State, County and Municipal Officials; and the people of Arkansas themselves; for without their cooperation the accomplishments reported in the following pages would not have been possible.”

The reports included a county-by-county breakdown of progress and planned improvements, as well as changes that had been made in policies.

The cable-operated St. Charles Ferry crossed the White River at Highway 1 for 27 years before it was taken out of operation in December 1981.



Congress passed the Federal Aid Act of 1956 in June establishing the National System of Interstate and Defense Highways. Not only had Arkansas begun a new era; the nation was now beginning an exciting time as well. Huge amounts of federal funds were to be apportioned to the states for the construction of this system.

The Arkansas Highway Commission was ready for this challenge. It viewed this program as an opportunity to prove that Arkansas could have a construction program such as this without going into further debt. The Commission posted the following notice in the Twenty-Second Biennial Report covering the years 1955-56:

*HIGHWAY FINANCE
THE OPPORTUNITY AND THE CHALLENGE*

The Federal Aid Highway Act of 1956 affords the means whereby Arkansas can take care of the majority of its critical needs within a decade instead of whittling away at the job for twenty years or more. This legislation CAN make possible the construction of more than 500 miles of modern expressway design highways. ... The money expended in this gigantic construction program plus the income derived from new industries and increased tourist trade will extend down to all levels of the State's economy. Yes, truly we stand at the beginning of a new era in highway history.

OUR RESPONSE

Your Highway Commission is firm in the belief that our obligation to the citizens of Arkansas has not been fulfilled until every mile of State Highway is paved, each inadequate bridge replaced, every section of worn-out and hazardous pavement rebuilt, and our system of Interstate Highways constructed to the highest possible standards. But our best efforts to date have not been sufficient to hold our own against increasing demands for highway service with the money presently available. The accumulation of unexpended balances on hand when your Commission began operation in 1953 has been used for highway improvement and the Department must hereafter operate on current revenue.

If highway revenues continue to increase at present rates and are left intact and NO AMOUNT DIVERTED TO OTHER USES, we believe it will be possible with strict economy to take up Federal Aid apportionments as allotted and keep pace with other States in road construction. But if income drops below Departmental estimates during

the next three years or if State Highway revenues are diverted to other purposes, Arkansas will not be able to meet the challenge laid before us.

A REQUEST

Therefore we, your Highway Commissioners, respectfully request the Members of the General Assembly not to take any action which will in any manner disturb or reduce revenues now accruing to the State Highway Department Fund.

The idea of a national system of superhighways was not new in the 1950's. The War Department had, as early as the mid-1920's, developed a Strategic Network commonly known as the "Pershing Map." It consisted of about 75,000 miles of routes considered essential to the nation's defense. It was revised in 1940 and 1941 after studies of defense transportation needs.

In 1939, the U.S. Bureau of Public Roads issued a report entitled *Toll Roads and Free Roads*. This report found a proposed 14,300-mile system of six toll roads (three running north and south, three running east and west) to be not feasible. But the report found the concept of a great trunkline superhighway system to be very desirable. It briefly outlined a 26,700-mile master plan of free highways.

In 1944, the U.S. Bureau of Public Roads came out with another report at the request of Congress, this one entitled *Interregional Highways*. This report led to the establishment of a 40,000-mile National System of Interstate Highways under the Federal Aid Highway Act of 1944. This was the beginning of the Interstate System as we know it today, even though funding didn't come about for another twelve years.

A supplementary study, *Highway Needs of the National Defense*, came out in 1949 and identified 2,500 miles of "other highways of strategic importance" in addition to the Interstate System. In 1954, President Dwight Eisenhower appointed the Advisory Committee on a National Highway Program to work with the Special Highway Committee of the Governor's Conference. Their studies provided much of the basis for the 1956 Federal Aid Act, which enlarged the 40,000-mile Interstate System into the 41,000-mile National System of Interstate and Defense Highways.

Alfred E. Johnson, Chief Engineer of the Arkansas Highway Department, was very involved in the planning process for the Interstates and is considered a major architect of the Interstate Highway System in America. Johnson also served as President, and later Executive Director, of the American Association of State Highway Officials.

Funding on federal aid projects had traditionally been on a 50/50 (federal/state) split up until the 1954 Federal Aid Act, which allowed a 60/40 split on some projects. The 1956 Federal Aid Highway Act established the ratio for Interstate construction projects at 90/10.



Construction of the \$27 billion Interstate Highway System was considered the largest public works project ever attempted on earth. It was originally estimated to take 1.8 million man-years of on-site labor to construct and be 29 times greater in size than the Panama Canal, St. Lawrence Seaway and Grand Coulee Dam combined. It was to be composed of 41,000 miles of divided, controlled access highways, constructed at an average cost of \$1 million per mile. It was designed to make up only one percent of our total road and street mileage, but carry twenty percent of all traffic.

The original Interstate routes in Arkansas were as follows:

1. From the Texas state line north of Texarkana to Little Rock (I-30);
2. From the Oklahoma state line north of Fort Smith through Little Rock to the Tennessee state line at Memphis (I-40);
3. From another point on the Tennessee state line at Memphis north via West Memphis to the Missouri state line northeast of Blytheville (I-55);
4. A connection to Fort Smith (I-540); and
5. A loop to the west of Little Rock, including a new fourth bridge across the Arkansas River (I-430).

The widening of Highway 67 south of Malvern in 1956.



Construction in 1954 on the southbound lanes of the New Benton Highway which became Interstate 30.



About 91% of these routes were to be built on new locations. Only a few short sections were to utilize the location of existing highways parallel to the proposed routes. The Arkansas routes were approved in 1958.

The 525 miles of Interstate routes in Arkansas were designed to traverse twenty counties, directly serving 19 of the 64 cities in the state with a population of over 2,500 at the time. Forty-five cities with populations over 2,500, and 77% of the total population of the state were within fifty miles of an Interstate route.

Construction on Arkansas' Interstates actually began in 1952. The U.S. Highway 61 Bypass in West Memphis is generally considered the first Interstate project in Arkansas. It was constructed using a 50/50 ratio of federal and state funds. The southbound lanes of I-30 between Little Rock and Benton came along in 1954 under the 60/40 arrangement. This was the state's second Interstate project.

The Highway Commission welcomed the opportunity to shoulder its share in the enormous job of building this network of great roads. But it had to remain mindful of its obligation to bring all other state highways up to a standard that would best serve Arkansas. These two aspects of highway construction in the state would require thoughtful long-range planning and coordination to achieve the wisest expenditure of all available resources.

The Interstate System was laid out on a national level, but the

Commission was responsible for making sure that the state's other highway needs were met. A "Critical Inventory of the State Highway System" was developed in the late 1950's. This involved the re-inventory of every mile of roadway and every bridge on the State Highway System, rating each mile and each bridge for sufficiency (adequacy), determining the life expectancy of the various types of roadway in use, and obtaining traffic data for measuring road use.

The "Critical Inventory" was used as the basis for the development of the state's first, comprehensive Long-Range Program for Highway Improvements in Arkansas. The Commission in January 1960 adopted this program.

Tragedy brought about the first controversy involving the independent Highway Commission. On May 26, 1958, Commissioner Cecil Lynch was killed in an automobile accident.

The death of Lynch meant that Governor Orval Faubus would have to appoint someone to fill the unexpired term. This would be Faubus' third appointment to the five-member Commission, giving him a majority of the Commission appointments. Setting up ten-year terms for Commissioners at two-year intervals was supposed to alleviate this type of situation, because it was believed that no Governor would ever serve more than two terms.

Faubus sidestepped the potential controversy by appointing former State Senator Lawrence Blackwell to the Commission. Blackwell was considered honest and well respected and was from Pine Bluff, the same city as Lynch. Most importantly, Blackwell was the co-author of the Mack-Blackwell Amendment, which gave the Commission its independence. His appointment quieted most critics who thought another Faubus appointment would destroy the independent status of the Commission.



In 1959, the legislature dangled a carrot in front of the Highway Commission. Act 485 of 1959 authorized the issuance of State Highway Construction Bonds not to exceed \$7 million per year for each of the years 1959, 1960 and 1961. The Highway Commission stayed committed to the pay-as-you-go plan it had implemented in 1953 and never requested that the Governor call a special election for the bond proposal. Thus, no bonds were issued.

According to the Twenty-Fourth Biennial Report for calendar years 1958-59, the status of the State Highway System was as follows:

Road Type	Miles
Paved	8,606.87
Unpaved	2,415.25
<hr/>	
Total	11,022.12

Summary

During its first forty years of existence, the Arkansas State Highway Commission endured some situations that any agency, no matter how well organized, would have trouble weathering. The Commission was limited by a lack of authority and funds in the beginning. Two world wars, a Great Depression and millions of dollars of debt later, the roads in Arkansas were considered among the worst in the nation.

The general assembly, undoubtedly sincere in its efforts, did the Commission few favors in those first forty years. After being established, the number of Commissioners changed four times, terms of office changed four times, and the area represented by Commissioners changed seven times. In all, there were no less than nine legislative acts pertaining to the makeup of the Highway Commission between 1913 and 1952.

The administration of Governor Sid McMath built roads in the early 1950's, although their methods and motivations were sometimes questionable. A newspaper account reported that one new road was actually crumbling at its dedication ceremony.

The Highway Audit Commission hearings and final report were painful for everyone involved. No one was spared from the criticism, though Governor McMath and his administration bore the brunt of it.

Arkansans were ready for a change. What was needed was some stability involving highway matters in Arkansas. The Mack-Blackwell Amendment offered that stability, and in November 1952, the people of Arkansas gave their stamp of approval to the amendment by a vote of 231,529 to 78,291.

The Mack-Blackwell era began with the new Highway Commissioners taking a very business-like approach to their duties. They established policies to begin the process of change that was so desperately needed. They were brutally honest with the legislature and the citizens of Arkansas about the task at hand.


This no-nonsense style may have rubbed some people the wrong way in the beginning, but the opportunity soon arose for the Commission to prove its methods. The Federal Aid Highway Act of 1956 established the Interstate System and gave the Commission a chance to fully implement its new policies.

Controversy was avoided and the Commission stayed focused on its plan for operating within the means provided. The latter part of the decade was spent working on the Interstate System and developing the state's first, comprehensive Long-Range Program for Highway Improvements in Arkansas.

The Mack-Blackwell era was at least headed in the right direction.

The widening of Palarm Creek Bridge on Highway 365 in 1956.





CHAPTER 6
The Sixties
1960-1969

“How to pass one car without meeting another one gives people in this country more thought than all the messages to Congress since Washington wore golf breeches.”

— **Will Rogers**

The Interstate System would, in Will Rogers’ way of thinking, give Americans one less thing to think about. By providing the country with a network of divided, fully controlled access superhighways, people could easily travel between major cities in the 48 continental states without having to worry about traffic signals or stop signs - or oncoming traffic.

In mid-1960, construction on Arkansas’ Interstate Highway System was right on schedule. About 50 miles of Interstate were open to traffic, including 25 interchanges and grade separations and 80 miles of frontage roads.

Portions of I-40 and I-55 from Memphis to Lake David in northern Crittenden County were open in eastern Arkansas, as well as I-30 from Little Rock to five miles west of Benton in central Arkansas.

An additional 85 miles of Interstate were under construction at the time. This included the Little Rock-North Little Rock Freeway Bridge, 52 interchanges and grade separations, and 44 miles of frontage roads.

In June 1960, Commission member Jim Crain of Wilson resigned from the Commission due to health reasons. No one knew it at the time, but the resignation of “Mr. Jim” was the beginning of a tragic sequence of events involving Commissioners from east Arkansas.

Governor Faubus wasted no time in selecting John E. Crain, Jim Crain’s son, to fill his father’s unexpired term. Less than three years later, John Crain died unexpectedly, and his brother-in-law, Bill Joe Denton, also of Wilson, was Faubus’ choice as successor.

The paving of Highway 144 south of Lake Village in 1960.



The following March, Bill Joe Denton died and this time, Faubus let the members of the Highway Commission choose a successor. They selected Chauncey Denton, brother of Bill Joe Denton, to serve the remaining eight months of Jim Crain's original ten-year term. Thus, Chauncey Denton became the fourth family member to hold that seat on the Highway Commission in a four-year period.

The 1961 legislative session again saw the passage of a bond issue for highway construction and once again, the Highway Commission shied away from this approach. But the legislature also passed Act 150 of 1961. This Act required the Highway Commission to spend at least \$100,000 in each county on unpaved Federal Aid Secondary roads during calendar years 1961 and 1962.

The Highway Commission was able to accomplish this task with six months to spare. The Act 150 program for the 75 counties totaled 446 miles of construction on unpaved highways, including over 19,600 feet of bridges, at a total cost of \$24.5 million.

The I-30/40 Interchange in North Little Rock, known as the North Terminal Interchange, was officially dedicated November 30, 1962.



The Interstate program received somewhat less emphasis in Arkansas during this time because of Act 150. Still, on May 3, 1962, Rex Whitten, National Administrator for the U.S. Bureau of Public Roads, announced that Arkansas was leading the nation in the construction of its Interstate System.

It was mentioned earlier that Chauncey Denton was not appointed by a Governor, but rather by the Highway Commission. Denton was not the first person to become a Commissioner in this manner. Upon the resignation of Harry Parkin from the Commission in 1962, Governor Faubus chose not to make an appointment in the specified time. The Highway Commission met on May 8 and selected Wayne Hampton of Stuttgart to fill the vacancy. To this date, Hampton and Denton are the only two Highway Commission members not appointed by a Governor.

The early 1960's saw the Department make other advances outside of highway construction projects. During this time, a statewide radio communications network was installed to help coordinate the activities of the districts, and ten District Engineers were named to oversee the districts (rather than five as had been the case). The Department also established a training program for graduate engineers and adopted a uniform employee grading and pay system.

Construction of Interstate 40 at the Highway 89 (Mayflower) Overpass in 1965.



The 1963 legislative session brought about more changes for the Department. Maximum allowable truck weights were raised to 73,280 pounds on primary highways and 64,000 pounds on secondary roads under Act 78 of 1963. In a related action, the Weights and Standards Division of the State Police was transferred to the Highway Department where it originally began as the State Road Patrol. This would become the Arkansas Highway Police Division in 1979.

The 1963 Weights and Standards Division of the Highway Department.



The legislature attempted one other change in 1963. Representatives David Pryor of Ouachita County, Jim Brandon of Pulaski County, and Norman Wimpy of Craighead County, proposed legislation which would require the Director of Highways to be an engineer. The legislators presented two versions, one requiring five years previous experience, and the other requiring four years. Neither bill made it to the floor for a vote, but they did spark some lively debate in Committee hearings.

By December 1963, Interstate 55 was open from West Memphis to Blytheville, and the short segment from Blytheville to the Missouri state line was under construction. Interstate 30 was complete through the downtown Little Rock area to the north terminal interchange in North Little Rock, and Interstate 40 was also complete through the north terminal area. Arkansas was still among the leaders nationwide in the construction of its Interstates.

The legislative session of 1965 was perhaps the most eventful for the Highway Department since the fateful 1951 session that produced the Mack-Blackwell Amendment. Act 23 of 1965 authorized and empowered the Highway Commission to issue State Highway Construction Bonds not to exceed \$150 million to finance construction and reconstruction projects. The Commission was expanding and making

improvements to the State Highway System, but as was stated in the mid-1950's, it would be a long, slow process. The Commission was feeling pressure to proceed at a faster pace, so the sale of bonds was put to a vote of the people on February 27, 1965. The measure was defeated.

A special legislative session was called a short time later to address other highway funding proposals. Act 35 of the First Extraordinary Special Session authorized the issuance of State Highway Refunding Bonds to refinance the 1941 State Highway Refunding Bonds. This advanced the refunding of the outstanding 1941 bonds. This action was not subject to a vote of the people because the indebtedness in question came about prior to Amendment 20, which required a public vote on bond issues, and because the refunding was not increasing the overall bonded indebtedness. The move served to free up extra money that was accumulating in the bond reserve fund.

Acts 40 and 41 of the special session raised the gasoline tax for the first time since 1934. Under these Acts, gasoline was to be taxed at 7.5 cents per gallon and diesel at 8.5 cents. Also, Act 39, the Arkansas Highway Revenue Distribution Law, established the way road-user revenues would be distributed.

This Act set up the 70/15/15 formula still in use today, whereby the Highway Department receives 70% of these revenues, the County Aid Fund receives 15%, and the Municipal Aid Fund 15%.

Governor Faubus requested that the legislature appropriate additional funds for the Highway Department during the special session. The money was to be used for salaries and additional positions should the Ozarka Program be implemented that year. (The Ozarka Regional Development Area was established under the Public Works and Economic Development Act of 1965. It originally consisted of parts of Arkansas, Oklahoma and Missouri. Nine counties in Kansas were added at a later date.)

The funds were not needed for Ozarka in 1965 or 1966, and the Director of Highways, Mack Sturgis, checked with the State Comptroller to see if the monies could be used for general salary increases. The Comptroller, whose duties were to ensure the sufficiency of funds and the legality of the use, saw nothing wrong with the use of the funds for salary increases at the Highway Department.

Problems arose when it was discovered that the pay raises were being instituted using Ozarka funds. The Governor had assured the legislature that the appropriated funds would not be used unless they were needed for the Ozarka Program. Both Sturgis and the Comptroller had informed the Governor of the pay raises, but it was not made clear that it was Ozarka funds that were to be used.

The Highway Commission members were completely uninformed on the matter. Sturgis stated later that he considered the salary increase decision to be within his area of authority and responsibility as Director.

The use of the Department's computer after regular business hours in implementing the pay raise prompted the news media to use the phrase, "midnight pay raises" when the story came out. The Department had only one computer at the time and Department personnel used it in shifts, oftentimes after hours, in conducting Department business.

After the story broke, the word immediately went out that the raises would be rescinded and the funds used for any increases already implemented would be refunded. The Governor called for an investigation into the incident by the Legislative Audit Committee headed by Representative Sterling Cockrill of Pulaski County. Hearings were held to determine exactly what had transpired.

No dishonesty was discovered in the pay raise investigation. Representative Cockrill best summed up the whole matter at the conclusion of the hearings. He stated that the worst that could be said was that it was an "administrative boo-boo" that would probably never occur again. But the phrase, "midnight pay raise," stuck with the incident, leaving a dark cloud over it even today.



Sturgis resigned after the pay raise news broke. Walter E. Hicks, a 40-year Department employee from Camden, was named Acting Director. The search for a permanent replacement brought Ward Goodman to the Director's seat on January 1, 1967.

The Department enjoyed happier times in November 1966 when it moved into the new Central Office Headquarters Complex. The ten-story administration building was the crowning structure of the complex located on a 36-acre tract at the corner of I-30 and Mabelvale Pike in southwest Little Rock. The red brick and concrete building contained 110,000 square feet of floor space, including a cafeteria for employees.

The construction contract was awarded on December 16, 1964, to Bush Construction Company of Hot Springs. The previous headquarters building on the Capitol Mall had been transferred to the State Education Department by the legislature in 1963. All of the Highway Department's central operations, with the exception of the Central Shops at Jacksonville and the Sign Shop in North Little Rock, were at the complex.



Ward Goodman

Construction underway at the new Highway Department complex at I-30 and Highway 338 in the late 1960's.



Partly because the image of the Highway Department had been damaged by the pay raise fiasco, and partly because Governor Win Rockefeller was pushing for a highway bond issue, the Governor, in 1967, asked for an independent audit of the Highway Department. The Commissioners said they had nothing to hide and would not object to an independent audit, though they did not feel it was necessary.

The Governor wanted the Highway Commission to request the audit, but the Commissioners felt the call for an audit should come from the legislature or the Governor. The Commissioners noted that the Department was audited yearly by the Legislative Audit Committee just as all other state agencies were and again stated that they didn't feel another audit was necessary.

In 1966, this new 110,000 square foot, ten-story administration building was built at a cost of \$2.3 million. Its approximate value in 2002 was \$11.7 million.



Two similar bills were filed in the 1967 legislative session calling for audits of the Department. Both bills received “do not pass” recommendations in committee, and neither was brought to the floor for a vote.

As for the bond issue, the Commission saw no need for that, either. Referring to the defeat of a similar proposal by the people in 1965, Commissioner Truman Baker noted, “*As far as I’m concerned, the people are opposed to bond issues.*” The legislature did not act on the Governor’s request for a bond issue to finance a highway program.

Act 121 of 1967 established a 30-member Arkansas Constitutional Revision Study Commission to consider the possibility of replacing the state’s 1874 Constitution. On January 3, 1968, the Commission recommended to the Governor that the legislature submit to the people the question of whether or not to call a Constitutional Convention. In November 1968, the people of Arkansas voted for a Constitutional Convention, with 100 delegates to be elected from the same districts as the members of the House of Representatives.

Throughout the next year, the delegates proposed, added, deleted, and altered provisions for the new Constitution. In its final form as presented to the citizens of Arkansas for a vote in November 1970, the essence of the Mack-Blackwell Amendment remained unchanged.

The proposed Constitution was defeated, leaving the 1874 document in effect. But the fact that the delegates saw fit to leave the Mack-Blackwell Amendment virtually unaltered in the proposed document reinforced the premise that Amendment No. 42 was accomplishing what it set out to do.

Construction on the Interstate 55/Interstate 40 Interchange at West Memphis in 1960.



Summary

The decade of the 1960's was the first since the Highway Commission was created in 1913 that no changes were made in the makeup of the Commission. Consequently, the Commission and Department enjoyed one of their most productive periods.

Arkansas continued to be among the nation's leaders in the construction of Interstate highways. By 1970, nearly 90% of the state's Interstate routes were open to traffic.

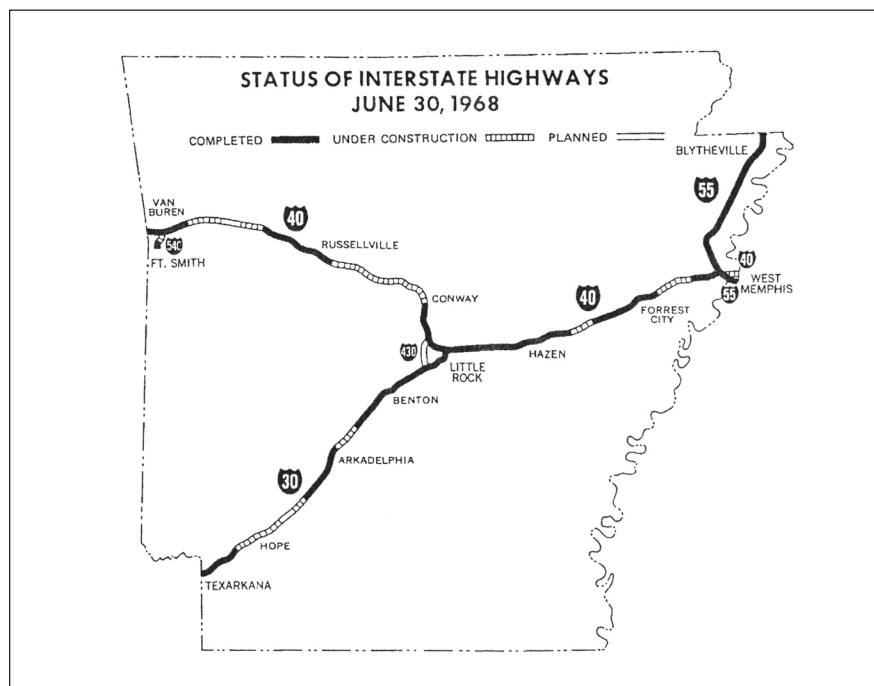
The issue of bond financing came up again and in 1965, the Commission let the people decide. Their message was clear - continue with the pay-as-you-go method of financing. The existing 1941 bonds were refinanced, freeing up money for construction and maintenance projects.

The Mack-Blackwell Amendment survived its first true threat. The delegates to the state's Constitutional Convention in 1969-70 recognized the worthiness of the Amendment and left it intact.

According to the Twenty-Ninth Biennial Report for the calendar years 1968-69 the status of the State Highway System was as follows:

Type Roads	Miles
Paved	11,759.6
Gravel	2,355.8
Graded	119.1
<hr/>	
Total	14,234.5

The 1970's were upon us, and the Commission appeared ready to continue the progress.



Slip form paving on Interstate 30 near Hope as seen from the Highway 4 overpass in 1970.





CHAPTER 7
The Seventies
1970-1979

“It seems strange that we Americans don't hold the automobile speed record, for we have millions of people trying to break it every day.”

— **Will Rogers**

Will Rogers was almost correct. Construction on the Interstate program was progressing nationwide, giving drivers their greatest mobility in years. The speed limit in the early 1970's was 75 m.p.h. on these superhighways, which was the average speed of the winner of the Indianapolis 500 in 1913 when the Highway Commission and Department were created.

The 1970 legislative session again saw a bond issue proposal presented. This one was backed by the Highway Commission. The Commissioners agreed that the timing might be right for a bond issue because the 1941 Highway Refunding Bonds were nearly paid off, which meant that the revenue being freed from the 1941 bond pledge could be

used to finance a highway improvement program with a bond issue using present revenues without a tax increase.

Even though great progress was being made on the roads, it was not coming about fast enough to suit everyone. The Commissioners believed that if a bond issue was inevitable, this would be the time because no new funds would be needed other than those already going toward bond debt reduction.

The issue was settled in the House of Representatives when the measure failed to get the necessary majority of votes. Therefore, the proposal was never brought before the people for a vote and the Commission continued with construction at the same, steady pace.

With Arkansas' original Interstate mileage nearing completion, the Commission requested of the Federal Highway Administration (FHWA) that an addition be made to the system. In March 1970, the Commission asked that the 7.4-mile East-West Freeway in Little Rock be added to the Interstate System. The FHWA denied the request saying that no mileage was available at the time, but they agreed to reconsider the request when more mileage became available.

In November 1970, the East-West Freeway became a part of the Interstate System and was designated Interstate 630. Congressman Wilbur D. Mills was instrumental in getting the mileage added and in early 1971, the City of Little Rock named the highway the Wilbur D. Mills Freeway in his honor.

The Highway 79 Arkansas River Bridge under construction at Pine Bluff in 1970.



On April 1, 1972, Arkansas became only the eighth state in the nation to be free of any highway bond debt. The last of the 1941 Highway Refunding Bonds were paid off in March, and for the first time in almost fifty years, the state had no outstanding debt from highway construction or maintenance. An official “bond burning” was held in January 1975 when the last of these bonds were returned to the state from out-of-state financial institutions.



Henry Gray

Tragedy again struck the Department on March 15, 1973. Director of Highways Ward Goodman suffered a heart attack while testifying before a legislative committee at the Capitol and died a short time later at Baptist Hospital in Little Rock. Henry Gray, Assistant Director at the time, was selected by the Highway Commission to assume the responsibilities of Director, a position he would hold for the next fourteen years.

The rest of 1973 was a busy time for the Department and the Commission. Act 9 of 1973 started the action. Under this Act, county judges and legislators were allowed to designate up to twelve miles of county roads per county for addition to the State Highway System. Approximately 875 miles were added to the system under Act 9, over 550 of which were unpaved.

In July 1973, the Division of State Aid Road Construction came into being. Act 445 of 1973 created this division within the State Highway Department to administer State Aid and Federal Aid Secondary funds. The motor fuels tax was raised one cent per gallon to help fund this program. Seventy percent of the revenue generated by the one-cent increase was credited to the State Aid Road Fund, up to a maximum of \$9 million annually.

A State Aid Road System of 5,000 miles was established under this Act to include county roads from all 75 counties. The mileage was to be allocated among the counties according to a formula based on area and rural population. The system was to be expanded periodically in 1,000-mile increments up to a maximum of 10,000 miles.



Monies from the State Aid Road Fund were to be allocated to the counties using the same formula under which the mileage was allocated. County judges could request these funds for use on construction projects on county roads. The State Aid Division was to assist the county judges with planning and designing the project, and the contract for construction was awarded through normal Highway Commission bid lettings.

A State Aid Engineer was responsible for overseeing the activities of the State Aid Division. This position is one of only three (the Director of Highways and the Highway Police Chief being the other two) who are selected by and work at the pleasure of the Highway Commission.

Also in 1973, the Arkansas Turnpike Authority was recreated to look into the possibility of constructing and operating toll roads in Arkansas. The Turnpike Authority was originally created in 1967 but was virtually powerless at the time because of the highly restrictive laws pertaining to toll roads.

Act 312 of 1973 named the Highway Commissioners as the Turnpike Authority and amended the turnpike laws to state that the tolls collected on a road need only cover 80% of its total debt service along with all maintenance and operation costs to be deemed feasible. The old law required that a road completely pay for itself.

Interest was immediately sparked in the possibility of constructing toll roads. Northwest Arkansas proponents pushed for a toll facility between Fort Smith and the Missouri state line, and southwest Arkansas residents wanted a road between Texarkana and Shreveport, Louisiana. The Department conducted a public opinion survey in October 1973. The statewide results were weak with less than 50% favoring toll roads. But the residents of northwest and southwest Arkansas indicated a strong desire for such roads.

However, feasibility studies showed that, in spite of the favorable public opinions in those areas, toll roads were not feasible. Projected traffic studies of the proposed turnpikes indicated that the tolls charged to use the roads would have to be excessive in order to meet the debt service requirement. It was feared that the high tolls would cause motorists to use the free alternative routes. Lowering the tolls would not generate the required amount of funds.

Highway Commissioner Lawrence Blackwell holds aloft burning highway bonds at a ceremony in January 1975.



Before the end of 1973, two major events occurred regarding bridges in Arkansas. The I-40 Mississippi River Bridge at Memphis opened to traffic, fully completing Arkansas' portion of I-40. Also, the toll was dropped from the U.S. Highway 49 Bridge at Helena, making Arkansas' highway system completely toll-free.

On a national level, the Federal Aid Highway Act of 1973 included provisions that would benefit Arkansas. An Urban High Density funding category was created to fund expressway projects in urban areas that were not eligible for Interstate funds. The East Belt Freeway (later designated as I-440) in Little Rock was one of only three projects nationwide that qualified for these funds. This allowed the use of federal funds at a 90/10 ratio for construction of the East Belt.

A speed limit sign at I-30 and 65th Street being changed to reflect the new lower limit.



The energy crisis was being strongly felt by late 1973. In January 1974, the maximum speed limit on the nation's highways was lowered from 75 m.p.h. to 55 m.p.h. in an effort to conserve fuel. Double-digit inflation was taking its toll as well. The Department reported an 80% rise in construction costs in the first six months of 1974.

The Highway Commission and the Mack-Blackwell Amendment came under attack again in 1975. A lawsuit was filed stating that there was not a Commissioner from Congressional District No. 2 but that there were two Commissioners from two other districts.

The issue centered on the section of Amendment No. 42 which stated that the five members of the Highway Commission must be appointed from the state at-large, but that "*no two Commissioners shall be appointed from any single Congressional District.*"

There were six Congressional Districts in 1952 when that Amendment was ratified. Since 1962, however, the state has had only four Congressional Districts. The five Commissioners in office in 1975 when the lawsuit was filed represented five of the Congressional Districts, as they existed in 1952 when the Amendment was written.

Attorney General Jim Guy Tucker ruled that, “*It is my opinion that the appointments of the five current members of the Arkansas Highway Commission have been made in accordance with the Constitution.*” In 1979, the legislature passed Act 932 clarifying the Mack-Blackwell Amendment by stating that appointments to the Commission should represent each of the four current Congressional Districts with one appointee from the state at-large.

Next, Governor David Pryor called for increasing the number of Commissioners from five to ten and shortening the length of the terms to five years. He attempted to convene a Constitutional Convention by statute rather than by a vote of the people to consider this and other proposals. This effort was ruled invalid by the State Supreme Court.

The Highway Department took on new responsibilities in February 1977. Act 192 renamed the Department the Arkansas State Highway and Transportation Department (AHTD), giving it the authority and the duty to coordinate planning for all modes of transportation. The State Highway System was the foundation for multi-modal transportation in Arkansas and remained the major responsibility of the Department. But under Act 192, preserving rail service and administering public transportation programs were placed under the Department’s authority.



The Toad Suck Ferry on the Arkansas River at Highway 60 in 1970.



This law brought about an entire new realm of planning activities for the Department. New responsibilities included:

Public Transportation: The AHTD was to administer federal and state funds for planning, implementing, improving, and operating public transportation programs in Arkansas.

Rail: The Department was authorized to plan, coordinate, and administer a State Rail Plan to ensure the preservation of local rail services. Under Act 153 of the First Extraordinary Session of 1989, the AHTD became responsible for all matters pertaining to the regulation and operation of all railroads in the state.

Air and Water: State and local airport commissions and the Arkansas Waterways Commission were directed to inform the Highway Commission regarding planned improvements to best achieve a comprehensive growth plan for the state.

The addition of these new responsibilities made the name change necessary and appropriate. The Department now dealt with more than just highways.

The inflated economy, particularly high construction costs, continued to plague the Department and the Commission through the mid and late 1970's. The Thirty-Third Biennial Report covering the years 1977-78 contained the following message from the Commissioners:

“In 1973, the Department issued the Six-Year Highway Program, Fiscal Years 1974-1979, established at \$531 million. As of July 1, 1978, \$366 million in projects had been let to contract and the remaining projects are now estimated to cost more than \$410 million. These new totals, based on current prices, reflect an increase in construction cost of 46 percent over the total original program.”

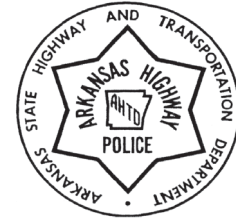
The Commission chose to take the issues surrounding highway construction straight to the public by conducting a series of four public meetings in different regions of the state. The purpose of these meetings was to obtain input through citizen assessment regarding the highway and transportation programs in progress and those planned for the future. Meetings were held in Springdale, Jonesboro, Hope, and Monticello. The response received showed such meetings to be an effective means of communication between the Commission and the local citizens. The Highway Commission and the public came out better informed of highway problems because of these meetings.

The legislature offered some help to the Department in 1979 by raising the motor fuels tax one cent to 9.5 cents per gallon and increasing vehicle registration fees an average of 30%. However, these efforts did not

generate the revenues they were expected to because of the economy. Decreased travel and motor fuel usage, more fuel-efficient vehicles, and increased use of tax-exempt gasohol all played a part in keeping revenues below anticipated levels.

Despite the bad economy, there were some high points in 1979. The Weights and Standards Division of the Highway and Transportation Department became the Arkansas Highway Police Division, and two projects that had been involved in legal battles were resolved.

In February, a federal judge ruled in favor of the Department regarding the proposed span width on the East Belt Freeway Bridge crossing the Arkansas River in Little Rock. And in April, the Department's revised Environmental Impact Statement (EIS) for Interstate 630 in Little Rock was approved by the Federal District Court. The court had placed an injunction on the Department in 1975 that prevented the construction of the final 2.3-mile section of the six-lane urban highway until a revised EIS was prepared.



The east end of Interstate 630 in Little Rock.



Bids were opened on both of these projects at the May 1979 bid letting, and the low bid on each job was in excess of \$24 million. Bolstered by these two \$24 million-plus contracts, the May 1979 bid opening on highway projects set a dollar volume record of \$80,179,360 for the 49 contracts awarded.

Also in 1979, the four-lane portion of U.S. Highway 63 through Jonesboro opened to traffic, and the Department received Federal Highway Administration approval for the construction of a four-lane divided highway between Fayetteville and Bella Vista.

In the 1970's, the Department began a concentrated effort to replace the ferries in operation on the State Highway System with modern bridges. These efforts were very successful. Of the 13 ferries in operation in 1970, seven had been replaced with new bridges leaving only six operating in 1980.

After Governor David Pryor's attempt to hold a convention in 1975 failed, he had the question placed on the ballot in the 1976 general election and the measure passed. In 1979 a Constitutional Convention was convened to create a new state constitution.

The South Terminal Interchange of I-30, Highway 65 and I-440 in Little Rock.

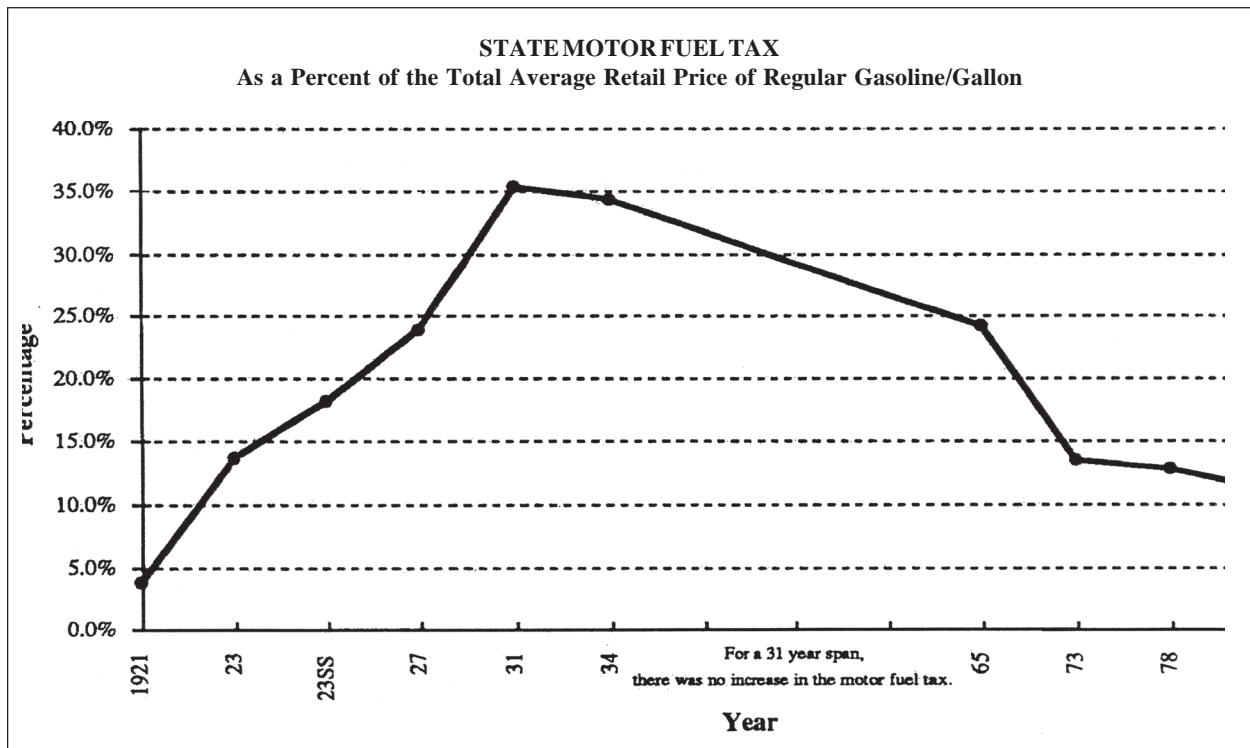


The Mack-Blackwell Amendment was a major topic of discussion, and once again, the 100 delegates elected to the convention chose not to alter it. The proposed constitution, with the Mack-Blackwell Amendment intact, was presented to the people in 1980. For the third time this century, the measure was defeated. Regardless of the vote, the 1970's ended the same way the 1960's had - with the Mack-Blackwell Amendment being judged to be fair, effective and worthy of remaining a part of a proposed State Constitution.

Summary

The decade of the 1970's was one of tempered enthusiasm. One of the highlights occurred when the state's highways became debt-free in 1972. Another highlight was the fact that Arkansas became the first state in the nation to complete its original allotment of Interstate mileage with the completion of Interstate 430 in 1975. The creation of the State Aid Division in 1973, the replacement of over half the state's ferries, and the record-setting bid letting of 1979 were other high points from the Seventies.

These accomplishments were tempered somewhat by the economic conditions of the decade. Fuel shortages, runaway inflation and high construction costs made progress hard to come by. The price of gasoline more than doubled, yet the tax on gasoline increased only two cents per gallon.





The Department became responsible for public transportation and rail service during the 1970's.



But still, progress was made. Some of the worst roads in the state became part of the State Highway System in 1973, yet the Commission ended the decade with less than half as many unpaved miles of State Highway as it began with. Unpaved miles were less than 1,000 by the end of 1979 for the first time ever.

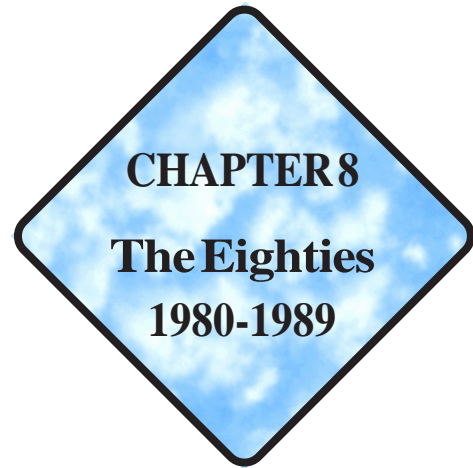
Perhaps the most significant aspect of the Seventies was what did not take place. The decade began and ended with Constitutional Conventions. In both cases, the Mack-Blackwell Amendment was not tampered with. The Governor proposed changes to the makeup of the Commission in 1975, but this effort was not successful either. The Amendment was serving its intended purpose - providing a stable, non-political environment for the Highway Commission to conduct its work.

According to the Thirty-Fourth Biennial Report the State Highway System on January 1, 1980, was as follows:

Type	Miles
Paved	15,063.07
Unpaved	975.46
<hr/>	
Total	16,038.53

The Interstate 430 Arkansas River Bridge under construction in 1973.





CHAPTER 8
The Eighties
1980-1989

*“Suggestions to solve traffic problems:
Everybody traveling west go Monday;
east, Tuesday; north, Wednesday;
south, Thursday.
Sunday reserved for weekend driver alone,
Sunday night caring for the injured.”*

— **Will Rogers**

Traffic was indeed becoming a problem. Traffic volumes, especially those of heavy trucks, were greater than anticipated. Even though Arkansas was the first state in the nation to finish its original Interstate System, parts of that system were already operating at or near capacity. Expansion and additional lanes were becoming essential needs.

Another drawback to finishing the Interstates so early was that parts of the system were beginning to show their age. The highways had been designed for a 20-year life expectancy, and most of the system would reach that point during the 1980's. The federal government had done a good job of supplying funds for the construction of the system, but monies for needed

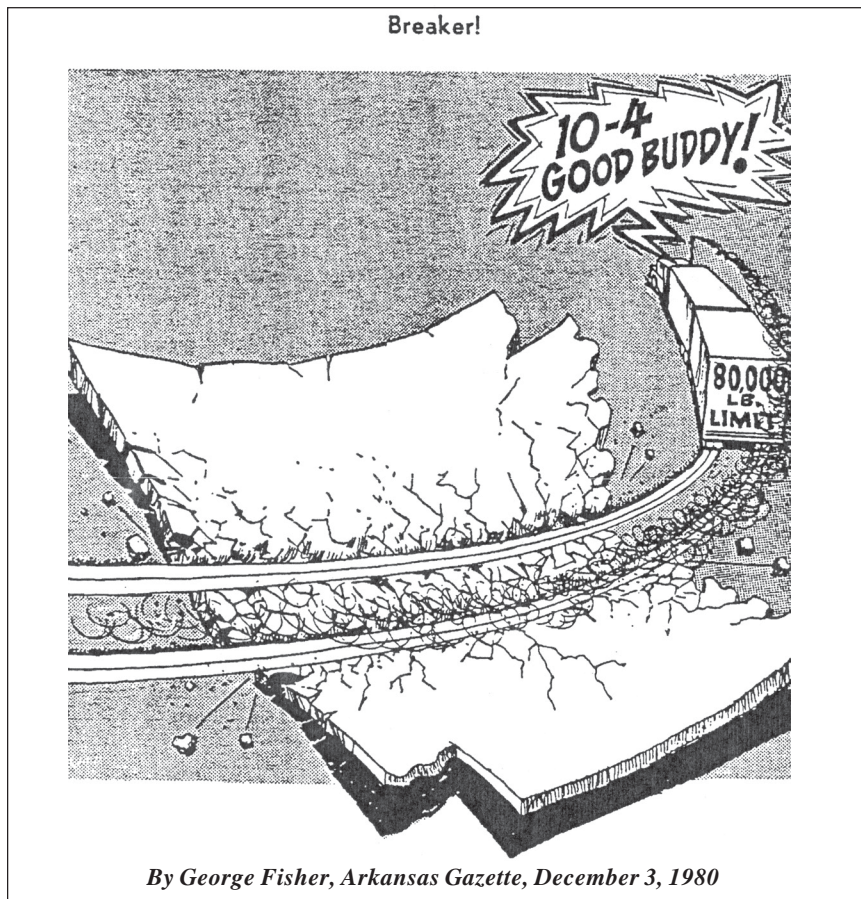
reconstruction were harder to come by and maintenance was totally the state's responsibility.

State revenues were down due to inflation and the energy crisis, and federal funds were now being reduced. During 1980, President Jimmy Carter and Congress cut federal aid highway funding to Arkansas by about \$40 million in an attempt to balance the federal budget.

As if the Department didn't have enough problems, the summer of 1980 went into the record books as one of the hottest summers of all time. During July alone, high temperatures reached 100 degrees or more on 22 days. Only once was a high temperature recorded below 90 degrees. Heat related highway damage was over \$12 million. In all, nearly 350 concrete pavement blowups and more than 860 miles of asphalt pavement with severe bleeding problems kept maintenance crews busy.

To make matters even worse, the Department learned in August that the FHWA had denied a request for \$11.7 million in emergency funds to repair the heat-related damage.

The condition of the state's highways and what it cost to maintain them remained a hot topic into the 1981 legislative session. At that time, the trucking industry proposed legislation to raise the legal maximum vehicle weight from 73,280 pounds to 80,000 pounds on Arkansas' highways.



The Federal Aid Highway Act of 1974 had given the states the option of increasing their legal maximum weight allowed on the Interstate System to 80,000 pounds. Since that time, 44 states had executed that option. Six states, including Arkansas had retained the 73,280-pound limit.

The trucking industry had started its efforts to raise the limits in Arkansas in 1977. They found little support among the members of the general assembly that year, but in 1979 they mounted a stronger effort. By 1981, Governor Frank White was convinced that the limit should be raised for the economic well being of the State.

The legislature was still not completely sold on the idea of increasing the limit, but they did pass Act 402 of 1981, which created the Truck Weight Study Commission. This Commission was to determine the ramifications of increasing truck weights in Arkansas and offer its recommendations to the legislature later in the year. The Commission members were:

Marion Crank, Chairman, Arkansas County Judges Association;
James A. Branyan, Vice Chairman, Arkansas Highway Commission;
Billy Cooper, Secretary, AHTD;
Raymond Pritchett, Arkansas Highway Commission;
Earl Jones, Associated Industries of Arkansas;
Don Allen, Arkansas Poultry Federation;
Wilfred Carle, Riceland Foods;
Dr. Walter LeFevre, Professional Engineers Association;
Bob Shaw, Arkansas Bus and Truck Association;
Dr. Silas Snow, Arkansas Good Roads/Transportation Council; and
Don Zimmerman, Arkansas Municipal League.

The Truck Weight Study Commission spent four months deliberating the advantages and disadvantages of raising the weight limit. In the end, the entire Study Commission favored increasing the limit to 80,000 pounds provided adequate revenues could be raised to cover the cost of additional maintenance. But the Study Commission was divided over how much revenue was needed to compensate for the increased damage to the roads and how much of those costs the trucking industry should bear.

The Study Commission submitted two reports to the legislature. One, the majority report that was recommended by six members suggested a funding increase totaling \$108.5 million to cover the additional costs. The other, the minority report, was proposed by four members and provided less than \$20 million in additional revenues.

It had been hoped that the Governor would call a special session of the legislature to resolve the truck weight question once the Study Commission issued its recommendations. But citing the differences that remained, the Governor declined to call the legislators back to Little Rock.

With the truck weight question aside for the time being, the Highway Commission concentrated its efforts on operating the Department with the

revenues on hand. Reduced federal funding and declining state revenues caused the Department to cut back in 1982 on many of the services the public had come to expect. Roadside mowing, litter pickups and rest area maintenance were reduced and one Tourist Information Center was closed.

New construction activity was slowed by the fact that only five bid lettings were held in 1982, about half as many as usual. Inflation had reduced the purchasing power of the 1982 revenues to pre-1975 levels. The Commission estimated that they needed about \$100 million in additional revenues just to keep the highway system in its present condition.

In late 1982, Congress finally passed a new Federal Aid Highway Act to take effect in early 1983. This legislation would bring more federal dollars to Arkansas, though not as much as had been hoped and not in the categories where it was needed most. But the additional funds helped ease some of the pressure off the Commission. The Act also required states to allow 80,000-pound loads.

The 1983 legislative session began just as expected. Act 7 of 1983 raised the maximum legal weight allowed on Arkansas' highways to 80,000 pounds. Then the debate began on how to pay for the extra damage caused by the heavier loads. House Bill 284 was backed by Forward Arkansas, a trucking-shipping coalition. It proposed raising the registration fees on all trucks and raising the tax on diesel fuel as a means of increasing revenues. This bill eventually died in the Senate.

Senate Bill 220, the so-called weight-distance tax, survived a hard-fought legislative battle and was signed into law by Governor Bill Clinton on March 23, 1983. The weight-distance tax became Act 685 of 1983 and specified that only those trucks registered to carry more than 73,280 pounds would pay additional taxes. Registration fees were kept at the same levels, so truckers not taking advantage of the higher weight limits would not pay any more than they already were. The heavier trucks had the option of buying a \$175 annual permit or paying a nickel-a-mile trip fee. The law went into effect July 4. It was expected to generate \$21 million annually - \$14 million for the Department and \$3.5 million each for the cities and counties.

One of the more bizarre natural disasters ever to face the Highway Department occurred in March 1984. A series of tornadoes ripped through north-central Arkansas destroying the Highway 16 bridge over Greers Ferry Lake. At the time the bridge was built prior to the formation of the lake in the early 1960's, it was the tallest bridge structure in the state. The March 15 tornado literally lifted the quarter-mile long steel truss bridge completely off its piers and dumped it into the lake. By May 14, a ferry was in operation to serve the area residents until a new bridge was completed. The new \$3.9 million bridge structure opened June 26, 1985, about eleven months ahead of schedule.



The Edgemont Bridge on Highway 16 as it looked before and after the tornado in March 1984.



In 1984, the Commission was still dealing with the age-old problem of a lack of funds. The shortfall of highway revenues was nothing new and was a problem not only in Arkansas, but nationwide. While other states had begun to take steps to remedy the problem, revenue available to the AHTD had remained virtually the same since 1973. Attempts at providing more revenue for Arkansas' highways over the previous ten years had not kept pace with rising costs, inflation, and growing needs.

The Joint Senate and House Interim Committee on Public Transportation recognized this problem in mid-1984, noting that there was "*an astronomical backlog of highways and bridges in need of repair, and these needs are not being met due to lack of funds.*" The Committee authorized the Legislative Council staff to conduct a study to determine highway needs and the most feasible methods for generating revenues to meet those needs.

The Highway Commission had a similar idea of its own. By the time the 1985 legislative session began, the Commission had prepared the Ten-Year Rural Highway Construction Program to propose to the general assembly. The program consisted of 4,850 miles of improvements selected from the Department's backlog of priority projects. For the first time in history, the Commission specifically listed which roads would be improved with revenue from a specific tax increase.

Highway 287 in Conway County before ...



The legislators accepted the program as a realistic and necessary approach to the mounting highway problems, and the program became Act 456 of 1985. The Rural Road Program, as it would become known, was to be funded with a four-cent per gallon increase in the gasoline tax and a two-cent per gallon increase in the diesel tax.

Even though the legislators accepted the program, Governor Bill Clinton didn't. He vetoed the bill soon after it was passed. But the bill's sponsors managed to muster enough support to override the veto and the measure took effect April 1, 1985.

The Rural Road Program offered something for everyone: improvements were planned in all 75 counties; all unpaved highways on the State Highway System were to be paved; more emphasis would be placed on industrial and airport access roads; and the cities and counties would share in the increased revenues based on the 70/15/15 distribution formula.

A fitting conclusion to a very productive 1985 came in September when the last segment of I-630 through downtown Little Rock opened to traffic. The first leg of the 7.4-mile route opened 16 years earlier in 1969. Since that time construction was hampered by lawsuits and environmental concerns, as well as a lack of sufficient funds.

and after improvements brought about by the Rural Road Program.

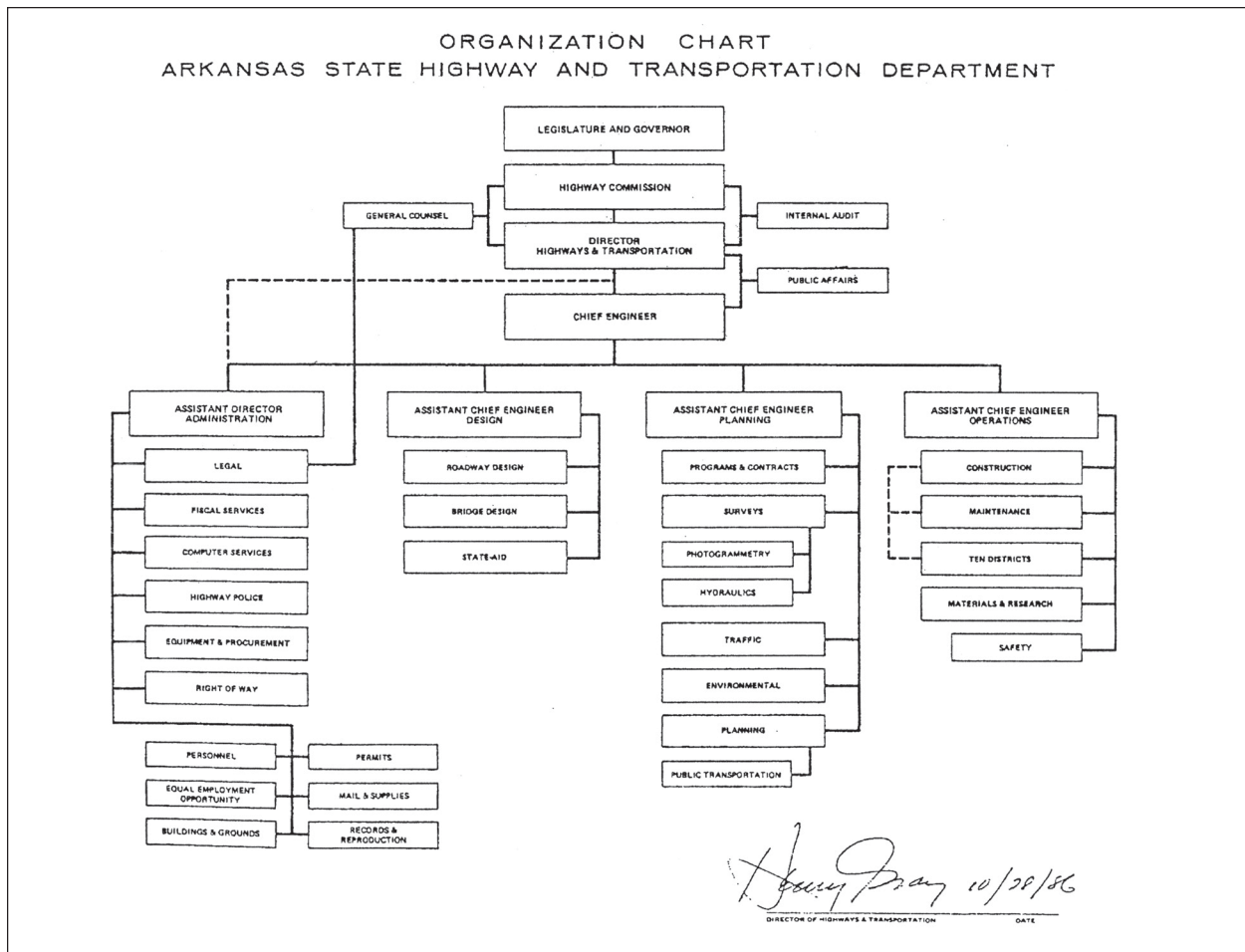


The Department was able to upgrade its physical facilities again in November 1986 when the new Central Shops complex opened on Sibley Hole Road about one mile west of the Central Office Complex. The new facility was next door to the Sign Shop, which had moved from North Little Rock in 1979. The old Central Shops had been located in two warehouses in Jacksonville. Construction on the new shops began in 1985. Total cost of the buildings, parking lots, and driveways was approximately \$1.9 million.

Technological advances were also prominent at the Department in 1986. The Department continued to improve its automation capabilities by implementing new data processing equipment. A Computer Aided Drafting and Design (CADD) System was installed along with an automated plotting and design system. These systems produced more efficient engineering drawings and helped designers come up with the most economical designs possible.

The purchase of the Bids Analysis and Management System (BAMS) further aided in the management, analysis, and monitoring of construction project bids. BAMS proved to be very useful in automat-

The Department's organization structure in October 1986.



Costs for removing snow and ice from the State Highway System reached \$4 Million in 1984.



ing the bidding process and gave the Department the capability of detecting unbalanced bids and contractor collusion.

More funding relief came in early 1987 when Congress overrode President Ronald Reagan's veto of the Federal Aid Highway Act. The new bill actually set the state's obligation limitation about \$15 million less than the year before, but a provision in the Act allowed states to transfer funds among some of the Federal Aid categories. This had not been allowed under previous Acts and gave the states more flexibility in meeting highway needs.

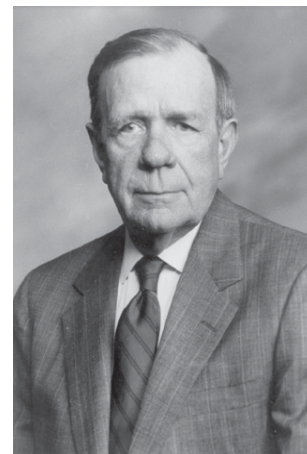
The 1987 Federal Aid Highway Act also allowed the states to use Bridge Replacement funds for the construction of bridges to replace ferries and low water crossings. There were still four ferries and numerous low water crossings in the state that qualified for replacement with these funds.

The Act was also responsible for increasing the speed limits on rural sections of Interstate highways. For the first time since January 1974, motorists could legally drive faster than 55 miles per hour. The Act established a new maximum of 65 m.p.h. on rural Interstates and for the first time created a minimum speed limit of 45 m.p.h. for these routes.

The 1987 regular session of the general assembly would have been rather uneventful for the Highway Department had it not been for one bill. Act 187 established one-time, early retirement incentives for state employees. As a result of this action, 256 employees retired from the Department. This included the Director of Highways and Transportation Henry Gray, Chief Engineer Billy Cooper and Assistant to the Director for Administration Gip Robertson.

A massive reorganization of personnel took place after the 1987 retirements. Maurice Smith of Birdeye was selected by the Commission in December to be the new Director of Highways and Transportation. Smith had served as a member of the Highway Commission from 1965 to 1975. He assumed the responsibilities of Director on January 4, 1988, thus becoming only the second person in history to serve as both Commissioner and Director. (Orval Faubus was the other.) Also at this time, Dan Flowers, Assistant Chief Engineer - Operations, was promoted to Assistant Director.

Even though the 1987 regular session was a quiet one for the Department, the legislature and the Department were not through with one another for the year. The American Trucking Association (ATA) had a lawsuit pending questioning the constitutionality of the state's 1983 weight/distance tax. In August, Arkansas was ordered to place the revenues collected under this tax into an escrow account when a similar law in Pennsylvania was ruled unconstitutional. More than \$5.2 million had been placed in escrow by the time Governor Clinton called a special session to deal with the matter.



Maurice Smith



Dan Flowers



By George Fisher, Arkansas Gazette, January 1, 1988

During the session, the Department proposed a tax of three cents per mile with no cap on all trucks registered to carry over 73,280 pounds to replace the old tax of five cents per mile with a \$175 annual cap. The Arkansas Poultry Federation and other industries proposed a two-cent per mile tax on just those trucks actually carrying in excess of 73,280 pounds. The Poultry Federation bill also included numerous exemptions.

After much debate, a compromise was reached. The new tax rate would be 2.5 cents per mile with no cap and without the numerous exemptions proposed by the Poultry Federation. To no one's surprise, the American Trucking Association soon filed a lawsuit questioning the constitutionality of this law as well.

The Rural Road Program was progressing at, or slightly faster than, its anticipated pace by this time. But already, interest was surfacing for the development of another highway program. The Rural Road Program was fulfilling a need primarily aimed at improving thousands of miles of existing roads around the state. A new push was forming to construct multi-lane highways for the purpose of spurring economic development.

A five-lane Highway 64 at Russellville.



The idea of constructing these “economic corridors” was first presented to the Commission in 1986. Representatives from the Industrial Developers of Arkansas met with the Commissioners at that time with the message that a system of four-lane highways was needed to encourage economic growth.

The Commission took this idea and expanded on it. In August and September 1988, with the help of the Arkansas Good Roads/Transportation Council and the state’s eight regional Planning and Development Districts, the Commissioners took part in nine public meetings around the state to receive input from the citizens regarding the development of a system of four-lane corridors. Interest was high, as more than 2,000 people attended these meetings.

The Commission used the information gathered at those meetings to come up with the Economic Development Corridor Program. This program included the widening of 1,010 miles of highway to four lanes, and another 466 miles to three lanes over a 20-year period. The program also included accelerating the completion of the Rural Road Program. A seven-cent increase in the motor fuels tax was proposed to finance these improvements.

Regional meetings were held throughout the state regarding the four-lane highway program.



The Commission’s proposal was ready to be presented when the 1989 legislative session opened. A group of legislators managed to keep the bill from being considered early in the session, though, stating that acting on the highway bill before proposals for education improvements would not be looked upon favorably by their constituents.

Debate over the education bills was lengthy, primarily because of a proposed sales tax increase to fund them. An anti-tax sentiment grew out of these debates. Consequently, the sales tax increase was

defeated along with most of the education bills, and the anti-tax sentiment spilled over to the highway bill. After months of preparation and weeks of waiting, the Commission chose to pull their proposal from consideration due to the strong anti-tax atmosphere that prevailed.

The 1989 session did not produce the results the Commission had hoped for, but it did bring new responsibilities to the Commission and the Department. Act 153 transferred the operations of the Transportation Safety Agency to the Highway Department. This merger brought 66 new employees to the Department on July 1, 1989.

New areas of responsibility for the Department brought on by the merger included the administration of the state's Highway Safety Program, administration of the Motor Carrier Assistance Program (MCSAP), and the issuance of regulatory stamps to truckers. These functions and the personnel involved in administering them were assigned to existing Department divisions.

The Highway Commission itself was also given additional responsibilities as a result of the merger. The Commission took over the handling of all requests by truckers for the authority to operate in the state. They were to hold hearings on each request for authority and determine whether or not to grant the request. They also were to hold hearings on all common carrier rate requests and handle various other commercial carrier related matters.

The Arkansas Highway Police Division gained 34 new employees through the legislative transfer of the Transportation Safety Agency to the AHTD in 1989.



In August 1989, a Pulaski County court offered an opinion on the lawsuit that had been filed earlier in the year by the American Trucking Association regarding the 1987 weight/distance tax. The court ruled that the Department must place all heavy truck tax revenues into an escrow account pending a later hearing. The tax was still to be collected, but the Commission was not allowed to spend any of the revenues until the suit could be resolved.

This action dealt a severe blow to the financial condition of the Department. It was estimated that approximately \$25 million would be withheld over a one-year period.

The ATA lawsuit asked the state to refund all the money raised by the 1987 weight/distance tax and also attacked the exemptions it allowed. The trucking industry proposed replacing the tax with an increase in diesel fuel taxes and registration fees. The Highway Commission opposed this approach because it meant an increase in taxes for all classes of trucks which use diesel fuel while reducing the overall tax responsibility of the heaviest class of trucks. This legal battle would bring the decade of the 1980's to a close and stretch into the 1990's.

The Interstate 440 Bridge across the Arkansas River at Little Rock.



Summary

Inflation and trucks were the big issues of the 1980's. Revenue growth was not able to keep pace with inflation and the highways suffered. To compound the maintenance problem, maximum allowable load limits on the highways were increased to 80,000 pounds and the most equitable form of taxation to compensate for this was judged constitutionally suspect.

The Rural Road Program of 1985 gave the Highway and Transportation Department and the state a shot in the arm. This program proved to be one of the most publicly accepted highway improvement programs ever, partly because the Highway Commission specified exactly what work would be accomplished and to which roads.

Two additions to Arkansas' Interstate System were completed in this decade: I-630 through downtown Little Rock and I-440, which connected the south terminal interchange with I-40 east near Galloway serving the Little Rock Regional Airport and the Port of Little Rock along the way.

Early retirement incentives forced a reorganization of the Department in late 1987 and early 1988. In 1989, the Highway Commission presented a comprehensive program of three- and four-lane highways to promote economic development, only to have the proposal pulled from consideration before a vote.

The decade ended the same way it began, with the Department facing a funding crisis. The latest funding shortfall was caused primarily by a lawsuit, though - a lawsuit that would finally be resolved in the 1990's.

As of December 31, 1989, the State Highway System status was now listed as the following:

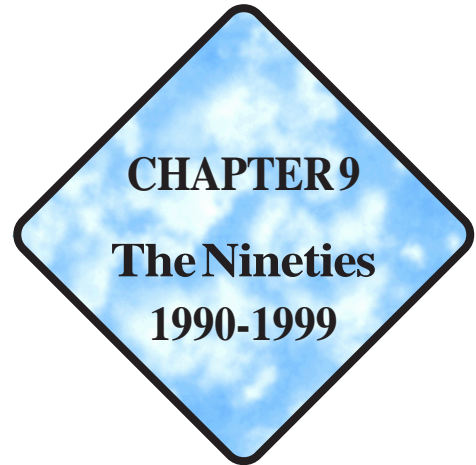
Road Type	Miles
Paved	15,794.33
Unpaved	385.13
<hr/>	
Total	16,179.46

The first leg of the East-West Arterial linking Highway 270 West and Highway 70 West in Hot Springs.



Interstate 40 and Highway 105 Interchange at Atkins in Pope County.





CHAPTER 9
The Nineties
1990-1999

*“No wonder Americans are filling
the roads, trains and air.
There is so much to see.
What we lack in reading
we makeup in looking.”*

— **Will Rogers**

Americans were filling the roads, rails and air in the late 80's and early 90's. Intermodalism – the relationship between the various modes of transportation – had become a buzzword for moving goods and people during this era. But Arkansas citizens mainly wanted good roads and they wanted them built quickly. Still, the level of funding for road improvements was a big concern. The pay-as-you-go method of relying on traditional revenue sources would become a major focus of discussion in the 1990's.

The Highway Commission had proved to be a good steward of the taxpayers' money. Statistics released in 1990 showed the Depart-

ment ranking 48th in administrative expenses as a percentage of total expenditures. The Department was spending only 2.2% on administration costs versus a national average of 5.5%.

In spite of those statistics, the Department was still experiencing a shortage of funds in early 1990, in large part due to the truck tax escrow. But the Commission had committed to a specific road building program in 1985, and they were making good progress on the 1985 Rural Road Program.

There were 538 miles of gravel roads on the State Highway System in 1985. By the beginning of 1990, contracts had been awarded to pave 263 of those miles. This left a balance of only 275 miles of highways not yet paved. Also, 26 industrial access roads had been let to contract since 1985. In all, projects had been let to contract on 2,279 miles of state highways in all 75 counties as part of the 1985 Rural Road Program.

However, the spring of 1990 brought some of the worst flooding Arkansas had experienced in 50 years. Sixty-eight sections of highways were closed at various times in May, including a portion of I-30 near Fulton, and numerous bridges were damaged due to the floodwaters. Statewide, damage to the roads and bridges topped \$10 million.

State Highway 41 shoulder damage after the 1990 flood.



Also in May, the Lower Mississippi Delta Development Commission issued its final report to the President and Congress. The Delta Commission had been established in 1988 by President Reagan to study problems affecting the Mississippi River Delta area of the United States and to offer solutions. The Delta Commission identified highways as being a major tool that could be used to improve conditions in the Delta.

The report listed several routes in Arkansas, which the Highway Commission was already planning to improve, as keys to the success of the region. These included:

- The Highway 1 corridor through Paragould, Jonesboro, Forrest City, DeWitt and Dumas;
- The U.S. Highway 67 corridor from Little Rock through Poplar Bluff, Missouri, to St. Louis;
- The U.S. Highway 412 corridor across northern Arkansas;
- U.S. Highway 425 from the Louisiana state line through Monticello, then State Highways 83 and 54 to Dumas; and
- The construction of the Great River Bridge between Desha County, Arkansas, and Bolivar County, Mississippi.

July 1, 1990, brought the largest increase in the federal motor fuels tax since the beginning of the Interstate era. The tax jumped five cents per gallon on gasoline and diesel, to 14.1 cents and 20.1 cents respectively. Unfortunately, transportation needs were not the driving force behind this increase. Congress chose to raise the gas tax to help hold down the growing federal deficit. Only one-half of the revenues from this increase went into the Highway Trust Fund; the other half went into the U.S. Treasury for deficit reduction. Of the new revenues going into the Trust Fund, no authority was granted for their use on the highways.

Toll roads again were considered as a means for constructing new four-lane roads. A feasibility study was conducted on 12 different routes in Arkansas to determine if any of these would meet the toll road criteria. Once again, none of the roads were deemed feasible as toll facilities.

The financial situation continued to worsen for the Department through 1990. A lower court ruled in July that the 1987 weight/distance tax was unconstitutional, but allowed the collection of the tax to continue pending an appeal. These collections were still to be placed in an escrow account.

To make matters worse, the United States went to war with Iraq in the Persian Gulf later in 1990. Over the years, America had become increasingly dependent on foreign oil, particularly from the Persian Gulf region. The war caused uncertainty and instability worldwide regarding the prices of oil and oil-based products. Here at home, prices and the availability of fuel and asphalt products were having an effect on highway contractors. They were becoming reluctant to bid on highway projects when the prices of these products were changing daily.

The combined effects of the truck tax escrow and the Persian Gulf War forced the Commission to cancel its final two lettings of 1990. This slowed the progress of the Rural Road Program and other major projects around the state.

In December, the Arkansas Supreme Court set a deadline of February 25, 1991, for the State of Arkansas and the American Trucking Association to reach an agreement settling the weight/distance tax dispute. Otherwise, the Supreme Court would rule on the matter, and the stakes were high for both parties.

On January 10, 1991, the Highway Commission and representatives from the trucking industry agreed to a settlement. The Commission would request that the general assembly repeal the 1987 weight/distance tax and replace it with other revenue producing measures aimed at trucks, and the ATA agreed to drop its lawsuits pending against the state. Act 219 of 1991 became the enabling legislation for this compromise.

Under Act 219, the following measures were implemented:

- The diesel tax was increased four cents per gallon to 16.5 cents;
- Registration fees were increased for trucks weighing more than 73,280 pounds, from \$1,044 to \$1,350 annually;
- Overweight permit fees were increased;
- Semi-trailer registration fees were increased; and
- \$64.7 million in escrow accounts from the legal challenges were released. A one-time refund of \$24.2 million to the Department, \$5.2 million each to the cities and counties, and \$25 million to the ATA resulted from this action.

The provisions of Act 219 took effect March 1, 1991. Collection of the replacement taxes and fees began April 1.

The settlement of the weight/distance tax issue by itself was enough to make the 1991 legislative session an important one for the Department. But better things were yet to come.

The Commission again proposed a comprehensive, long-term road improvement program to address the state's many highway and bridge needs. Unlike the 77th General Assembly, these legislators were more receptive. In February, two identical proposals that would provide the additional revenues needed for a \$2.5 billion, 15-year 1991 Highway Improvement Program (HIP) were approved.

The cornerstones of the HIP were Acts 364 and 382. These were identical Acts which raised the gasoline tax five cents per gallon and the diesel tax an additional two cents per gallon. This brought both tax rates to 18.5 cents per gallon. In fiscal year 1992, this action was expected to produce an additional \$47.4 million annually for the Highway and Transportation Department, and about \$10.1 million annually each for the cities and counties.

The rest of the funding for the HIP would come from the weight/distance tax settlement bill (Act 219) passed earlier in the session and from other Department revenue. This bill was expected to produce approximately \$17.7 million annually for the Department and \$3.7 million each for the cities and counties. Improvements planned under the HIP consisted of:

	Approx. Est. Cost.	
Type of Improvement	Miles	In Millions
Highways on new location	210	\$ 530
Widen existing highways to four lanes	625	875
Providing passing lanes	250	80
Interstate rehabilitation	250	300
Other highway reconstruction	875	250
Paving gravel highways	225	70
Resurfacing program	3,600	200
Bridge improvements (Approx. 560 bridges)		200
TOTALS	6,000+	\$2,500+

Approximately 560 bridges were to be improved or replaced under the Highway Improvement Program.



*The Fortieth Arkansas State Highway Commission:
Seated from left to right: L.W. "Bill" Clark, Member; Ron Harrod, Chairman; Rodney E. Slater, Vice Chairman.
Standing left to right: Bobby Hopper, Member; and Herby Branscum, Jr., Member*



Included in these improvements were many of the projects recommended in the Delta Commission report. Roughly one-half of the HIP projects were located in the Delta region.

With a very productive legislative session having been completed, the Commission began the task of implementing the HIP projects. By the end of 1991, the Commission had awarded 207 construction contracts totaling \$221 million in spite of only holding nine bid letting sessions.

There remained one potential problem regarding the Department's new Highway Improvement Program. The program was based on the assumption that the Department would continue to receive federal funds at the same level and that the funding ratios would not be altered. The existing Federal Aid Highway Act expired in September 1991 without the passage of a new act by Congress. With the future of federal funding in question, the further implementation of the HIP program was uncertain.

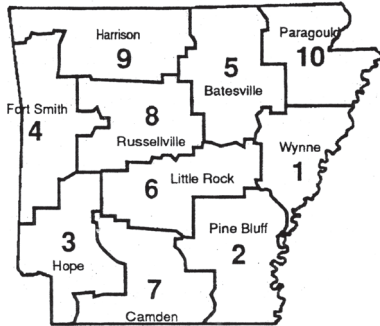
The Commission had been on a record-setting pace for awarding construction contracts in 1991 prior to the expiration of the Federal Aid Highway Act. The lack of a quick response by Congress to remedy the situation caused the Commission to drastically curtail one bid letting and completely cancel another in late 1991.

But Congress came through with a new bill, and the final product seemed well worth the wait for the Commission and the Department. The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 was passed by Congress just before Thanksgiving and signed by President George H.W. Bush December 16, 1991, in Dallas.

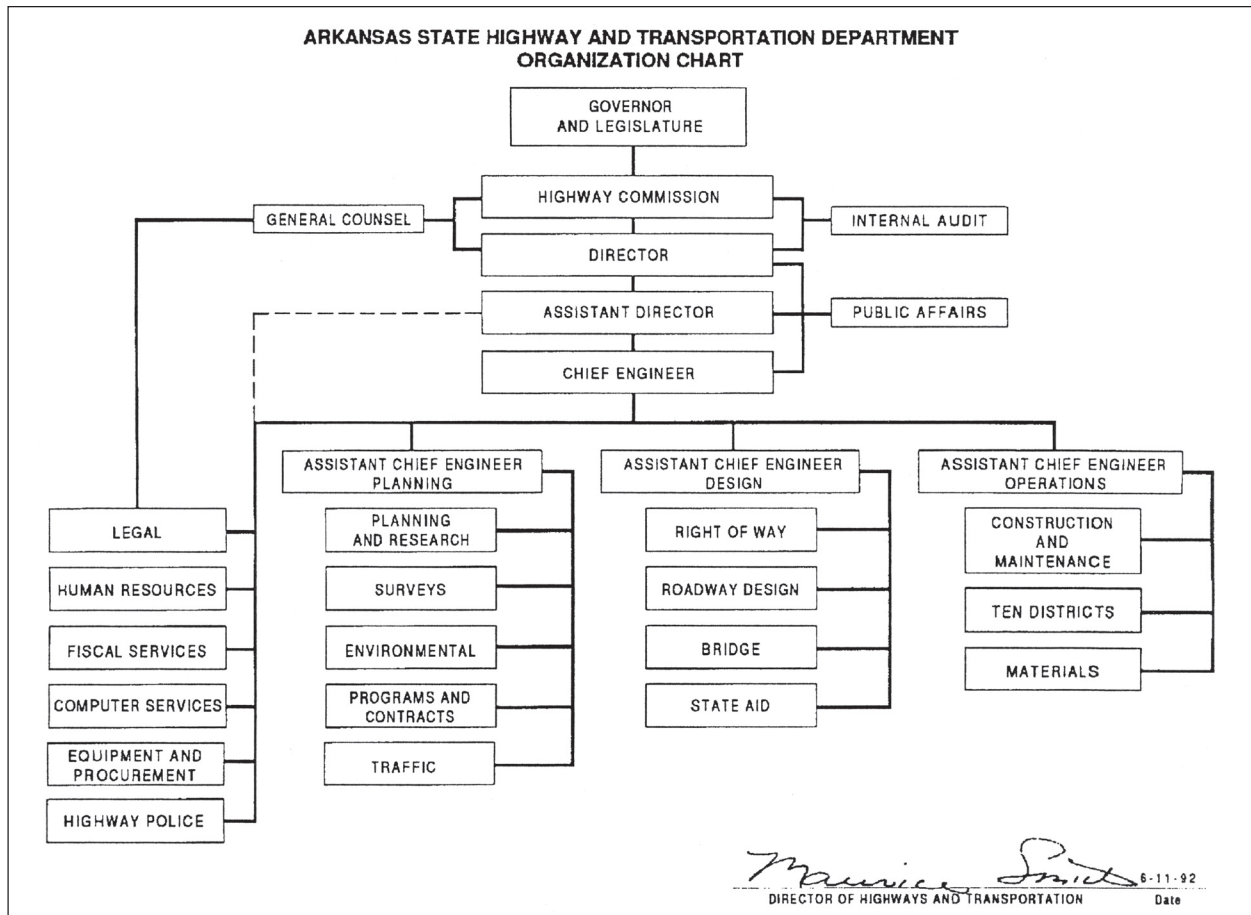
This six-year, \$151 billion package contained major revisions to America's highway program, including increased equity of fund distribution, greater flexibility in the use of funds and broader eligibility of projects for federal funding. It created a National Highway System composed of more than 155,000 miles of highways nationwide. These roads would become the primary focus upon the completion of the Interstate System expected in 1995.

For Arkansas, ISTEA would provide approximately \$1.6 billion in federal aid over the six-year life of the bill. Its passage enabled the Commission to begin 1992 at a record-setting pace. Through July, the Commission had awarded 261 contracts totaling more than \$209 million. ISTEA also included provisions for the future construction of scenic byways, bikeways, and recreational trails.

Highway Districts 1992



The Department's organizational structure as of July 1, 1992.



Not only had the Department and Commission made significant progress on the State Highway System in recent years, but great strides were also made in other areas. In 1992, the Department oversaw programs and services directed at current and future employees. Programs such as the Career Development Program to encourage students at an early age to consider a career in engineering, the Career Enhancement Program to educate existing employees on how to further their careers within the Department, and the Employee Assistance Program which provided assistance to employees in dealing with problems outside the workplace that may affect their job performance, were good examples of initiatives implemented by the Commission to enhance and encourage existing and future employees.

The year 1992 ended with a significant event for the State of Arkansas. Bill Clinton, who had served as Governor for six terms, was elected President of the United States, becoming the first Arkansan to serve in that capacity.

The end of the year also brought a change in leadership on the Highway Commission. Ron Harrod, concerned with achieving a smooth transition into the upcoming legislative session, stepped down from the Chairmanship to allow the Commission to select a new Chairman to lead them into the January session. On December 1, Rodney E. Slater,

The "Welcome To Arkansas" sign on the Interstate 40 Bridge at West Memphis.



the first African-American member of the Highway Commission, was unanimously elected to take over as Chairman. Bill Clark was elected Vice Chairman.

Clinton resigned from the Governor's office on December 12 to prepare for his inauguration, and Lieutenant Governor Jim Guy Tucker was sworn in as the state's 43rd Governor. One of Tucker's first jobs was to name a new Highway Commissioner. Ron Harrod of Prescott completed his 10-year term in January and John "M" Lipton of Warren was named by Tucker to replace Harrod. Lipton had recently chosen not to seek reelection to his seat in the House of Representatives where he had served for 24 years. In fact, Lipton was serving as Speaker of the House in 1991 when the Highway Improvement Program (HIP) was passed.

The 1993 legislative session was relatively uneventful for the Department. The General Assembly did, however, make one move directly related to highway funding. Legislation was passed to tax alternative fuels for the first time in Arkansas. Compressed Natural Gas (CNG), the only alternative fuel being marketed in Arkansas at the time, was taxed at a rate of five cents per gallon equivalent. (Liquified Petroleum Gas – LPG – was also being marketed in Arkansas, but by definition was not considered an alternative fuel.)

President Clinton wasn't the only Arkansan who moved to Washington after his election. Highway Commission Chairman Rodney Slater was nominated by the President to be the new Federal Highway Administrator. Easily confirmed by the Senate, Slater resigned from the Commission June 3, 1993, to begin preparations for his new position.

On June 29, 1993, Governor Tucker named long-time public servant J.W. "Buddy" Benafield of Newport to fill the remaining 18 months of Slater's unexpired term. Benafield was well known in Arkansas having served in numerous capacities, including Mayor of England and Mayor of Little Rock. Bill Clark was selected to serve as Chairman of the Commission following Slater's departure, and Bobby Hopper was elected Vice Chairman.

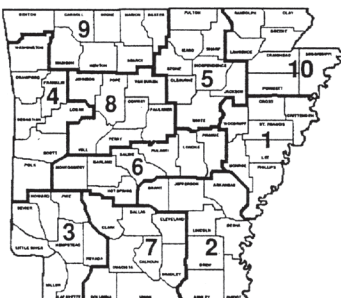
In order to provide for more efficient management and operations of the highway system, the configuration of highway districts was changed in 1993 for the first time in twenty years. Four counties were transferred between contiguous highway districts under Minute Order 93-451. The following changes were made:

- Cleveland County transferred from District 2 to District 7;
- Lafayette County transferred from District 7 to District 3;
- Montgomery County transferred from District 3 to District 6; and
- Grant County transferred from District 6 to District 2.



J.W. "Buddy" Benafield was sworn in as Commissioner in June of 1993 in Newport.

Highway Districts 1993



In 1993, the Commission also implemented more of the provisions that were included in the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. Arkansas was selected as the lead state for the Corridor 18 (proposed I-69) Steering Committee, an eight-state group of state highway agencies formed to coordinate development of the proposed high priority corridor linking Indianapolis, Indiana, with Houston, Texas, and the lower Rio Grande Valley. AHTD Assistant Director Dan Flowers was elected Chair of the Committee.

The same year, Highway 7 from Arkadelphia to Harrison was named the state's first Scenic Byway, a new designation created under ISTEA. Ceremonies were held in early 1994 along the byway to celebrate the designation. And 1993 also saw the approval of the first Transportation Enhancement projects in Arkansas. The Transportation Enhancement category of funding was created by ISTEA to fund "non-traditional, transportation related projects." These projects could not be typical roadway or bridge improvements. Examples of the types of projects eligible for the first enhancement funding program included historic preservation, beautification and pedestrian facilities. Fifty-two projects were approved for enhancement funds in 1993.

The year 1993 came to a close with the announcement that Director Maurice Smith would retire from the Department at the end of December. The Commission immediately named Assistant Director Dan Flowers, a 25-year AHTD veteran, to replace Smith. At age 47, Flowers became the youngest person to serve as Director since the implementation of the Mack-Blackwell Amendment in 1953. Flowers was sworn in January 3, 1994.

The year 1994 brought a new look to the Department. Assistant Chief Engineer for Planning Roger Almond was named by Flowers to fill a new position, Deputy Director and Chief Engineer. Flowers also promoted Human Resources Division Head Jane Wilson to fill another newly-created position, Chief of Administration and Public Affairs.

Other changes also occurred in the organizational structure of the Department. The Construction and Maintenance Division was separated into two areas—the Construction Division and the Maintenance Division. The Traffic Division was abolished with its functions being spread among several areas, and the Computer Services, Equipment and Procurement, Fiscal Services, and Human Resources Divisions were placed under the direct supervision of the Chief of Administration and Public Affairs.

Governor Tucker tapped into AHTD personnel to find a replacement for retiring State Police Director Colonel Tommy Goodwin. Arkansas Highway Police Chief John Bailey was named the new State Police Director June 1, 1994. Little Rock Police Department Assistant Chief Randy Reed replaced Bailey as the new Chief of the Arkansas Highway Police Division.

With Rodney Slater's early resignation and the election of Bill Clark as Chair, for the first time in many years, the Chairman's term on the

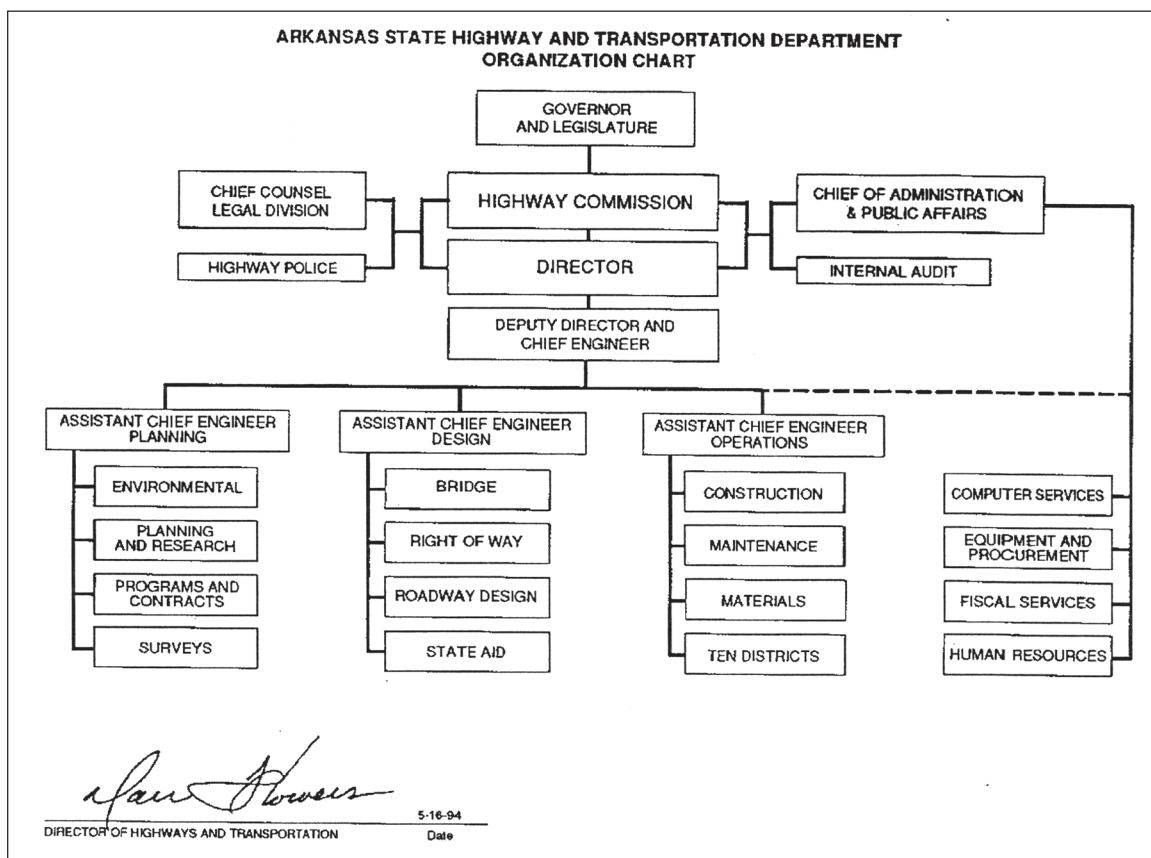


Dan Flowers



Roger Almond

The organization of the Highway Department in 1994.



Commission was not expiring as the Commission approached the 1995 legislative session. However, the term of Commissioner J.W. “Buddy” Benfield was to expire in January 1995. But, for only the second time in history, a Commissioner was re-appointed to a successive term. Benfield, who had served less than two years, was re-appointed by Governor Tucker on January 16 to serve a full 10-year term.

"The last 18 months have been a learning experience," stated Benfield. "I look forward to the next ten years and serving on the Commission."

In travels around the state, the Highway Commission detected a strong desire on the part of the public to build additional four-lane highways and get projects completed faster. Governor Tucker also noticed the public concern during his campaign for Governor and subsequent “Capitol for a Day” events. The possibility of a bond issue was repeatedly mentioned as a means of building additional four-lane highways and completing highway construction faster.

Polls conducted by the Governor indicated the public would support a bond proposal and the additional revenues necessary to retire the bonds. Also, comments obtained from a series of 21 meetings conducted by the Arkansas Good Roads/Transportation Council and the Arkansas State Chamber of Commerce indicated that the Highway Commission was

making good progress with the projects included in the 1991 HIP. The comments also showed there was support for accelerating the HIP, constructing additional four-lane routes and adding new projects not currently in the program.

As a result of these findings, the Governor proposed the Highway Bond and Local Road Improvement Program during the 1995 regular session. This program would allow the Commission to issue up to \$3.5 billion in bonds to finance highway construction in Arkansas in the coming years. The package consisted of four bills:

- a six and one-half percent excise tax on gasoline at the wholesale level;
- a five cents per gallon increase in the diesel tax;
- a one-half of one percent increase in the general sales tax; and
- a bill authorizing the issuance of up to \$3.5 billion in bonds supported by the aforementioned revenues.

Components of the program were passed during the legislative session which allowed the plan to be presented to the citizens of Arkansas for a vote. For the first time in 30 years, a Governor had pushed a bond issue proposal through the legislature to improve the state's roadways.

The Highway Commissioners and Director spent much of 1995 traveling around the state in support of the need for additional revenues for roadways. The pitch was simple—selling \$3.5 billion in bonds would allow the state to undertake about \$4.8 billion in construction at an accelerated pace. This plan would also reduce the state's dependence on federal funds for the projects in the bond program. Those funds could, in turn, be used to accelerate projects in the 1991 HIP that were not part of the bond program.

However, despite months of hard work by supporters of the program, opponents raised concern about the increased taxes required to pay off the bonds and, on January 9, 1996, the proposal was defeated by an overwhelming margin of over 6 to 1. In spite of this, the Highway Commission vowed to continue with commitments made in the 1991 HIP. Progress would continue based on the availability of revenues.

While the Highway Bond and Local Road Improvement Program was the focal point of 1995, many other significant events took place. At the state level, the legislature passed a work zone safety law which doubled the fine for an infraction occurring in a highway work zone with workers present. Also, the Spring Bank Ferry crossing the Red River on Highway 160 on the Miller/Lafayette County line was replaced with a new bridge. The closing of the Spring Bank Ferry left just one ferry operating in Arkansas—the Peel Ferry, which crosses Bull Shoals Lake on Highway 125 in Marion County. Because of the low volume of traffic and large expanse of water that would need to be spanned, a bridge at this site is not planned.

*The Spring Bank Ferry as it makes one of its final runs across the Red River.
The new bridge on Highway 160 replaced the ferry in 1995.*



August 1995 was an exciting and unique time regarding the Highway 71 Relocation Project in northwest Arkansas. On August 3, bids were opened for construction of the first highway tunnel in Arkansas. The tunnel bids were opened in a special bid letting held in the Mountainburg High School Cafeteria, which was in the vicinity of the tunnel site. This was believed to be the first time bids had ever been opened by the Commission outside of Little Rock.

Eight bids were received for the tunnel, with the low bid of \$37.1 million submitted by the J.F. Shea Construction Co. of Walnut, California. Though referred to as “the tunnel,” the project actually consisted of the construction of twin tunnels—one for northbound traffic and one for southbound.

Less than four weeks after the tunnel bids were opened, another milestone was reached in the Highway 71 Relocation Project. The first usable segment of the highway opened to traffic on August 28, 1995. The 9.5-mile segment from I-40 to near Mountainburg was designated State Highway 540 and gave motorists a preview of what was yet to come for the entire route from Interstate 40 near Alma to Fayetteville.

On the federal level, 1995 brought several changes. The National Highway System (NHS) created under ISTEA was approved by

In 1995 the Highway Commission opened bids for construction of Arkansas' first tunnel.



Congress. The NHS included all the Interstate miles in the country plus other significant routes for a total of nearly 160,000 miles. In Arkansas, all 542 miles of Interstate Highway were included plus portions of most U.S. routes and some State Highways. Arkansas' portion of the NHS totaled approximately 2,700 miles.

National speed limits were also repealed as part of the National Highway System Designation Act in December of 1995, giving states the authority to set maximum speeds. Montana, for example, did away with speed limits altogether on its rural freeways during daylight hours allowing motorists to travel at a speed that was "reasonable and prudent." The Highway Commission in Arkansas decided to keep the existing speed limits intact until a review of safety considerations could be made in states where limits had immediately been raised.

Following the study of other states, which revealed no significant adverse impacts, the Commission voted to raise speed limits on rural sections of Interstates and other fully controlled access highways at its July 1996 meeting. The new speed limits were 70 miles per hour for passenger cars and 65 miles per hour for buses and trucks. At its next meeting in August, the Commission raised speed limits on suburban Interstates and selected other controlled access routes to 60 miles per hour for all vehicles.

In June 1996, events were held around the country to celebrate the 40th anniversary of the Interstate Highway System. AHTD Director Dan Flowers and members of the Highway Commission took part in a press conference at the Department's Central Office Headquarters to signify the occasion. In Washington, Susan Eisenhower, granddaughter of former U.S. President Dwight D. Eisenhower, led the national celebration. President Eisenhower signed the original legislation creating the Interstate system forty years earlier.

Meanwhile, political turmoil rocked Arkansas state government. Governor Tucker had been indicted by a grand jury on matters relating to business dealings prior to becoming Governor. Tucker was forced to resign as Governor July 15, 1996.

Lieutenant Governor Mike Huckabee, a native of Hope, was immediately sworn in to replace Tucker. Huckabee became the first Republican Governor of Arkansas since Frank White held the office in 1981-1982.

On August 21, 1996, Governor Huckabee and several members of his staff visited the AHTD Central Office for a presentation about the highway system and a tour of the facilities. The Highway Commission informed the Governor that about \$7 billion in needs over the next 10 years had been identified, but it only anticipated having about \$3 billion in revenue to address those needs. Meeting the expectations of the motoring public and finding an increased and stable source of funding for road improvements were high priorities.

Huckabee wasted little time in naming a replacement for outgoing Highway Commissioner Bill Clark. Though Clark's term would not end until January 1997, Huckabee announced in December 1996 his selection to replace Clark. Mary P. "Prissy" Hickerson of Texarkana became only the third female in history to be appointed to the Commission. She was sworn in January 21, 1997, at the State Capitol. It should be noted that Clark left his mark on Commission history as well. He served three and one-half years as Chairman, longer than anyone else in the history of the Commission.

"These are exciting times for transportation in Arkansas and I look forward to the next ten years," Hickerson stated. "It is a great privilege to be able to be involved with our current and future highway projects."

Though the Governor acted quickly in appointing a new Commissioner and seemed to listen intently during his August visit to the Department, he did not include highways in his agenda for the 1997 legislative session. The Governor made it clear he did not favor any tax increases.

Despite the Governor's stance, several legislators were alarmed at the State's deteriorating highway system and sponsored legislation to address funding concerns. Led by Representatives John Miller of Melbourne and Louis McJunkin of Springdale, funding bills were introduced and brought up for vote. One bill, sponsored by Miller, called for a one-half of one percent increase in the general sales tax with the proceeds dedicated to the state's roadways. This measure failed by one vote on the floor of the House after intense debate. When the session adjourned, no highway funding legislation had passed.



Mary P. "Prissy" Hickerson is sworn in at the State Capitol in January of 1997 with the help of her husband Randy (center).

Even though the 81st General Assembly ended without new highway funding, 1997 was a busy year for transportation. In Washington, Federal Highway Administrator and former Arkansas Highway Commissioner Rodney Slater was appointed by President Clinton to become the United States Secretary of Transportation, a post no Arkansan had ever held. Also in Washington, Congress failed to pass a new federal highway bill. ISTEA, in place since 1991, expired September 30 without a successor. Continuing resolutions and stopgap funding measures kept state highway agencies in business until mid-1998 when the Transportation Equity Act for the 21st Century (TEA-21) passed.

Meanwhile in Arkansas, the U.S. Highway 49 bridge crossing the Mississippi River at Helena was struck by a Corps of Engineers' crane being towed up river on July 17, 1997. The impact so severely damaged the bridge deck that it had to be closed.

Approximately 9,500 vehicles per day relied on the bridge for access between Arkansas and Mississippi. The next closest river crossings were about 90 miles to the north at Memphis, and about 140 miles to the south at Greenville, Mississippi. Original estimates called for the bridge to be closed at least six weeks.

Department crews responded immediately to the crisis and worked around the clock to repair the bridge. The bridge reopened to traffic Monday, August 4, less than three weeks after the accident.

The Department took its place on the information superhighway in 1997 by introducing its own internet web site. Information was made available about the Highway Commission, the Department, administrative staff, maps and various other topics.

In July, Governor Huckabee created a citizen's council to study and advise him on highway issues in Arkansas. The Governor's Citizen's Council on Highways and Transportation was to study existing operations and needs and make recommendations to the Governor after the November 1998 elections.

The 12-member Council was headed by former Congressman John Paul Hammerschmidt and included Highway Commission member Prissy Hickerson of Texarkana. Others on the Council included: Pat Dodge of West Memphis; Bill Ferren of Pine Bluff; Wallace Fowler of Jonesboro; Richard Griffin of Fort Smith; Claude Kennedy of Marianna; Lane Kidd of Little Rock; Lloyd Lindsey of Camden; Charles Mazander of Benton; Sidney Moncrief of North Little Rock; and Leland Tollett of Rogers.

Fowler, Moncrief and Tollett later resigned from the Council. They were replaced by Dallas Wood of Paragould, Dr. Harold Betton of Little Rock, and Jonathan Barnett of Siloam Springs.

In 1997, it was Arkansas' turn to host the annual meeting of the Southeastern Association of State Highway and Transportation Officials (SASHTO). About 1,000 delegates and guests from the 12 member states came to Little Rock September 12-16 for SASHTO '97. AHTD Director Dan Flowers presided over the meeting as President of SASHTO. Approximately 200 Department staffers took part in the event serving as speakers, hosts, drivers, facilitators, room coordinators and various other capacities.

The Department hosted SASHTO in September 1997 at Little Rock's Excelsior Hotel with Department Director Dan Flowers serving as SASHTO President.



The Highway Commission closed 1997 by instructing the AHTD staff to set up a series of regional public meetings in the first three months of 1998 to hear directly from the citizens regarding highways. A total of 16 meetings were held around the state to give the general public the opportunity to speak out about our roads. Meetings were held in Jonesboro, Pine Bluff, Harrison, Dumas, West Memphis, Texarkana, Russellville, El Dorado, Monticello, Hot Springs, Batesville, Fort Smith, Springdale, Forrest City, Mena and Little Rock.

Nearly 2,000 people attended those meetings. At each meeting, Director Dan Flowers made a presentation on the needs of the highway system, and the Commission listened to comments of the attendees regarding highway needs and wants in the state. Questionnaires were handed out at the meetings and distributed throughout the state via newspapers and Chambers of Commerce asking motorists their opinions. More than 1,500 completed survey forms were returned to the Department. Approximately 87% of the respondents said they were not satisfied with the progress being made on our highways, and about 81% said they would support a new highway program.

Though it was clear the people wanted better roads at a faster pace, the best method for raising additional revenues was not as clearly defined. However, the public clearly expressed their opinion that heavy trucks were doing the majority of the damage to our highways. Consequently, the top two preferences for raising revenue cited on the surveys were:

- An additional tax on heavy trucks (weight/distance tax); and,
- An increase in the per gallon diesel tax.

The Highway Commission followed up the Regional Meetings by hosting a Transportation Summit in July 1998. The purpose of the Summit was to bring together transportation stakeholders from around the state in an attempt to draw some conclusions from the studies and information that had been gathered.

Highway Commission members conducted regional meetings around the state in 1998 to hear directly from citizens their concerns about highways.



The Summit sparked dialogue among the participants who were randomly separated into six focus groups. The following questions were addressed by each group:

- What level of needs should be addressed?
- How long a program should be developed?
- What sources of revenue should be used?

Each focus group leader presented the findings of their group at the end of the day. A clear consensus was reached regarding the immediate need for improvements to the State Highway System. But what remained less clear was how to pay for those improvements. However, according to participants of the day-long event, they left with a better understanding of the magnitude of the problems facing the Highway Commission and the state.

As mentioned previously, 1997 ended and 1998 began without new federal highway funding legislation. Finally, in June 1998, the Transportation Equity Act for the 21st Century (TEA-21) was passed by Congress and signed into law by President Clinton. TEA-21 would bring about \$78 million annually in additional federal funds to Arkansas.

The previous six years under ISTEA brought a mixture of good and bad. ISTEA brought high hopes for Arkansas since it came on the heels of the passage of the 1991 Highway Improvement Program (HIP) at the state level. The HIP was very dependent on the availability of federal funds.

But ISTEA was never fully funded as initially written. Annual obligation limitations kept funding levels lower than first anticipated. In addition, annual appropriations fluctuated significantly making it more difficult to plan effectively. For example, Arkansas was apportioned approximately \$52 million less in FY 96 than in FY 95. This drop in federal funding was not expected and the scheduling of projects suffered.

TEA-21 included one item that would prove beneficial to all states that was not in ISTEA or other previous federal highway bills. Known as the Revenue Aligned Budget Authority (RABA), it was a provision which insured that money flowing into the federal highway trust fund would be expended. No longer would the trust fund balance continue to grow because of unspent or impounded funds.

Another thing TEA-21 did was encourage states to look for innovative ways to finance highway improvement projects. ISTEA had provided this to a certain degree. As a matter of fact, the Highway Commission received an award in 1995 from the Federal Highway Administration for using an innovative financing technique on the Highway 71 Relocation Project. The Commission applied for and received a \$24 million loan from the FHWA that was secured by future federal allocations. Arkansas was the first state in the country to use this method of financing.

The Highway Commission and Department staff constantly monitored new financing methods to determine their relevance to Arkansas. Some, such as State Infrastructure Banks, offered little advantages. However, others such as the Grant Anticipation Revenue Vehicles, or GARVEE bonds, warranted a closer look.

GARVEE bonds were different from revenue or general obligation bonds in that future federal funds along with the required state match could be pledged toward bond retirement. The major concern with that mechanism was the uncertainty of those funds. Federal highway funding bills typically have lives of six years or less. Bond maturities are generally for much longer periods of time.

Since GARVEE bonds had been used very little in this country and not at all in Arkansas, the Commission began a thorough investigation of the concept. Representatives from the Federal Highway Administration came to Arkansas and met with the Commission and Department staff regarding GARVEES. The Commission also requested information from two states that had used GARVEE bonds. In September 1998, the Commission sought an Attorney General's opinion on the use of GARVEES in Arkansas. Everything the Commission learned pointed to the feasibility of using GARVEE bonds for road improvements in Arkansas.

Meanwhile, the Governor's Council on Highways had hired a consultant to analyze data on Arkansas roads obtained from various sources, primarily the Department.

The consultant came to approximately the same conclusion as the Highway Commission. They identified \$6.9 billion in needs over the coming 10-year period as compared to the approximately \$7 billion previously announced by the Commission. In related news accounts about highways, the consultant's report praised the Arkansas Highway Department for lowering administrative costs. According to their report, Arkansas was one of only four states to show a decline in the percentage of costs attributed to administration.

The Council's final report to the Governor was issued in October 1998, slightly ahead of schedule and prior to the November election. The report recommended a highway funding package based on a bond issue supported by a 3-cent per gallon increase in diesel tax. The type of bond suggested by the Council was the GARVEE bond.

The Highway Commission continued to make strides in 1998 in keeping costs down. Employment levels at the AHTD reached the lowest levels since 1965 and administrative costs remained at or near the lowest in the country.

The Highway Commission took a step, in February 1998, to honor one of its own. Commission Chairman Bobby Hopper had been the driving force behind the construction of the Highway 71 Relocation Project in northwest Arkansas for many years. Under Minute Order 98-041, the Commission officially named the twin tunnels carrying the new highway through a mountain ridge near Winslow as the Bobby Hopper Tunnel. At no time prior had the Commission named a highway facility. In the years to come, Highway 71 became known as the John Paul Hammerschmidt Highway.



Federal, state and local dignitaries gathered January 8, 1999 to officially dedicate Interstate 540 and the Bobby Hopper Tunnel. The south portal of the tunnel is seen below.



June 1998 brought another change in the administration of the Department. Deputy Director and Chief Engineer Roger Almond announced his retirement, and on June 24, 1998, Bob Walters, a 26-year Department veteran, became the eleventh individual to serve as Chief Engineer. Walters had been serving as Assistant Chief Engineer for Design.



Bob Walters

The year 1998 ended with a prestigious leadership position going to another Arkansan. At its annual meeting in Boston in November, the Board of Directors of the American Association of State Highway and Transportation Officials (AASHTO) elected AHTD Director Dan Flowers to serve as President of the organization. He would serve until the 1999 Annual Meeting in Tulsa, Oklahoma.

Dan Flowers, AHTD Director, was elected AASHTO President in 1998.



January 8, 1999, marked a very important date in the history of the Commission and the Department. The Highway 71 Relocation Project, redesignated as Interstate 540 from Alma to Fayetteville, was set to open. Though the weather was cold and wet, hundreds of people were on hand at the south portal of the Bobby Hopper Tunnel near Winslow to celebrate the opening and experience history in the making.



AHTD Director Dan Flowers served as emcee for the dedication ceremony. Speakers included Commission Chairman Herby Branscum, Jr.; fellow Commissioner and former Chairman Bobby Hopper, for whom the tunnel was named; U.S. Secretary of Transportation and former Commission Chairman Rodney Slater; former Arkansas U.S. Congressman John Paul Hammerschmidt; and Governor Mike Huckabee.

Even though the first 9.5 miles of the new highway, from Alma to Mountainburg, had opened in 1995, the anticipation and excitement levels were high for the opening of the final 32 miles, which included the state's first and only highway tunnels. After a brief dedication ceremony broadcast live by numerous television and radio stations, the ribbon was cut and traffic began flowing on this important highway.

No one was disappointed with the final product. In addition to offering much safer and swifter travel between Fayetteville and Interstate 40 at Alma, the route is one of the most picturesque of any in the state. Later in the year, the Highway Commission designated I-540 as the state's sixth Scenic Byway.

The beginning of 1999 also brought changes to the makeup of the Highway Commission. For the first time in 16 years, Bobby Hopper of Springdale would no longer be a part of the Commission. Hopper was first appointed in 1983 to fill an unexpired term and, in 1989, he became the first Commissioner to be reappointed for a successive term. His 16 years on the Commission ranks as the longest tenure in history.

On January 9, Governor Huckabee announced his selection of Jonathan Barnett to replace Hopper. Barnett, a Siloam Springs businessman, took the oath of office on January 15 at the State Capitol for his 10-year term.

"I'm excited about the opportunity to make a positive contribution to the transportation system in Arkansas," Barnett stated. "This appointment is appealing in part because it allows me to participate in an area of construction that I find interesting."



Jonathan Barnett is sworn in at the State Capitol in January of 1999.

The 44th Arkansas State Highway Commission

Seated left to right: J.W. "Buddy" Benafield, Member; Herby Branscum, Jr, Chairman; and John "M" Lipton, Vice Chairman.

Standing left to right: Jonathan Barnett, Member and Prissy Hickerson, Member.



The legislative session of 1999 proved to be one of the most productive in recent memory. The Highway Commission, Department staff, and Governor's office had been working together for months to come up with a plan to improve the state's Interstate highway system. Governor Huckabee made highways one of his primary objectives for the session. He backed a plan to move forward with the proposal to fund an Interstate rehabilitation program using GARVEE bonds backed by a diesel tax increase.

In addition to the Interstate Rehabilitation Program, there was interest in funding for highway improvements off of the Interstate system. The Highway Commission pointed out that since TEA-21 would be bringing more federal dollars to Arkansas for highways in the next six years, additional state dollars to match the federal funds would have to be found. The Commission estimated it would need an additional \$13 to \$29 million annually, depending on the amount of discretionary funding received, over the life of TEA-21 to match the new federal dollars without cutting from existing programs such as maintenance, equipment and resurfacing.

A gas tax increase was proposed in addition to the diesel increase. The Highway Commission pledged that the gas tax revenues created by the proposal would be dedicated to non-Interstate routes.

The General Assembly passed a highway revenue proposal through both chambers of the Capitol. The results were:

- a 4-cent increase in the diesel tax phased in over two years, with the proceeds dedicated to bond retirement if the bond proposal is approved by the public; and
- a 3-cent increase in the gas tax phased in over three years, with the proceeds pledged by the Highway Commission to projects on non-Interstate routes.

Once passed by both chambers and signed by Governor Huckabee, the fuel tax increases were set to go into effect on specific dates – April 1, 1999, for the initial diesel tax increase and July 1, 1999, for the initial gasoline tax increase. But the final piece to the Interstate



Governor Mike Huckabee signs the highway revenue bill on the Capitol steps.

highway reconstruction program was the bond proposal. The General Assembly easily adopted a bill to have the general public decide whether to allow the Commission to issue bonds. Governor Huckabee called for an election to be held on the question June 15, 1999.

Though the Interstate bond program and fuel tax increases dominated the session, other significant measures were enacted. City and county governments benefited from the fuel tax increases through the traditional 70/15/15 split of revenues. But county governments got an additional financial shot in the arm when the Commission agreed to do away with the cap that had been in place on State Aid road program funds.

The State Aid Road program was created in 1973 to assist counties with projects on certain county roads. The program was funded with the proceeds from one cent of the motor fuels tax. Over the years, the money to that fund has been capped at various levels, most recently at \$13 million per year even though a penny brings in about \$19 million.

The enacted legislation called for the cap to be raised over a three-year time period and completely eliminated in the fourth year.

Other bills of interest, particularly to Department employees, included one lowering the threshold to retire with full benefits from 30 years to 28 years, and a provision to partially compensate employees for unused sick leave when they retire.

BOND PROPOSAL PASSES

With the legislative session over and the bond election date set, the focus turned to informing the public about the bond proposal to be voted on June 15. Governor Huckabee traveled the state promoting the Interstate Rehabilitation Program, and, the proposal passed by a vote of 109,284 to 28,232 – nearly a four-to-one margin.

The Commission wasted no time in putting together the financial team that would assist them through the bond issuance process. Once the election results were certified in mid-July, the Commission interviewed interested law firms for the role of Bond Counsel. The firm of Friday, Eldredge & Clark of Little Rock was the Commission's selection.

By early November, the Commission had selected the financial firm of Evensen Dodge, Inc., of Minneapolis, Minnesota, to serve as Financial Advisor. By mid-December, the Commission had made the decision to make the first sale of bonds a competitive sale, and the team was on track to issue the first series of bonds in the first quarter of the year 2000.

INTERSTATE REHABILITATION PROGRAM SUMMARY

- GARVEE Bonds – Grant Anticipation Revenue Vehicles – This type of bond allowed the use of future federal funds to retire bond debt.
- The sale of up to \$575 million in GARVEE bonds was authorized under Act 1027 of 1999. The bonds are general obligations of the State, backed by the full faith and credit of the State.
- The bonds would be repaid using federal Interstate Maintenance funds, the required state matching amounts and the proceeds from the 4-cent per gallon increase in the state diesel tax (Act 1028 of 1999).
- A special election on the bond question was held June 15, 1999. The measure passed by a nearly 4 to 1 margin. (109,282 to 28,232)
- Three bond issues planned - \$175 million, \$185 million, and \$215 million. The bonds would have 12-year maturities.
- The first \$175 million in bonds would be sold March 7, 2000, by competitive bid.
- The construction program focused on selected sections of Arkansas' Interstate system.
- The construction program would total approximately \$952 million – approximately \$889 million for rehabilitation statewide, and approximately \$64 million for widening sections of I-30 and I-40 in the Little Rock area.
- All work would be scheduled to be underway in three years and completed in five years.



I-540 wasn't Arkansas' only new Interstate highway designated in 1999. With the completion of the Pine Bluff Bypass in August, U.S. Highway 65 from Little Rock to Pine Bluff was officially designated as I-530. The addition of the two new Interstate routes in 1999 raised the state's Interstate mileage from 542 to 636. The designations of I-530 and I-540 were completed in accordance with an agreement entered into by the Commission and the Federal Highway Administration in 1983.

The Department's staff demonstrated its ability to prepare for the unknown when all major functions were analyzed and re-analyzed in preparation for "Y2K." The perceived fear of widespread power outages and computer failures associated with the transition from 1999 to the year 2000 prompted all states, including Arkansas, to prepare for Y2K. In 1996, Department Director Dan Flowers established a task force to begin identifying and planning for potential problems.

All eyes were on the clock on December 31, 1999, as the Department had personnel on duty and on-call to handle any problems that might arise. But due to the efforts of the Y2K Team, the Department experienced no problems with any working systems at the beginning of the new millennium. The decade of the 1990's and the 20th Century came to a quiet close.

Highway 65 from Little Rock to Pine Bluff was redesignated as Interstate 530 in 1999.



Summary

Arkansans in Washington, a historic highway opening, one tremendous defeat at the polls followed by a landslide victory for bonds, plus hope for a more promising future – all these events characterized the decade of the 1990's.

Many milestones were reached in the 1990's: the completion of the Highway 71 Relocation Project from Alma to Fayetteville, including the state's first highway tunnels; southeast Arkansas' first Interstate highway, I-530 from Little Rock to Pine Bluff; the replacement of all but one of the ferries on state highways; and much, much more.

But perhaps the most significant milestone was accomplished by Governor Huckabee, the Highway Commission, the General Assembly and the people of Arkansas on June 15, 1999. For the first time in 50 years, the people had approved the use of bonds to finance highway improvements.

While no one downplays the other significant achievements of the 1990's, the most important legacy will be the authority that was granted to issue bonds once again for highway improvements. This provided the opportunity to undertake a large volume of critically needed Interstate work in a timeframe that will come closer to meeting the public's expectations. Selling the initial series of bonds in March 2000, and getting the first construction projects off the ground in the May bid letting provided a positive start to the 21st Century.

As of December 31, 1999, the State Highway System consisted of the following:

Road Type	Miles
Interstate	635.95
U.S. Highways	3626.93
Paved State Highways	12,090.09
Unpaved State Highways	13.70
<hr/>	
TOTAL	16,366.67



CHAPTER 10
**The New
Millennium**

*“Even if you're on the right track,
you'll get run over
if you just sit there.”*

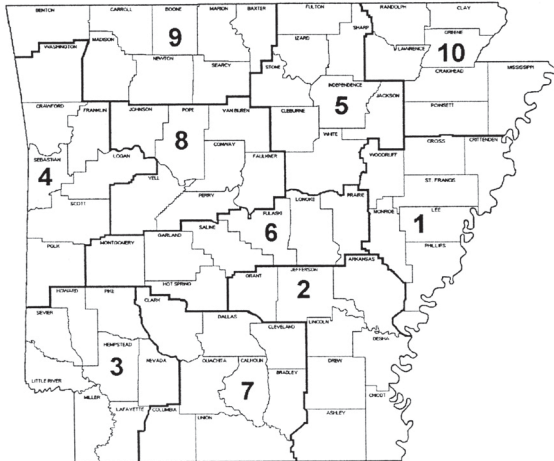
— **Will Rogers**

Roads in Arkansas, particularly the Interstate System, were deteriorating faster than improvements could be made under the pay-as-you-go method of financing. So even though the Commission was “on the right track” with improvements planned under the HIP, those projects could not be undertaken fast enough to keep pace with the needs nor to satisfy the citizens. It appeared the State Highway System was getting “run over” because funding came about slower than needs during the 1990's.

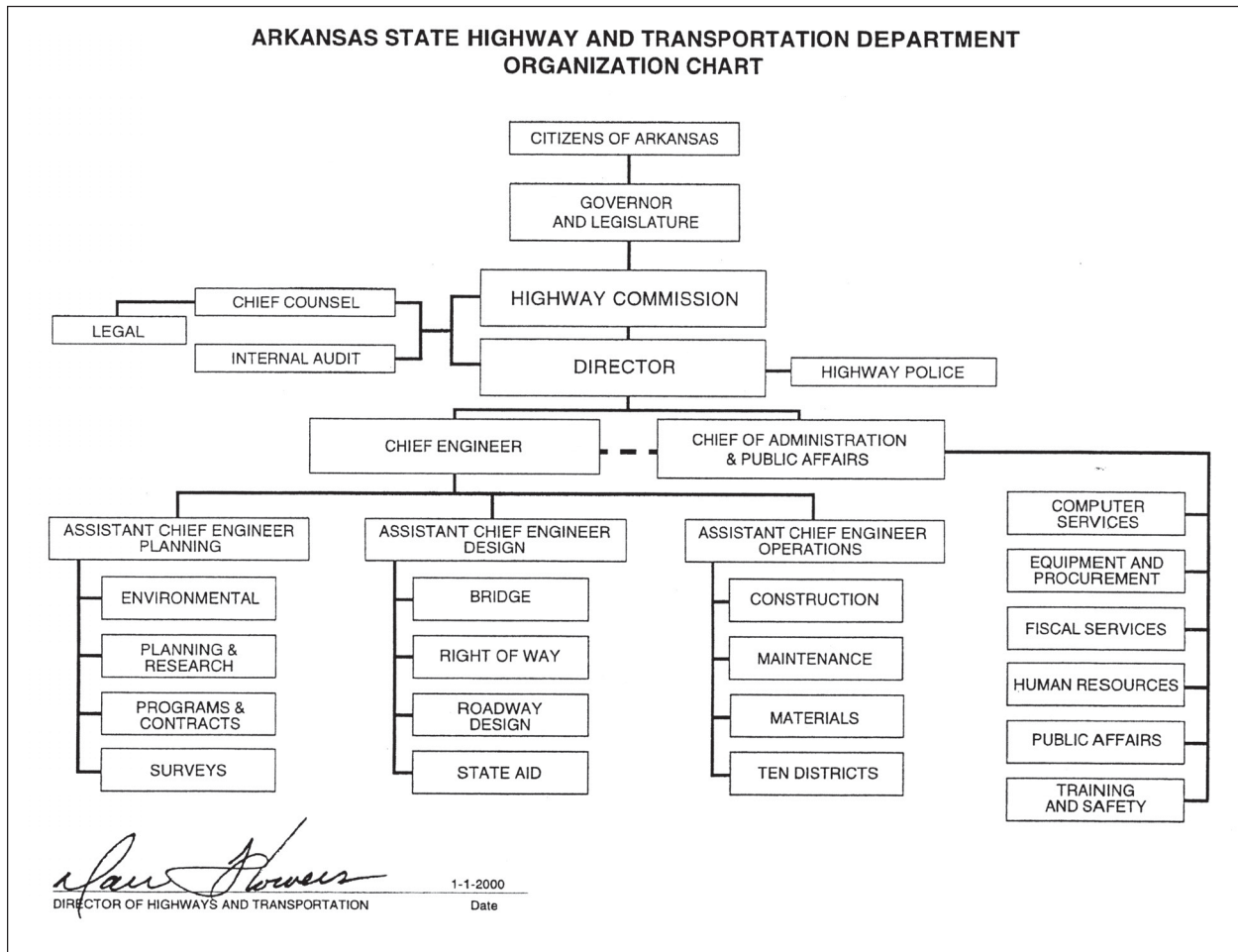
The Interstate Rehabilitation Program passed during the 1999 legislative session and approved by the voters in June of that year, was the single most significant event of the 1990's. Thanks to the efforts of the Governor, the Highway Commission and Department staff, the

members of the General Assembly, and most of all, the people of Arkansas, our state ended 1999 on the brink of addressing our most critical highway need – the condition of our Interstate system. The advent of the new millennium meant a new beginning for highway funding in Arkansas.

*Highway Districts in 2000.
Highway Districts in 2000.*



The Department's organization as of January 2000.



The year 2000 began with heightened anticipation. March 7, 2000, was the date selected by the Commission to sell \$175 million in GARVEE bonds for the Interstate improvements. At its December 13, 1999, meeting, the Commission decided to conduct the initial sale by competitive bid rather than on a negotiated basis to avoid any perceived signs of impropriety. Six bids were received electronically from qualified brokerage firms on March 7 to market the bonds. The Highway Commission was well pleased with the low bid of 5.2083 percent submitted by a syndicate lead by the firm of Salomon Smith Barney.

On the same day, the Commission also received bids from prospective firms for a guaranteed investment contract to invest the proceeds from the bond sale. Trinity Funding Corporation of New York City submitted the best bid, offering to pay 6.7775 percent interest on the fund balances.

The bids received for the bond sale and for the guaranteed investment contract were both more favorable than had been expected. The bids received that day prompted the Commission's Financial Advisor, Pat Born of Evensen Dodge, to announce that the Arkansas offerings have been "the class act" of the day in the bond markets.

Governor Mike Huckabee congratulates Director Dan Flowers and Commission members on a successful bond sale.



A closing date of March 30, 2000, was set for the Commission to receive the proceeds from the March 7 sale. With funds in hand, attention then turned to putting those proceeds to good use.

The first construction contracts from the 1999 Interstate Rehabilitation Program were awarded following the May 17 bid letting. Six Interstate rehabilitation projects were among the 58 jobs considered that day. The result was the largest bid letting in the Commission's history to that point. The total amount awarded for all jobs was \$147.8 million. This was nearly double the previous record of \$80.4 million in November 1994. The six Interstate jobs accounted for over \$88 million of the May 17 total.

The final six Interstate Rehabilitation Program (IRP) jobs for the first fiscal year went to contract in the June 28, 2000, bid letting. Those six bond jobs accounted for nearly \$75 million of the \$106.2 million total for the entire 52 jobs in the letting. While the overall monetary total was lower than the record-setting May letting, the \$106.2 million in contracts awarded in the June letting still ranked second on the all-time list.

The Interstate Rehabilitation Program (IRP) necessitated the Motorist Assistance Patrol.



The new millennium was off to a successful start at the Department thanks in large part to projects in the Interstate Rehabilitation Program. However, other significant advancements were taking place as well. In February 2000, the Arkansas Highway Police Division celebrated the graduation of 25 officers from its first internal training program. The program proved so successful that a second class of 28 graduated in October 2001.



The Motorist Assistance Patrol, or MAP as it became known, was implemented in 2000 to provide any assistance necessary to keep traffic flowing. A pilot program began on Interstates 40 and 55 in the West Memphis area in August of that year. MAP operators patrolled specified routes looking for motorists in need of assistance in changing flat tires, fuel, belts, hoses or other minor repairs. They also assisted law enforcement at accident scenes with traffic control. The program was so popular with the public that it was expanded to the Little Rock metropolitan area in May 2001.

Highway Commission Chairman Herby Branscum, Jr. followed a tradition established by earlier chairmen and stepped down as Chairman in November 2000, to let the other Commissioners select the leadership that would take them into the next legislative session. John "M" Lipton was elected Chairman of the Commission, and J. W. "Buddy" Benafield became the new Vice Chairman.

Branscum was the last remaining appointee of former Governor Bill Clinton on the Commission. Upon the expiration of his term in January 2001, Governor Mike Huckabee appointed Little Rock businessman Carl Rosenbaum to a 10-year term on the Commission. Rosenbaum took the oath of office January 16, 2001, at the State Capitol.

The 45th Arkansas State Highway Commission

Seated left to right: Prissy Hickerson, Member; John "M" Lipton, Chairman; and J.W. "Buddy" Benafield, Vice Chairman. Standing left to right: Carl S. Rosenbaum, Member; Dan Flowers, AHTD Director; Jonathan Barnett, Member.



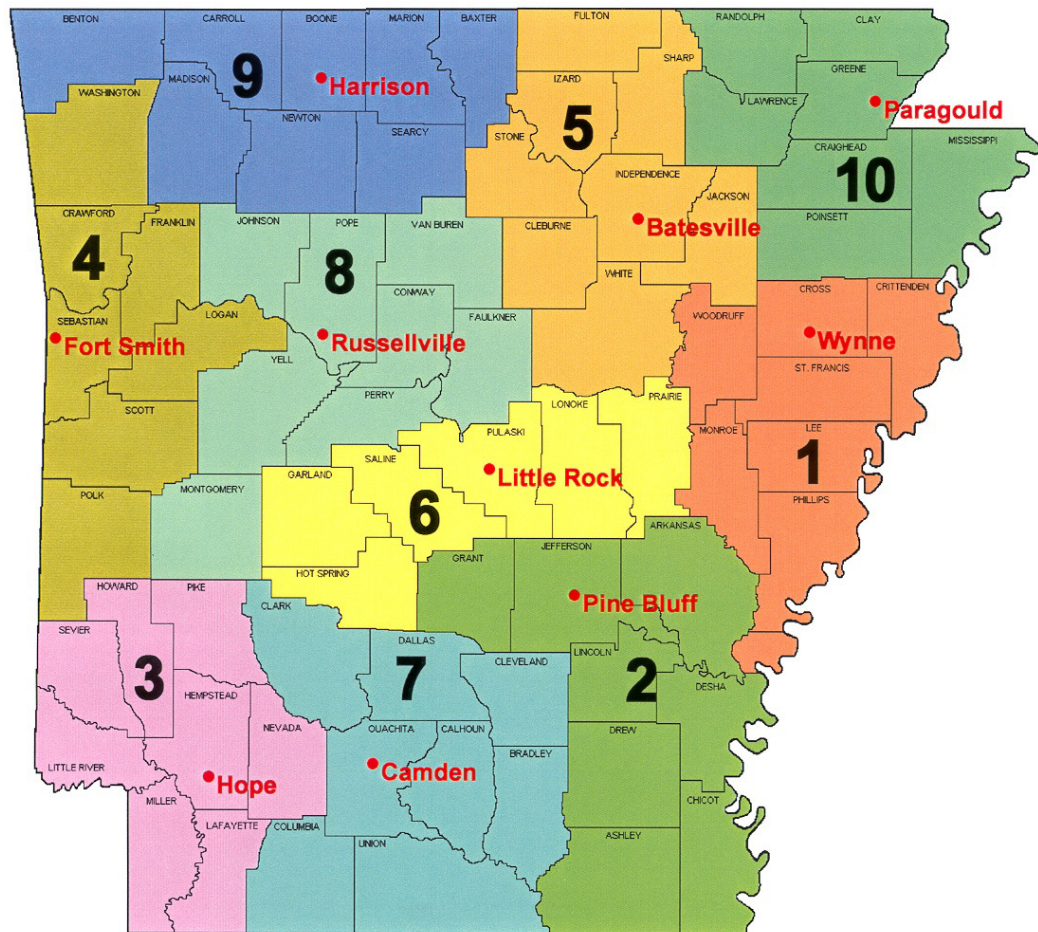
"I feel the responsibility of the Commissioners is working together for one goal, to make sure highway funds are used to improve and build highways that meet the needs of all Arkansans," Rosenbaum stated.

Changes were made to two Highway Districts in January 2001 in order to provide more efficient management and operations of the highway system. Montgomery County was transferred from District 6 to District 8.



Carl S. Rosenbaum is sworn in as Commissioner at the State Capitol in January of 2001.

Highway Districts in 2001.



**ARKANSAS STATE HIGHWAY AND TRANSPORTATION DEPARTMENT
HIGHWAY DISTRICTS**

• District Headquarters

It seems that Arkansas endures more than its share of natural disasters. December 2000 brought some of the worst ice storms in history to the state. Downed power lines kept some people in the dark for weeks and downed trees kept Highway Department personnel busy for months. Two separate ice storms hit the state on successive weeks in late December and early January and no part of the state was spared. For the first time in history, the Department was forced to enlist the help of independent contractors to assist with the cleanup. To put the storms in their proper perspective, consider this fact: the Department typically spent about \$3.1 million annually on ice and snow removal and associated activities. Almost \$40 million was spent cleaning up after the devastating ice storms of December 2000 and January 2001.

The December 2000 and January 2001 ice storms cost the Department almost \$40 million.



Also in January 2001, based on a request by the Department, the Route Numbering Committee of the American Association of State Highway and Transportation Officials (AASHTO) made two additions to the Interstate system in Arkansas. Highway 245 in Texarkana was designated as “future I-130” from I-30 south to the Highway 71 interchange, a distance of approximately 5.8 miles. And in northeast Arkansas, 44 miles of U.S. Highway 63 from Highway 49 in Jonesboro to I-55 at Lake David were designated “future I-555.” Both routes would have the “future” dropped from their designations once they were improved to Interstate standards.

U.S. Highway 63 in northeast Arkansas is officially designated Future I-555 in January of 2001.



A new, state of the art Materials Testing Laboratory for the Department was dedicated in June 2001. Construction began on the new \$8.4 million facility in November 1999. Located off of Baseline Road about a mile from the Central Office Complex, and across the street from the Sign Shop and the Equipment and Procurement offices, the new labs allowed the Department to expand its efforts to provide the best techniques and materials available for motorists.

The new AHTD Materials Complex opened in June 2001.



Though the dedication of the new Materials Complex was a significant milestone for the Department, activities surrounding the IRP took center stage again in 2001. With the help of its public relations consultant, Thoma Thoma Creative of Little Rock, the Commission and Department unveiled a public information campaign entitled “*Pave the Way*” to inform and educate motorists of the IRP and its impacts. The campaign was kicked off in April 2001 with a press conference at the AHTD Central Office Building. Not long after the campaign began, signs proclaiming “*There’s a whole lot of paving going on*” were unveiled at eight locations around the state as part of the program. The Department began utilizing Highway Advisory Radio (HAR) to broadcast up-to-the-minute traffic flow and lane closure information to motorists in and around selected construction zones.

The large-scale public information campaign was needed because of the amount of construction that would be taking place on Arkansas’ Interstates. Interstate construction contracts continued to be awarded on schedule throughout 2001. By the end of year, eight of the ten largest bid lettings in the history of the Commission had occurred under the IRP. Thirty-four contracts had been awarded involving 236 miles of Interstate.



Director Dan Flowers (right) addresses the media at the "Pave the Way" kickoff.

Not only was the IRP improving hundreds of miles of Arkansas Interstates, new construction techniques were putting Arkansas at the forefront of the highway construction industry. In May 2001, the AHTD and the FHWA participated in a workshop at an Interstate work zone near Russellville to demonstrate “rubbelization,” an innovative type of reconstruction being used on over half of the Interstate rehabilitation jobs in Arkansas. Representatives from 18 states attended the event to see first-hand how the Department was crushing the existing concrete pavement in place (rubbelization) before overlaying with several inches of the latest in asphalt technology (Superpave).

July 2001 brought the second IRP bond sale. As with the first sale in March 2000, this sale again surpassed all pre-sale estimates. GARVEE bonds, totaling \$185 million, were sold at a premium, meaning the buyer—Morgan Stanley Dean Witter—actually paid more for the bonds than their face value. The sale netted a little more than \$194.7 million for the Commission to use on the IRP. One more bond sale was planned to be held sometime in 2002 under the IRP.

Signs along Arkansas' Interstates informed motorists of work zones.



A prestigious honor was bestowed upon AHTD Director Dan Flowers in August 2001. The Arkansas Chapter of the Associated General Contractors of America (AGC) named Flowers as the latest recipient of their Skill, Integrity & Responsibility (S.I.R.) Award. The award is only given when the AGC determines that there is a deserving person who has made outstanding contributions to the construction industry. Flowers became only the 21st person in the 69-year history of the Arkansas AGC to receive the award.

Dan Flowers, center, received AGC's S.I.R. Award in August 2001. Shown with him are his wife, Sara, and former U.S. Senator Dale Bumpers who presented the award.

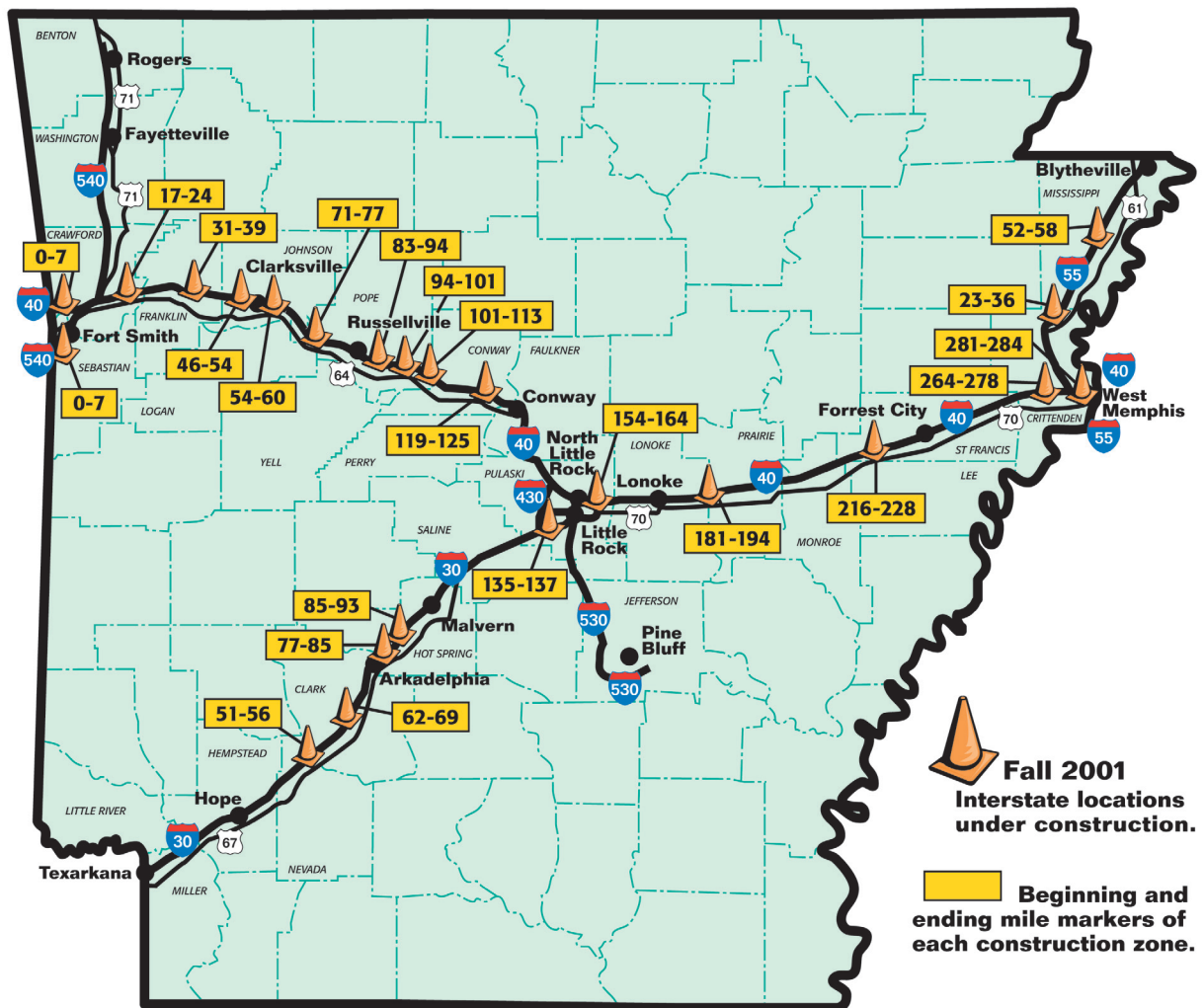


The year 2002 started off on a fast pace for the Department. The February bid letting became the largest letting in the history of the Department. Bids for the 29 construction projects totaled \$182.7 million, easily surpassing the \$152 million letting of May 2001. The reason once again was the presence of the IRP projects funded by bond sale proceeds.

Change would become a primary focus of 2002. The Deferred Retirement Option Plan (DROP) was implemented by the Commission in July 1997 and, under this program, employees with 30 or more years of service or who met an age/service time requirement, could enter the plan with the stipulation that they retire in five years or less. On July 1, 1997, 182 employees entered the program, meaning they had to end their Department employment no later than June 30, 2002. Sixty-eight participants left prior to 2002, leaving 114 to retire between January and June 2002. Those leaving in 2002 included one Assistant Chief Engineer, two Division Heads and three District Engineers. Planning for the massive reorganization began well in advance of 2002, and though it took several months to complete, the transition of management and operational continuity went smoothly.

In the spring of 2002, Governor Mike Huckabee joined highway officials in Texarkana to announce that the State of Arkansas would soon begin construction of four new Arkansas Welcome Centers. The Texarkana facility on Interstate 30 would be the first of four Welcome Centers slated for reconstruction. The Arkansas Highway Commission committed Transportation Enhancement funds, to be matched by funds provided by

The IRP map as shown on the "Pave the Way" website indicating construction sites on the Interstates.



Governor Huckabee from the General Improvement Fund, for the initial phase of reconstruction for the four centers. A total of \$13.8 million would be spent to rebuild facilities in Texarkana, Corning, El Dorado and Fort Smith/Van Buren. The new centers would incorporate design elements such as native stone and large timbers that would make them easily identifiable as Arkansas Welcome Centers. The interiors of the new centers would feature seating areas, interactive exhibitory information, state of the art computer kiosks, television monitors and multi-media rooms and would become destinations in themselves.

Also in the spring, northwest Arkansas became home to the state's first scenic loop. The route was created when two Arkansas Scenic Byways, Highway 71 and Interstate 540 south of Fayetteville, were combined to form the Boston Mountains Scenic Loop. The loop begins in the south at Rudy and runs to Fayetteville at the north end. The loop is the first route in Arkansas to link two designated roadways into one scenic route. Through the combined efforts of communities, residents and businesses on both highways, US 71 was named a Scenic Byway in 1997 and I-540 received the same status upon its opening in 1999. The organizations and individuals who supported the scenic designation formed a group called the Boston Mountains Scenic Loop Partners, dedicated to the beautification and promotion of the unique Arkansas road.

The month of July brought the third and final component of the \$575 million highway bond package approved by voters in 1999. In front of an audience that included Department staff and a team of financial advisors, the Arkansas Highway Commission accepted bids for a bond issue of \$215 million for financing the next portion of the Interstate Rehabilitation Program. The firm of Stephens, Inc. submitted the lowest of five bids.



Road signs announce the completion of an Interstate Rehabilitation Program project. As of July of 2002, eleven projects had been completed.

The new White River Bridge on Highway 64 at Augusta (shown on the left) was officially opened to traffic August 2, 2001, and the old bridge was later destroyed.



Up to that point, the Interstate Rehabilitation Program had seen 41 projects let to contract. Eleven projects, for a total of 78 miles, had been completed.

During the summer months, highway officials came together in northeast Arkansas to cut a ribbon on the final section of the southeast bypass around the communities of Walnut Ridge and Hoxie. Now complete, the \$65 million project extends for over ten miles, from Highway 63 to Highway 67, bypassing the downtown areas of both communities. The bypass was completed in three sections, the first completed in 1999 and the second in 2000. To the east of Jonesboro, ribbon was cut on a project that widened 2.5-miles of Highway 63, from Highway 63B northward toward Bono. The project was one of four that connect to each other and will eventually result in a continuous four-lane highway between Jonesboro and Walnut Ridge. Traffic growth on Highway 63 toward Bono has grown significantly since the mid-nineties. The daily traffic count is now over 15,000 vehicles daily, an increase of twenty percent since 1994.

The bid letting of August 2002 included the single largest contract awarded in AHTD history to date. Part of the Interstate Rehabilitation Program, the project was let to contract at just under \$49 million and stretches along Interstate 30 from Interstate 430 to Geyer Springs Road in southwest Little Rock.

After years of planning, the Department made the decision to convert the frontage roads to one-way operation on Interstate 30 between Little Rock and Benton. Hundreds of directional signs were posted along the frontage roads to indicate proper navigation of new routes. One-way signs were placed at every driveway along the frontage roads. A promotional campaign counted down the days until conversion of the roads arrived. The massive change in traffic flow took place in one day, October 8, 2002. Arkansas Highway Police, local law enforcement and emergency management offices coordinated efforts and assisted the public during the conversion process. The entire operation was deemed a tremendous success and increased motorists' safety along the roadway.

Despite years of planning and public involvement, the Department was still the target of this political cartoon in the Benton Courier.



While construction on the Interstate Rehabilitation Program progressed, the Department continued to receive recognition for its "Pave the Way" campaign. In March, the campaign received a Prism Award for communications excellence from the Arkansas Chapter of the Public Relations Society of America. The following month, the campaign won top honors from the Intelligent Transportation Society of America (ITS America) in its annual "Best of ITS Awards" competition. This marked the eighth major award honoring the campaign's success in keeping motorists informed about the rehabilitation program.

The campaign was also recognized with a certificate of commendation for work in protecting Arkansas' Interstate users. The National Association of Governor's Highway Safety Representatives awarded the commendation in July.



Interstate Rehabilitation Program 2001-2003 National Awards

Globe Award

American Road & Transportation Builders Association

Pride in Transportation Construction Award

American Road & Transportation Builders Association

Roadway Work Zone Safety Awareness Award

American Road & Transportation Builders Association

Public Affairs Skills Award

American Association of State Highway & Transportation Officials

Bronze Quill Award

International Association of Business Communicators

President's Award

American Association of State Highway & Transportation Officials

Prism Award

Public Relations Society of America, Arkansas Chapter

Best of ITS Award

Intelligent Transportation Society of America

Peter K. O'Rourke Special Achievement Award

National Association of Governors' Highway Safety Representatives

Public Affairs EXCEL Award

American Association of State Highway & Transportation Officials

In November of 2002, the Commission and Department held a luncheon to commemorate the 50th Anniversary of the Mack-Blackwell Amendment and 50 years of progress. The luncheon was attended by present and former Commissioners, directors and chief engineers. Governor Huckabee also attended and addressed the crowd.



Former Commissioners, AHTD officials and other dignitaries helped celebrate the 50th Anniversary of the Mack-Blackwell Amendment.

The end of 2002 brought changes to the make-up of the Highway Commission. In December, John "M" Lipton of Warren had fulfilled his ten-year term as Commissioner, including two years as Commission Chairman. Stepping into the Chairman's position was J.W. "Buddy" Benafield of Hickory Plains. The completion of Lipton's term left a vacancy on the Commission and on December 17, Governor Huckabee appointed R. Madison Murphy to replace Lipton. Murphy, a businessman from El Dorado, took the oath of office on January 14 in El Dorado.

"Accepting this position on the Commission took a great deal of thought and consideration," Murphy stated. "This is a position where I can do some good for the state of Arkansas. We've done a good job of addressing our transportation and infrastructure needs, but we still have some hurdles in front of us."

January of 2003 brought the opening of the first section of State Highway 440 in central Arkansas. Governor Mike Huckabee joined Highway Commissioners, Director Dan Flowers, AHTD staff and local officials for a ribbon cutting on January 30th. Commonly referred to as the North Belt Freeway, the first phase extends from the Interstate 40/440 interchange just east of North Little Rock, northward to Highway 67-167 north of Sherwood. The five-mile, six-lane divided highway also includes an interchange at Highway 161. Construction was completed in five contracts at a cost of \$63.5 million. The first contract was let in May of 1993 for clearing, grading and structures. The final contract was awarded in May of 2000 for base and surfacing work. In the future, plans call for the North Belt Freeway to complete a loop around North Little Rock. The next phase will connect the newly opened interchange at Highway 67/167 section with the Interstate 40/430 interchange near Crystal Hill.



R. Madison Murphy is sworn in as Commissioner in January of 2003 in El Dorado.



Governor Mike Huckabee helps cut the ribbon on Highway 440 .



The 46th Arkansas State Highway Commission
Seated (l. to r.): Jonathan Barnett, Member; J.W. "Buddy" Benafield, Chairman; and Prissy Hickerson, Vice Chairman.
Standing (l. to r.) R. Madison Murphy, Member; Carl Rosenbaum, Member.

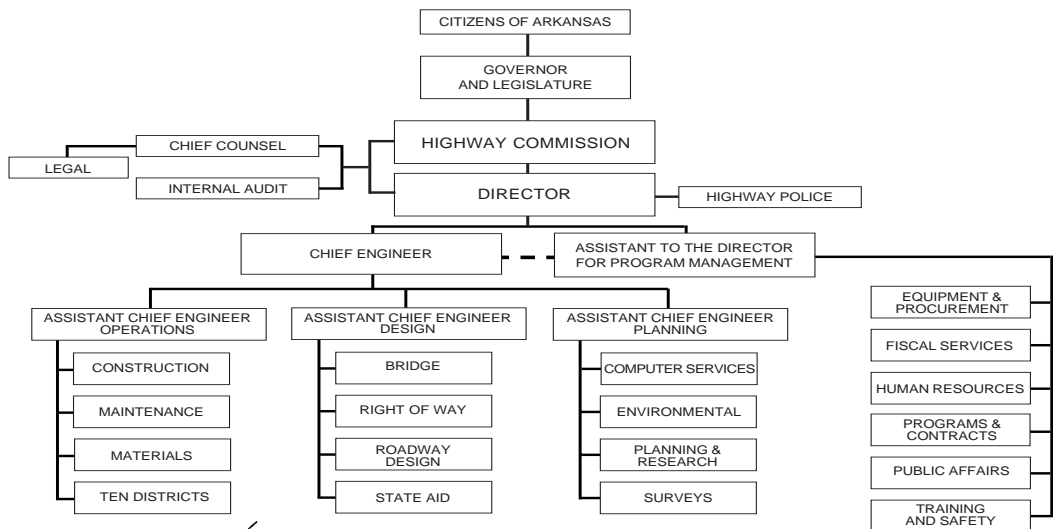
In February of 2003, the Department again awarded a contract as part of the Interstate Rehabilitation Program that became the highest contract award in Department history at \$57.1 million. The project, located in North Little Rock, will rehabilitate 6.6-miles of Interstate 40 and will extend from the Interstate 30 interchange through the Burns Park area and continue westward to Interstate 430.

At the State Capitol, the 84th General Assembly of the Legislature was underway and the subject of toll roads was being addressed. Though much debated and extensively studied, Arkansas had yet to construct any toll roads within the state. On March 4, Governor Huckabee signed a bill that would make it easier for the state to build toll roads. Act 296 combined and amended three previous toll road laws, making it possible for the state to build toll roads in cooperation with border states. The new law abolished the state Turnpike Authority, which had the same members as the Highway Commission. Under the new act, the Highway Commission would administer all toll roads and highways. The bill also would allow the Commission to set, revise and collect tolls on turnpike projects.

Act 296 would allow the state more flexibility in its financing options. The Highway Commission would now be allowed to combine toll revenues and revenue from fuel taxes and other sources. The previous law was unclear whether the Highway Commission had the authority to combine funds. The new concept could be used on any route.

Another significant piece of legislation that came from the 2003 Legislative Session had to do with the Department's DROP program. Prior to 2003, participants in the DROP had to retire within five years of entering the plan. This led to large-scale retirements in 2002. Act 776 revised the plan to allow participants to stay in the program up to five years or, if they choose, continue working until they reached 65 years of age. This allowed participants more flexibility in making their retirement plans.

ARKANSAS STATE HIGHWAY AND TRANSPORTATION DEPARTMENT ORGANIZATION CHART



Lawrence
 DIRECTOR OF HIGHWAYS AND TRANSPORTATION
 7-01-2003
 Date

In April, the Highway Commission slightly altered its longstanding policy of not naming highway facilities. Though a few exceptions had been made over the years, most notably for the Bobby Hopper Tunnel, the Commission generally left the naming of highways and bridges to local governments. With the April Minute Order, the Commission could now partner with other entities in the naming of facilities under certain circumstances.

Not long after this policy change, two highway naming ceremonies were held.

On May 23, Commissioner Carl Rosenbaum and Director Dan Flowers joined the Arkansas Department of Veterans Affairs and members of the Arkansas Veteran's Coalition to proclaim Interstate 40 as the Veterans Memorial Highway. And on Labor Day weekend, a large public gathering celebrated the naming of the Interstate 530 Pine Bluff Bypass in honor of noted civil rights activist attorney Wiley Branton, Sr.



Interstate 40 is proclaimed Veterans Memorial Highway in May of 2003.



Dignitaries and family gathered for the naming of Interstate 530 as the Wiley A. Branton, Sr. Highway.

Director Dan Flowers and former Highway Commissioner and former U.S. Transportation Secretary Rodney Slater were among those speaking at the dedication ceremony.

In May, the Commission opened bids for two more IRP jobs. With these two projects, the Commission had awarded contracts totaling approximately \$1 billion on Arkansas' Interstates.

From the first GARVEE bond sale in March 2000, to the awarding of the first construction contracts in May 2000, to the awarding of the 54th contract three years later, the Interstate Rehabilitation Program has been a total success. Commissioners, AHTD staff and contractors alike take great pride in making the program a success. The IRP provides the motorists of Arkansas with some of the safest and smoothest-riding Interstates anywhere in the country.

***Top 10 Bid Lettings in Commission History
1957 through 1999 - In Millions
(Prior to Interstate Rehabilitation Program)***

1.	\$80.4M	November 1994
2.	\$79.1M	May 1979
3.	\$73.5M	August 1993
4.	\$72.6M	November 1998
5.	\$71.4M	January 1992
6.	\$68.3M	July 1995
7.	\$66.3M	January 1999
8.	\$64.5M	June 1997
9.	\$63.0M	October 1995
10.	\$60.6M	June 1996

***Top 10 Bid Lettings in Commission History
1957 through April 2002 - In Millions
(Includes Interstate Rehabilitation Program)***

1.	\$182.7M	February 2002
2.	\$152.3M	May 2001
3.	\$147.8M	May 2000
4.	\$138.5M	August 2001
5.	\$126.7M	September 2000
6.	\$106.2M	June 2000
7.	\$102.1M	August 2002
8.	\$ 96.9M	January 2001
9.	\$ 96.9M	April 2003
10.	\$ 91.2M	July 2001

Not only did the IRP improve nearly 60 percent of Arkansas' Interstates, it also provided the ten largest bid lettings in Department history. Above are charts showing the effect the IRP had on the highway bid lettings.

In August of 2003, the Department presented the *2003 Arkansas State Highway Needs Study*, an update of the *1997 Arkansas Highway Profile, Condition and Needs* report.

Several aspects of the State Highway System were examined in the Needs Study, including the need for highways as a tool for economic development, the need for establishing a statewide network of routes for intrastate and interstate travel, and the role of the Arkansas Primary Highway Network.

The report identified approximately \$16 billion in anticipated needs and improvements for the State Highway System over the next ten years. The improvements include new location construction, major widening, Interstate rehabilitation, reconstruction, resurfacing, bridge rehabilitation or reconstruction, shoulder improvement, Congressionally-designated Highway Priority Corridors and Economic Development Connectors.

The study found that just over \$4 billion in revenue would be available over the ten-year period. Though great progress had been made in recent years in all areas of the state, the Commission would continue to fight the age-old battle of not having enough revenue to meet the demands facing our state's highway system.

In addition, at the time the *Needs Study* was published, Commission Chairman J.W. "Buddy" Benafield presented *A White Paper Presenting Issues Related to Arkansas State Highway Needs and Funding* which highlighted issues that should be addressed as consideration is given to future highway construction priorities.

Summary

As 1952 brought major changes to the Commission and Department in the form of the Mack-Blackwell Amendment, the new millennium was also bringing about change. The Interstate Rehabilitation Program, the DROP retirements and the 50th Anniversary of the Mack-Blackwell Amendment highlighted the early 2000's. Those changes set the stage for many future generations of employees at the Department.

In the early 2000's, the Commission continued to fight the same obstacles it has faced for years - having the 12th largest state highway system, yet ranking 41st in revenue to support that system. Bond financing was helping to improve the condition of the Interstates, but it was still difficult to address many of the needs on the entire 16,367-mile system.

Celebrating the 50th Anniversary of the Mack-Blackwell Amendment was a highlight of the year 2002. The amendment has proved to be one of the most significant referendums ever undertaken by the Legislature and the people of Arkansas. It also insures that in the years to come, the Department will be able to provide the best highway system possible for the people of Arkansas.



*“Politics ain't worrying this country
one-tenth as much as trying to find
a good parking place.”*

— **Will Rogers**

In the year 2003, the Mack-Blackwell Amendment remains the cornerstone for the activities of the Commission and Department. The fifty years of operation under the Mack-Blackwell Amendment bears scant resemblance to the forty years prior to the Amendment.

It was obvious the system in place during the first forty years, from 1913 to 1952, wasn't working properly. There was no continuity in highway programs and no stability as far as the Commission was concerned. It wasn't uncommon for a new Commission to be named each time a new Governor was elected, and the Governor implemented his own highway program if he thought one was necessary.

In the Commission's first forty years of existence, the number of members serving changed four times, the terms of office changed four

times and the area represented by each Commissioner changed seven times. During those years, there was a total of nine legislative acts which made changes to the makeup of the Commission.

In 1953, Constitutional Amendment No. 42, the Mack-Blackwell Amendment, changed the system that was responsible for managing the state's highway needs. It brought the continuity and stability that was so badly needed. The Mack-Blackwell Amendment placed the Highway Commission in its proper place in the overall scheme of state government, making it independent and not under the direct control of the Governor or the Legislature. This took the politics out of the day-to-day operations of the Department and gave the Commissioners the opportunity to concentrate their efforts on being good stewards of the taxpayers' money.

The latter half of the 1900's saw the creation, construction and completion of the Interstate Highway System in America. More emphasis was being placed on environmental and social issues. At the same time, heavier than anticipated truck volumes and weights took their toll on our highways.

The Commission's entrance into the bond-financing arena in the year 2000 did not come about without careful thought and analysis. Aside from the Road Improvement District debt which the Commission was saddled with in the late 1920's, the use of bond financing by the Commission had been prudent and effective. Both the McMath bonds in the early 1950's and the Helena Bridge bonds in 1959, the only two uses of bond financing since 1934, were paid off early.

No one knows what the future holds for transportation in our state. Innovative financing options will continue to be explored and evaluated. No matter what revenue sources are used or the methods of financing that are put in place, the members of the Highway Commission will continue to do what is best for the State of Arkansas and its citizens.

The original Mack-Blackwell Highway Commission assured the people in 1953 that:

"...for each highway dollar expended the people will receive a full dollar's worth in labor and materials."

Every Highway Commission since that time has made it a point to live up to those words. Thanks to the citizens of Arkansas and the Mack-Blackwell Amendment, they have had that opportunity.



Though this look at the Arkansas State Highway and Transportation Department ends with the year 2003, it should be noted that 2004 began with a flurry of activities.

The Arkansas State Highway Commission scheduled a series of public involvement sessions across the state in early 2004 to discuss the results of their 2003 Arkansas State Highway Needs Study. The purpose of the meetings was to present the study results and solicit public involvement into the highway planning process.

A total of ten meetings were scheduled across the state, beginning January 27 in Jonesboro. Other locations included Helena, Springdale, Fort Smith, Batesville, Little Rock, El Dorado, Pine Bluff, Russellville and Texarkana.

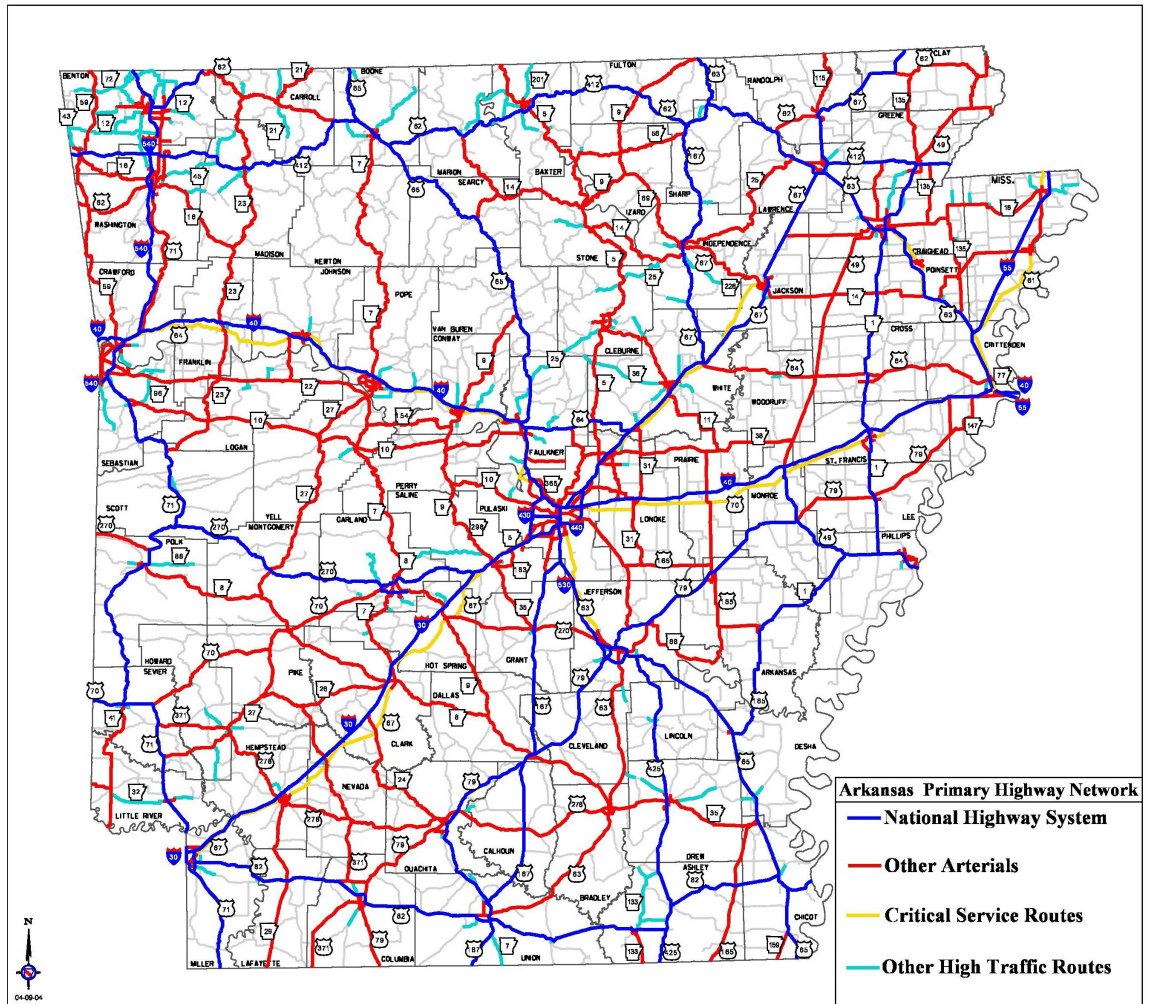
Following the series of regional meetings, the Commission decided to break new ground by creating a primary highway network. The network would be comprised of significant routes that have been identified as being important to the state's transportation service on the basis of their characteristics and performance. The network was developed and identified by Department staff to be a tool for long-range planning.

The Arkansas Primary Highway Network is a system of 8,447 miles that carries approximately 92% of all travel on the State Highway System. This system accounts for approximately 50% of the total State Highway System.

There are four components to the Primary Highway Network in Arkansas. The network components are the National Highway System (2,693 miles), other arterials (4,223 miles), critical service routes (516 miles) and other high traffic routes (1,015 miles).

The system carries no official signing or designation.

The Commission formally adopted the network on April 14, 2004, by Commission Minute Order Number 2004-049.



The Arkansas Primary Highway Network was formally adopted on April 14, 2004.



BIOGRAPHICAL DATA

Arkansas State Highway Commissioners

Under Mack-Blackwell Amendment

1953 - 2003



BIOGRAPHICAL DATA

**Arkansas State Highway Commissioners
Under Mack-Blackwell Amendment
1953 • 2003**

BIOGRAPHICAL DATA

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TRUMAN N. BAKER

Searcy, Arkansas



Commission Service

March 11, 1949 to January 13, 1953

January 16, 1961 to January 14, 1971

Appointed by: First Term - Sid McMath (Prior to Mack-Blackwell Amendment)
Second Term - Orval Faubus

Occupation: Owner and operator of Truman Baker Chevrolet in Searcy

Native of: Naylor in Faulkner County

Military: World War I, U.S. Army; World War II, State Guard

Family: Divorced; one daughter

Achievements:

- Helped build the Hoover Dam
- Construction Supervisor, Florida Highway Department, 1925-1930
- North Little Rock Sanitary; and Weights and Measure Inspector in the 1930's
- Member, Arkansas State Welfare Board; Arkansas Game and Fish Commission; Kiwanis Club; and National Security Commission
- Board of Directors, First Security Bank in Searcy; and Arkansas Cement Company
- Board Chairman, First State Bank of Griffithville
- Co-owner, Cox Office Machine Company in Little Rock
- Chairman, White County Democratic Committee
- Charter Member and President, Searcy Chamber of Commerce
- Member, North Little Rock and Searcy American Legion Posts
- Member, North Little Rock Elks Club
- Member, Razorback Club

Deceased: November 27, 1975, at age 78.

JONATHAN BARNETT

Siloam Springs, Arkansas



Commission Service
January 15, 1999 to Present

Appointed by: Mike Huckabee

Occupation: Owner, Jonathan Barnett Enterprises, Incorporated
specializing in commercial and residential construction
and real estate development

Education: John Brown University
Bachelor of Science - Business Administration

Native of: Siloam Springs in Benton County

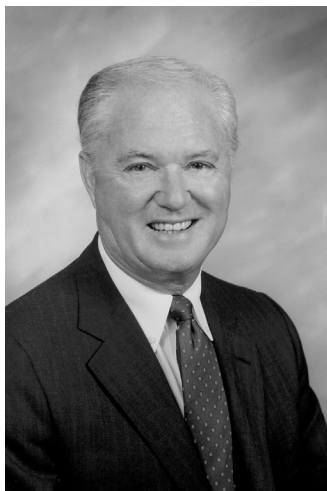
Family: Wife (Christy); two daughters and one son

Achievements:

- Siloam Springs City Council, 1974-1977
- Director, Arkansas State Building Services, 1996
- Chairman, State Building Services Council, 1997-1999
- Member, Governor's Citizen's Council on Highways and Transportation, 1997-1999
- Past President, Siloam Springs Homebuilders Association
- Past Board Member, Students in Free Enterprise, John Brown University
- Benton County Republican Committee Chairman 1995-1998

J.W. “BUDDY” BENAFIELD

Hickory Plains, Arkansas



Commission Service

June 29, 1993 to January 14, 1995

January 16, 1995 to Present

- Appointed by:** First Term - Jim Guy Tucker
(to fill the unexpired term of Rodney Slater)
Second Term - Jim Guy Tucker
- Occupation:** J.W. Benafield Co., 7-11 Farms, JWB Company and
Rob Roy Plantation
- Education:** Little Rock Junior College (now University of Arkansas at Little Rock)
University of Central Arkansas, 1950
- Native of:** Coy in Lonoke County
- Military:** U.S. Navy Volunteer, 1945-1946
- Family:** Wife (Dena); Two daughters
- Achievements:**
- Mayor of England, Arkansas, 1967-1976
 - Vice President, Arkansas Municipal League
 - Little Rock City Board of Directors
 - Mayor of Little Rock, Arkansas, 1983-1984
 - Secretary, Arkansas Democratic Party, 1967-1976
 - Former President, Metroplan
 - Former Board Member, Arkansas State Chamber of Commerce
 - Former Board Member, Central Arkansas Planning and Development District
 - Former Board Member, Development Council, University of Arkansas at Little Rock
 - Former Board Member, Board of Visitors, University of Arkansas at Little Rock
 - Former Board Member, University of Central Arkansas Foundation
 - Former Member, Quapaw Area Council, Boy Scouts of America
 - Former Chairman, Arkansas Racing Commission, 1971-1976
 - Recipient of the International Association of Lions Club's "Medal of Distinction"
 - 33rd Degree Mason

G. LAWRENCE BLACKWELL

Pine Bluff, Arkansas



Commission Service

May 29, 1958 to January 14, 1961

January 24, 1967 to January 24, 1977

- Appointed by:** First Term - Orval Faubus (to fill the unexpired term of Cecil Lynch)
Second Term - Winthrop Rockefeller
- Occupation:** Attorney
- Education:** Vanderbilt University
Harvard Law School
- Military:** World War II, United States Navy, Air Combat Intelligence Officer
- Family:** Wife (Mai); two sons, one daughter, and six grandchildren

Achievements:

- Former Mayor and Alderman of Pine Bluff
- Arkansas State Senate 1947-1955, President Pro Tempore for two years
- In 1951 teamed with Senator Y. Milton Mack to co-sponsor Amendment 42, the Mack-Blackwell Amendment, to the State Constitution
- Former Deputy Prosecuting Attorney
- Chairman, Pine Bluff Planning Commission
- Shriner, Scottish Rite Mason, Potentate of Sahara Temple in Pine Bluff
- Board of Directors, Pine Bluff Chamber of Commerce
- Board of Directors, Arkansas Power & Light Company for 25 years
- Received a Distinguished Service Award in 1977 from Associated General Contractors
- In 1977 the Pine Bluff Chamber of Commerce named the Highway 79-North Bridge over the Arkansas River for Mr. Blackwell

Deceased: February 23, 1987, at age 76.

HERBY BRANSCUM, JR.

Perryville, Arkansas



Commission Service
January 23, 1991 to January 14, 2001

Appointed by: Bill Clinton

Occupation: Attorney

Education: Arkansas State Teachers College in Conway
University of Arkansas at Little Rock School of Law

Native of: Timbo in Stone County

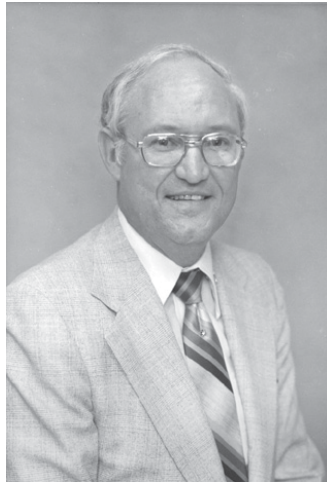
Family: Wife (Billie Jo); two sons, one daughter, two grandchildren

Achievements:

- Has practiced law in Perryville and Little Rock since admission to the Arkansas State Bar in 1967
- Past President, Arkansas Young Democrats, 1970-1971
- Member, Arkansas State Claims Commission, 1974-1985, Chairman for six years
- Chairman, State Democratic Party, 1976-1982
- Member, University of Central Arkansas Board of Trustees, 1986-1991, Chairman, 1990-1991
- Chairman, Board of Directors, Perry County Bank
- Board of Directors, First Community Bank of Conway
- Past President, Perryville Lions Club
- Past President, University of Arkansas at Little Rock School of Law Alumni Association

JAMES A. BRANYAN

Camden, Arkansas



Commission Service
January 15, 1973 to January 14, 1983

Appointed by: Dale Bumpers

Occupation: Businessman (Clothing and jewelry stores, advertising)

Native of: Glendale in Lincoln County

Education: Henderson State University

Family: Wife (Shirley); two daughters

Achievements:

- Former Advisory Board Member, First South Savings & Loan Association of Arkansas
- Vice President and Secretary, Walker & Associates Advertising Agency in Little Rock and Memphis, Tennessee
- Vice President, Camden Chamber of Commerce
- Past Member, Port Authority
- President, Camden and Ouachita County Industrial Development Corporation
- Former President, Camden Jaycees; former Vice President, Arkansas Jaycees; and National Director, United States Jaycees
- Past President, Lions Club
- Camden's Distinguished Service Award, 1965
- Camden Man of the Year Award, 1970
- Past President, Ouachita County Chapter of American Red Cross
- Former Coordinator for Dale Bumpers' gubernatorial campaign in Ouachita County
- Past President, Arkansas State Quartet Singers
- Appointed Arkansas Development Finance Authority, 1983-1991
- Board of Directors, National Housing Board

L. W. "BILL" CLARK

Hot Springs, Arkansas



Commission Service
January 21, 1987 to January 14, 1997

Appointed by: Bill Clinton

Occupation: President of L.W. Clark, Inc. and Burgo, Inc.
(Burger King Corporation franchises)

Native of: Clarksville in Johnson County

Education: Hendrix College in Conway
University of Arkansas at Fayetteville

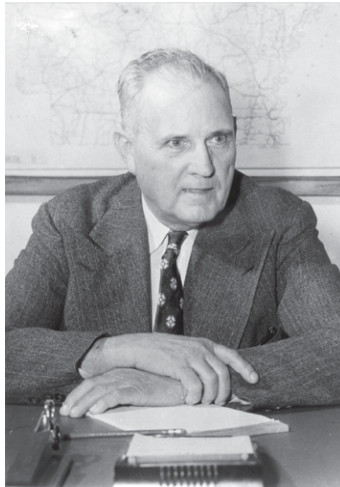
Family: Wife (Barbara); two sons, one daughter, and seven grandchildren

Achievements:

- Operated a cooperage business in Fordyce for twelve years
- Appointed to Arkansas State Racing Commission by Governor Bill Clinton in 1986; resigned to accept Highway Commission appointment
- Past Member, Hot Springs Chamber of Commerce
- Past Member, Board of the Associated Industries of Arkansas
- Past Member, Keep Arkansas Beautiful Commission
- Past Member, Governor's Advisory Committee for Hot Springs National Park, Arkansas
- Past Member, Developmental Council, University of Arkansas
- Past Member, Dean's Advisory Council to Business School, University of Arkansas
- Past President, Fordyce School Board
- Past President and Lifetime Member, Associated Cooperage Industries of America
- Past Member, Arkansas State Chamber of Commerce
- Past Member, Arkansas Labor Commission, appointed by Governor Bill Clinton
- Past Member, Governor's Staff, Senior Advisor for Governmental Affairs
- Finance Chairman, U.S. Senator Blanche Lincoln Election Committee

JAMES H. “JIM” CRAIN

Wilson, Arkansas



Commission Service

January 24, 1941 to February 11, 1945

March 11, 1949 to January 13, 1953

January 25, 1955 to June 29, 1960

Appointed by: First Term - Homer M. Adkins (Prior to Mack-Blackwell Amendment)
Second Term - Sid McMath (Prior to Mack-Blackwell Amendment)
Third Term - Orval Faubus (Mr. Crain resigned June 29, 1960)

Occupation: President of Crain & Company of Wilson
(a management company for a 25,000-acre plantation)

Native of: Wilson in Mississippi County

Family: Wife (Alene); one son and one daughter

Achievements:

- Member, State Highway Audit Commission 1951-1952. The findings and recommendations of this Audit Commission led to the initiation and adoption of the Mack-Blackwell Amendment to the State Constitution
- Trustee, R. E. Lee Wilson Company
- Member, Wilson School Board
- Has the distinction of being the only three-term Highway Commissioner

Deceased: July 23, 1962, at age 73.

JOHN E. CRAIN, SR.

Wilson, Arkansas



Commission Service
June 30, 1960 to March 5, 1963

Appointed by: Orval Faubus (to fill the unexpired term of his father, James H. Crain; John Crain died March 5, 1963 before his term expired.)

Occupation: President of Crain & Company of Wilson
(a management company for a 25,000-acre plantation)

Native of: Wilson in Mississippi County

Education: Vanderbilt University

Family: Wife (Mary Edith); one son and four daughters

Achievements:

- Mississippi County Equalization Board Member
- President, Mississippi County Bank and Crain Center of Osceola
- President, Armored Planting Company of Blytheville
- President, Crain Cotton Company of Memphis, Tennessee
- Member, Tennessee Club and Five Lakes Outing Club

Deceased: March 5, 1963, at age 54.

CHAUNCEY L. DENTON, JR.

Tyronza, Arkansas



Commission Service
May 27, 1964 to January 14, 1965

Appointed by: State Highway Commission under the term of Governor Orval Faubus.
(Appointed to fill the unexpired term of his brother, William J. Denton.)

Occupation: Owner and operator of Denwood Plantation and Ginery

Native of: Tyronza in Poinsett County

Education: Arkansas State College in Jonesboro
University of Missouri

Family: Wife (Eileen); three sons

Achievements:

- Member, Agricultural Stabilization and Conservation Committee
- President, National Cotton Council
- Board Chairman, Memphis Methodist Hospital
- Vice President and Director, American State Bank of Wilson
- Board Member, Memphis Health Systems
- Board Member, Osceola Products

Deceased: November 10, 1990, at age 74.

WILLIAM J. “BILL JOE” DENTON

Wilson, Arkansas



Commission Service
March 12, 1963 to March 22, 1964

Appointed by: Orval Faubus (to fill unexpired term of his brother-in-law John E. Crain, Sr.; Mr. Denton died March 22, 1964 before his term expired.)

Occupation: Vice President of Crain & Company of Wilson
(a management company of a 25,000-acre plantation)

Native of: Wilson in Mississippi County

Education: University of Arkansas

Family: Wife (Ruby); one son and two daughters

Achievements:

- Member, Arkansas State Racing Commission
- Board of Directors, Mississippi County Bank at Osceola
- President, Craighead Rice Milling Company at Jonesboro
- Vice President, Armorel Planting Company of Blytheville
- Member, Memphis Country Club and Five Lakes Outing Club

Deceased: March 22, 1964, at age 44.

DALTON FARMER

Jonesboro, Arkansas



Commission Service
January 29, 1985 to March 18, 1987

Appointed by: Bill Clinton (Mr. Farmer resigned March 18, 1987, for business reasons)

Occupation: Farmer, real estate developer, and businessman

Native of: Childress in Craighead County

Education: Arkansas State University at Jonesboro

Family: Wife (Nora); one son

Achievements:

- Member, Greater Jonesboro Chamber of Commerce serving on the Streets & Highways Committee
- Board of Directors, Arkansas Good Roads/Transportation Council
- Member, Metropolitan Area Planning Commission in Craighead County
- Member, St. Francis Levee Board
- Board of Directors, Jonesboro YMCA

Deceased: June 13, 1988, at age 57.

WAYNE HAMPTON

Stuttgart, Arkansas



Commission Service
May 8, 1962 to January 14, 1967

Appointed by: Arkansas State Highway Commission
under the term of Governor Orval Faubus
(Mr. Hampton was appointed to fill the unexpired term of Harry Parkin.)

Occupation: Rice farmer, cattleman and politician

Native of: Bayou Meto in Arkansas County

Military: United States Air Force, 1942-1945

Family: Wife (Virginia); one son and two daughters

Achievements:

- Member, Arkansas State Water Conservation Commission
- Member, Arkansas Game and Fish Commission;
resigned to accept Highway Commission appointment
- Arkansas State Representative, 1971-1985

Deceased: August 30, 2002, age 84.

RON HARROD

Prescott, Arkansas



Commission Service
February 16, 1983 to January 14, 1993

Appointed by: Bill Clinton

Occupation: Owns Ron Harrod, Inc. Public Affairs Consultants

Native of: Warren in Bradley County

Education: Ouachita Baptist University

Family: Wife (Claudetta); one son

Achievements:

- Appointed to State Alcoholic Beverage Control Board; resigned to accept Highway Commission appointment
- Past President, Prescott/Nevada County Chamber of Commerce
- Past State Vice President, Arkansas Jaycees
- Past Member, Nevada County Hospital Board and Prescott School Board
- Served on Prescott Planning Commission
- Former representative to the Rural Development Council
- Secretary and Board Member, Southwest Arkansas Compact
- Member, Arkansas State Fair Board
- Past Member, Nevada County Fair
- Member, Ouachita University Development Council
- Chairman, Nevada County Democratic Party
- Chairman, Clinton Birthplace Foundation

JOHN W. HARSH

Magnolia, Arkansas



Commission Service
January 11, 1963 to January 14, 1973

Appointed by: Orval Faibus

Occupation: Oil lease broker; interests in real estate and hardwood flooring
Director of Magnolia Banking Corporation

Native of: Dudley, Missouri

Education: El Dorado Junior College

Military: World War II, United States Air Force, Lt. Colonel

Family: Wife (Mary); three daughters and seven grandchildren

Achievements:

- Mayor of Magnolia, 1957-1966
- President, Arkansas Municipal League
- Charter Member, South Arkansas Development Council
- Earned Distinguished Flying Cross during World War II
- Board of Directors, Farmers Bank and Trust Company of Magnolia
- Board of Directors, Magnolia Rotary Club
- Honored by the Arkansas Chapter of the Associated General Contractors of America for his work on Highway Commission
- Director, Farmer's Bank and Trust Company until 1988
- 32nd Degree Mason

Deceased: August 24, 1990, at age 74.

MARY P. “PRISSY” HICKERSON

Texarkana, Arkansas



Commission Service
January 14, 1997 to Present

Appointed by: Mike Huckabee

Occupation: Business manager for dental practice and H & H Enterprises

Native of: Texarkana in Miller County

Family: Husband (Randy); one son and daughter-in-law; three granddaughters

Achievements:

- Vice Chairman of Commissions and Boards, Southeastern Association of State Highway Officials
- Board member, I-49 International Coalition
- Member, Governor’s Council on Highways and Transportation
- Secretary, Republican Party of Arkansas State Committee
- Political Director, Governor Huckabee campaigns
- Member, Texarkana Advisory Committee on Intermodal Transportation
- Board member, Texarkana Animal League
- 1993 Leadership Texarkana & member, Leadership Texarkana Alumni Association
- Charter member and past board member of Texarkana Women for the Arts
- Sustaining member and past President, Junior League of Texarkana

BOBBY HOPPER

Springdale, Arkansas



Commission Service

January 24, 1983 to January 14, 1989

January 18, 1989 to January 14, 1999

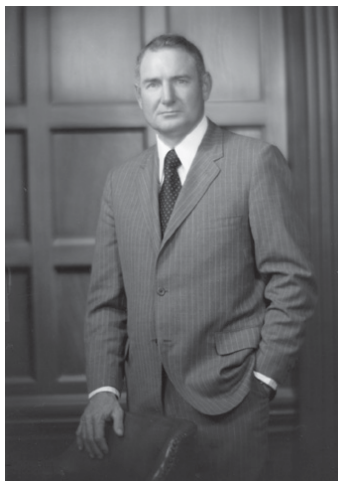
- Appointed by:** First Term - Bill Clinton
(to fill the unexpired term of Festus Martin, Jr.)
Second Term - Bill Clinton
- Occupation:** Owner and operator of
Bobby Hopper Ford Company in Springdale until 1980
- Native of:** Gassville in Baxter County
- Military:** United States Army, Korean Conflict
- Family:** Wife (Lois); one daughter and one son

Achievements:

- Former Member, Civil Service Commission
- Former Member, Arkansas Automobile Dealers Association and National Automobile Dealers Association
- Special interests - Springdale Memorial Hospital and Springdale Fire Department
- Former sponsor of American Legion Baseball
- Assisted in establishing a police department park which is named in his honor
- Former Chairman, American Association of State Highway and Transportation Officials (AASHTO) Special Committee of Commissioners and Boards
- Former Board Member, Springdale Rotary Club and Paul Harris Fellow
- Former Board Member, Springdale Chamber of Commerce
- First Highway Commissioner ever reappointed to a succeeding term under the Mack-Blackwell Amendment
- Arkansas' first highway tunnel on Interstate 540 named after him in 1998

GEORGE KELL

Newport, Arkansas



Commission Service
January 22, 1971 to January 14, 1981

Appointed by: Dale Bumpers

Occupation: Owner and operator of George Kell Motors of Newport
Television commentator for the Detroit Tigers baseball games

Native of: Swifton in Jackson County

Education: Arkansas State University, 1940

Family: Wife (Charlene); one son and one daughter

Achievements:

- Former All-Star Third Baseman for the Detroit Tigers Baseball Organization
- In 1949 led the American League in batting
- Inducted into Arkansas Hall of Fame in 1964
- Former President, Arkansas Hall of Fame in 1973
- Member Board and Director, First National Bank of Newport
- State Treasurer for Bill Clinton's gubernatorial campaign
- Commendation from 1983 General Assembly for fine representation of Arkansas throughout baseball career
- Inducted into the National Baseball Hall of Fame in 1983

WILLIE A. LAWSON

Little Rock, Arkansas



Commission Service
January 19, 1953 to January 14, 1957

Appointed by: Francis Cherry

Occupation: Educator

Native of: Hamburg in Ashley County

Education: Southern Presbyterian College for Women at Red Springs, NC
Peabody College for Teachers at Nashville, TN

Family: Single

Achievements:

- First female Deputy State Superintendent of Public Education in Arkansas, 1921
- First female Executive Secretary of the Arkansas Education Association
- President, National Executive Secretaries Association
- Vice President, Democrat Printing and Lithograph Company (Miss Lawson founded its school supply and equipment division.)
- First female Chairperson, Education Committee of Little Rock Chamber of Commerce
- First State Director, Adult Education in Arkansas
- First Arkansan to serve as Secretary of the National Department of Adult Education
- First Arkansas female to serve on Board of National Congress of Parents and Teachers
- Chairman, National Citizenship Committee
- An original member of the first Arkansas State Highway Commission under the Mack-Blackwell Amendment in 1953 drawing the four year term. First female Highway Commissioner in Arkansas history and was the only female in the United States serving as a Highway Commissioner at that time.

Deceased: October 22, 1994

JOHN “M” LIPTON

Warren, Arkansas



Commission Service
January 14, 1993 to Present

Appointed by: Jim Guy Tucker

Occupation: Owner of JML Development Corporation

Native of: Warren in Bradley County

Education: University of Arkansas at Monticello

Family: Wife (JeNelle); one son, two daughters and four grandchildren

Achievements:

- Arkansas House of Representatives, 1968-1992
- Former Speaker of the House, 1991-1992
- Former Chairman, Arkansas Legislative Audit Committee
- Former Co-chairman, Joint Performance Review Committee
- Former Chairman, Arkansas Quality Management Board
- Former Co-chairman, Correction Resources Study Commission
- Member, Arkansas Children’s Hospital Foundation Board
- Chairman, University of Arkansas for Medical Sciences Regional Programs Advisory Council
- Appointed by President Jimmy Carter to a 21-member National Advisory Council on Vocational Education
- Member, Bradley County Chamber of Commerce
- Member, Bradley County Industrial Development Corporation
- Vice Chairman, AASHTO Committee on Commissioners and Boards

CECIL S. LYNCH

Pine Bluff, Arkansas



Commission Service
January 19, 1953 to May 26, 1958

Appointed by: Francis Cherry (Mr. Lynch died May 26, 1958, before his term expired)

Occupation: Electrical Engineer and Vice President of Batesville White Lime Company and The Central Transformer Company in Pine Bluff

Native of: West Virginia

Education: Peabody College in Nashville, TN
University of Missouri

Family: Wife (Frances); two daughters

Achievements:

- Executive Vice President, Arkansas Power & Light Company
- Professor, University of Missouri
- Superintendent of Buildings, University of Missouri and Peabody College
- Member, Pine Bluff Kiwanis Club
- Director, Pine Bluff Chamber of Commerce
- Potentate, Sahara Shrine Temple in Pine Bluff
- President, Pine Bluff Community Concert Association
- Member, Pine Bluff City Board of Public Affairs
- Recognized as Arkansas' first "Outstanding Professional Engineer" by the Society of Professional Engineers, 1955
- Mr. Lynch was an original member of the first Arkansas State Highway Commission under the Mack-Blackwell Amendment in 1953 drawing the six year term.

Deceased: May 26, 1958.

FESTUS H. MARTIN, JR.

Fayetteville, Arkansas



Commission Service
January 11, 1979 to January 15, 1983

Appointed by: Bill Clinton
(Mr. Martin resigned January 15, 1983 for business reasons.)

Occupation: Attorney

Native of: Harrison in Boone County

Education: Arkansas Polytechnic College, 1966
University of Arkansas at Fayetteville School of Law, 1969

Family: Wife (Myrna); one son and two daughters

Achievements:

- Member, Editorial Board of the Arkansas Law Review
- President, Washington County Bar Association
- Board of Directors, Richardson Center in Fayetteville
- Partner in law firm of Ball, Gallman & Martin
- Practiced law with E.J. Ball Law Firm in Fayetteville
- Associate Professor of Law, University of Arkansas at Fayetteville

Deceased: September 13, 1987, at age 42.

R. MADISON MURPHY

El Dorado, Arkansas



Commission Service
January 14, 2003 to Present

Appointed by: Mike Huckabee

Occupation: Murphy Oil Corporation

Native of: El Dorado in Union County

Education: Hendrix College, 1980

Family: Wife (Suzanne); two sons and one daughter

Achievements:

- Board of Directors, Murphy Oil Corporation
- Board of Directors, Deltic Timber Corporation
- Board of Directors, Bancorp South Inc.
- President, The Murphy Foundation
- Chairman, Hendrix College Board
- Member, Board of the National Council on Economic Education
- Chairman, The Murphy Commission

RAYMOND F. ORR

Fort Smith, Arkansas



Commission Service
January 19, 1953 to January 28, 1959

Appointed by: Francis Cherry

Occupation: President of Athletic Mining & Smelting Company of Fort Smith and LeFlore Gas Company and other affiliated companies in Oklahoma

Native of: Webb City, Missouri

Education: Missouri School of Mines at Rolla, Missouri

Family: Wife (Lydon); two daughters

Achievements:

- Board Member, Austin Presbyterian Theological Seminary in Austin, Texas, and Arkansas College at Batesville
- Board of Trustees, University of Arkansas
- Director, American Zinc Institute
- Member, American Mining Congress
- Board of Directors, Sparks Hospital; First National Bank; Arkansas Valley Insurance Company; and Midland Valley Railroad Company of Fort Smith
- Board Member and President, Westark Council of Boy Scouts of America
- First President, 4-H Foundation at Fort Smith
- Chairman, Presbyterian Foundation of Arkansas Synod
- President, Fort Smith School Board and Fort Smith Chamber of Commerce
- Mr. Orr was an original member of the first Arkansas State Highway Commission under the Mack-Blackwell Amendment drawing the eight year term in 1953.

Deceased: November 1962.

HARRY W. PARKIN

Little Rock, Arkansas



Commission Service
January 14, 1957 to March 29, 1962

Appointed by: Orval Faubus (Mr. Parkin resigned March 29, 1962 for business reasons)

Occupation: Board Chairman, Parkin Printing & Stationery Company of Little Rock;
President of Parkin Brothers, Inc., a realty and investment company

Native of: Little Rock in Pulaski County

Education: Hendrix College in Conway
University of Missouri

Family: Wife (Virginia); two daughters

Achievements:

- Member, Arkansas Justice Building Commission; resigned to accept Highway Commission appointment
- Member, Arkansas State Racing Commission
- Member, Little Rock Airport Commission
- Member, Pulaski County Election Board
- Member, Little Rock Club
- Secretary and Treasurer, Southern National Insurance Company
- Officer, Tillar Tie and Lumber Company
- President, Razorback Club

Deceased: October 20, 1974, at age 68.

J.C. “JAKE” PATTERSON

Lavaca, Arkansas



Commission Service
January 28, 1969 to September 11, 1978

Appointed by: Winthrop Rockefeller
(Mr. Patterson resigned September 11, 1978, for personal reasons.)

Occupation: Grocery store owner and farmer;
United States Marshall for Western District of Arkansas

Native of: Lavaca in Sebastian County

Family: Wife (Norma); two sons

Achievements:

- Past Member, Fort Smith and Charleston Chambers of Commerce
- Former Member, Lavaca School Board
- Chairman, Sebastian County Election Commission
- Republican delegate to National Convention in 1968

ROSS PENDERGRAFT

Fort Smith, Arkansas



Commission Service
September 19, 1978 to January 14, 1979

Appointed by: David Pryor (to fill unexpired term of J.C. Patterson who resigned.)

Occupation: Executive Vice President of Donrey Media Group

Native of: Abbott in Scott County

Education: Arkansas Polytechnic College in Russellville, 1946-1948

Military: United States Navy, 1943-1946

Family: Wife (Donnie); one son and one daughter

Achievements:

- Former Member of the original Arkansas Turnpike Authority
- Past President, Fort Smith Chamber of Commerce
- Former Member, Board of Directors, City National Bank in Fort Smith
- Member, Arkansas Publishers Association
- Former Board Member, Arkansas Press Association
- Director, Merchants National Bank in Fort Smith

Deceased: May 17, 1998, at age 72.

DAN FRANKLIN PORTIS

Lepanto, Arkansas



Commission Service

February 12, 1945 to January 11, 1949

January 19, 1953 to January 25, 1955

- Appointed by:** First Term - Ben T. Laney (Prior to Mack-Blackwell Amendment)
Second Term - Francis Cherry
- Occupation:** Owner of Portis Mercantile Company;
Farming interests; owned cotton gin, rental property and grain elevators
- Native of:** Lepanto in Poinsett County
- Family:** Wife (Juliet); two sons and two daughters

Achievements:

- President, Little River Bank
- Member, Lepanto City Planning Commission
- Member, Lepanto School Board for 30 years
- Member, Methodist Hospital Board
- Member, Arkansas State Banking Board
- Director, First Tennessee Bank
- Chaired the Drainage District No. 7 of U.S. Corps of Engineers for 50 years
- In 1978 was honored as outstanding citizen by U.S. Corps of Engineers
- 32nd Degree Mason and Shriner
- Mr. Portis was an original member of the Arkansas State Highway Commission under Mack-Blackwell Amendment in 1953 drawing the two year term.

Deceased: August 8, 1990, at age 78.

RAYMOND PRITCHETT

Maumelle, Arkansas



Commission Service
January 16, 1981 to January 14, 1991

Appointed by: Frank White

Occupation: Certified Public Accountant

Native of: Lepanto in Poinsett County

Education: Hendrix College, 1963

Family: Wife (Sharon); three sons

Achievements:

- Past President, Conway Jaycees; Past State Vice President and President, Arkansas Jaycees; Past Treasurer, United States Jaycees; Former Trustee, United States Jaycees Foundation
- In 1967 received the honor of being Outstanding Local President of Arkansas Jaycees as President of the Conway Jaycees; and in 1971 was the first Arkansan to receive the Clayton Frost Memorial Award as one of the five outstanding Jaycee State Presidents in the United States
- Past Executive Vice President and Treasurer, Jess Odom Enterprises
- Assistant campaign manager for U.S. Senators John L. McClellan and William Fulbright
- Treasurer for Ronald Reagan's Presidential campaign in Arkansas
- Member, Arkansas Society of Certified Public Accountants
- Member, American Institute of Certified Public Accountants
- Former Board Member, National Conference of Christians and Jews
- Former delegate to the White House Conference on Small Businesses

CARL S. ROSENBAUM

Little Rock, Arkansas



Commission Service
January 16, 2001 to Present

Appointed by: Mike Huckabee

Occupation: Businessman
Chairman - Safefoods Corporation
Chairman - Arkansas Glass Container Corporation

Native of: Little Rock in Pulaski County

Education: University of Arkansas as Fayetteville

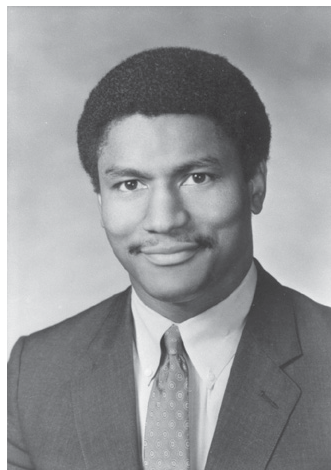
Family: Wife (Martha); two daughters, one son, six grandchildren

Achievements:

- Life board member for Youth Home, Inc.
- Past vice president and board member of the Quapaw Area Council of the Boy Scouts of America
- Past international director for Rotary International and past president of Little Rock Rotary Club No. 99
- Past board member of Citizens Bank in Jonesboro
- Past member of the Arkansas Economic Development Commission
- Past advisory council member of the Arkansas Department of Human Services Mental Health
- Past advisory council member of the Eighth District Federal Reserve Bank of St. Louis
- Currently serves on the boards of Baptist Health, the Greater Little Rock YMCA, Regions Bank of Little Rock and the advisory board of UAMS Arkansas BioVentures.

RODNEY E. SLATER

Jonesboro, Arkansas



Commission Service March 25, 1987 to June 3, 1993

Appointed by: Bill Clinton (to fill unexpired term of Dalton Farmer who resigned)
Resigned June 3, 1993, to accept the position of Fed. Highway Administrator

Occupation: Attorney and Director of Governmental Relations, Arkansas State University

Native of: Marianna in Lee County

Education: Eastern Michigan University
University of Arkansas at Fayetteville School of Law, 1980

Family: Wife (Cassandra); one daughter

Achievements:

- Assistant State Attorney General, 1980-1982
- Special Assistant to Governor Bill Clinton for Community and Minority Affairs in 1983
- Member of Arkansas Sesquicentennial Commission
- Governor's Executive Assistant for Economic and Community Programs from 1985-1987
- Listed in 1986 issue of Outstanding Young Men of America
- Member, Eastern District Arkansas Committee on the Bicentennial of the U.S. Constitution
- President, W. Harold Flowers Law Society
- Secretary-Treasurer, Arkansas Bar Association and a member of other legal associations
- Appointed to the Commission on Arkansas' Future
- Named "Arkansas Hero" in *Arkansas Times* magazine for efforts to improve conditions in the Delta
- Elected to Arkansas Community Foundation Advisory Board, 1991
- Board Member, John Gammon Scholarship Foundation of Arkansas and the Roosevelt Thompson Scholarship Committee
- Former Member, Exec. Committee of the AASHTO Special Committee of Commissioners and Boards
- Appointed by President Bill Clinton as Federal Highway Administrator, 1993
- Appointed by President Bill Clinton as Secretary of Transportation, 1997

W. MAURICE SMITH

Birdeye, Arkansas



Commission Service

January 15, 1965 to January 21, 1975

- Appointed by:** Orval Faubus
- Occupation:** Farmer and cattleman
- Native of:** Birdeye in Cross County
- Military:** United States Army, World War II, South Pacific, 1943-1946
- Education:** University of Arkansas at Fayetteville, 1942
- Family:** Wife (Alva Jane); one son, two daughters and five grandchildren

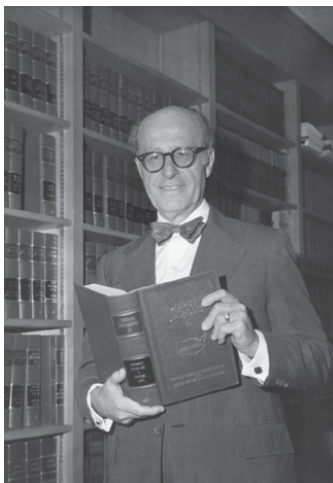
Achievements:

- Former President, Bank of Cherry Valley
- President, St. Francis Levee District Board of Directors
- Received Department of the Army's Outstanding Civilian Service Medal - the Army's Second Highest Honorary Award, 1974
- President, Arkansas State Fair and Livestock Show, 1976 to 1997
- Chief of Staff for Governor Bill Clinton, 1983-1984
- Member and Past Chairman, Exec. Comm. of the Lower Mississippi Valley Flood Control Association
- Past Member, University of Arkansas Board of Trustees
- Appointed Director of Highways and Transportation by the Ark. Highway Commission on December 10, 1987. Took office January 4, 1988, becoming only the second person in history to serve as both Commissioner and Director of Highways
- Member, AASHTO Special Committee on Economic Expansion and Development
- Advisory Council Member, Commission on Arkansas' Future
- Member, Arkansas Scenic Resources Preservation Coordinating Committee
- Member, Arkansas State Hazardous Materials Emergency Response Commission

Deceased: December 3, 1998, at age 77

DAVID SOLOMON

Helena, Arkansas



Commission Service
January 23, 1975 to January 14, 1985

Appointed by: David Pryor

Occupation: Attorney

Education: Davidson College
Washington University in St. Louis, Missouri
Harvard University Law School

Native of: Helena in Phillips County

Military: United States Army, 1942-1946

Family: Wife (Miriam); three sons

Achievements:

- Executive Committee and House of Delegates, Arkansas Bar Association
- Past Chairman for Committee on Professional Conduct, Arkansas Supreme Court
- President, Helena Cotton Oil Company
- Trust Officer and Counsel, First National Bank of Phillips County
- Member, Executive Committee, Lower Mississippi Valley Flood Control Association
- Vice President, White River Drainage District of Phillips and Desha Counties
- Attorney for Beaver Bayou and Lick Creek Drainage Districts
- Former City Attorney of Helena, 1950-1960
- Former Member, Helena School Board
- Former Board Member, Arkansas Chapter for National Conference of Christians and Jews
- President, Helena-West Helena Industrial Development Corporation
- Former President and Board Member, Arkansas Bar Foundation

ARMIL TAYLOR

Clarksville, Arkansas



Commission Service
January 28, 1959 to January 14, 1969

Appointed by: Orval Faubus

Occupation: Owner of Taylor Insurance Agency at Clarksville

Education: Hendrix College

Family: Wife (Izola); one son and one daughter

Achievements:

- Arkansas State Representative, 1933
- Arkansas State Senator, 1935-1941
- Served as Governor Ben T. Laney's Legislative Secretary
- Former Member, Arkansas State Board of Education
- Former Member, Arkansas Game and Fish Commission
- Past President, Rotary Club

Deceased: October 20, 1994

PATSY L. THOMASSON

Rison, Arkansas



Commission Service
January 29, 1977 to January 14, 1987

Appointed by: David Pryor

Occupation: Deputy Assistant Secretary of Foreign Building Operations
Washington, D.C.

Education: Henderson State University, 1969
University of Missouri, 1972

Native of: Rison in Cleveland County

Family: Single

Achievements:

- Former Associate Administrator of Doctors Hospital in Little Rock
- Former Executive Assistant and Staff Assistant for U.S. Representative Wilbur D. Mills
- Former lecturer, Washington University School of Medicine in St. Louis, Missouri, and University of Arkansas School of Medicine at Little Rock
- Former Member, Board of Directors, Arkla Exploration Company
- Former Member, American Hospital Association and American Heart Association
- Former Representative on Health Committee, Little Rock Chamber of Commerce
- Former President and Founder, Southern Management Association
- Former Chairperson, AASHTO Special Committee of Commissioners and Boards while on Highway Commission
- Former President, L.F.I. Corporation and The Phoenix Group
- Miss Thomasson was the second female appointed to the Arkansas State Highway Commission

GLENN F. WALLACE

Nashville, Arkansas



Commission Service
January 19, 1953 to January 20, 1963

Appointed by: Francis Cherry

Occupation: Marketing Specialist
Owner and operator of “Glencrest Farm” - an 1800-acre cattle farm

Education: Kansas State College in Manhattan, Kansas, 1916

Native of: Kansas

Family: Wife (Sarah); one daughter and one stepson

Achievements:

- County Agent, Sevier County
- Marketing Specialist, University of Arkansas Extension Service
- Farm Marketing Agent, Missouri Pacific Railroad
- President and Resident Manager, Arkansas Orchards, Inc.
- Member, Arkansas Livestock Sanitary Board
- Vice President, Arkansas Livestock Exposition
- Mr. Wallace was an original member of the Arkansas State Highway Commission under the Mack-Blackwell Amendment in 1953 drawing the ten year term and was the first person to have the distinction of serving out a full ten year term.

Deceased: October 13, 1964, at age 71.



APPENDICES

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APPENDIX A

Arkansas State Highway Commissions 1913 • 2003

Act 302 Of 1913

Created a three-member Highway Commission consisting of the Commissioner of State Lands, Highways and Improvements as Chairman and two Governor's appointees.

The First Arkansas State Highway Commission - Calendar Years 1913 and 1914

Commissioner	Hometown	Position	Dates Served	
Reuben G. Dye ¹	Forrest City	Chairman	05-26-13	10-31-14
W.B. Owen ²	Texarkana	Chairman	11-01-14	12-31-20
C.W. Highfill	Jonesboro	Commissioner	05-26-13	03-31-16
A.S. Killgore	Magnolia	Commissioner	05-26-13	03-31-16

The Second Arkansas State Highway Commission - Calendar Years - 1915 and 1916

W.B. Owen	Texarkana	Chairman	11-01-14	12-31-20
C.W. Highfill	Jonesboro	Commissioner	05-26-13	03-31-16
Thomas Burress	Jonesboro	Commissioner	04-01-16	03-27-17
A.S. Killgore	Magnolia	Commissioner	05-26-13	03-31-16
Guy B. Tucker	Little Rock	Commissioner	04-01-16	05-29-18

Act 105 of 1917

Created a three-member Advisory Board consisting of the State Highway Engineer, The Professor of Civil Engineering at the University of Arkansas and the Governor's appointee. The Advisory Board only recommended to the Highway Commission.

The Third Arkansas State Highway Commission - Calendar Years 1917 and 1918

W.B. Owen	Texarkana	Chairman	11-01-14	12-31-20
Thomas Burress	Jonesboro	Commissioner	04-01-16	03-27-17
R.R. Thompson	Eureka Springs	Commissioner	03-28-17	05-26-21
Guy B. Tucker	Little Rock	Commissioner	04-01-16	05-29-18
J.S. Turner	Ozark	Commissioner	05-30-18	02-01-25

The Fourth Arkansas State Highway Commission - Calendar Years 1919 and 1920

W.B. Owen	Texarkana	Chairman	11-01-14	12-31-20
R.R. Thompson	Eureka Springs	Commissioner	03-28-17	05-26-21
J.S. Turner	Ozark	Commissioner	05-30-18	02-01-25

¹ Term as Commissioner of State Lands, Highways, and Improvements expired.

² Appointed as Commissioner of State Lands, Highways, and Improvements.

The Fifth Arkansas State Highway Commission - Calendar Years 1921 and 1922

Commissioner	Hometown	Position	Dates Served	
H.R. Wilson	Little Rock	Chairman	01-01-21	12-31-26
R.R. Thompson	Eureka Springs	Commissioner	03-28-17	05-26-21
W.A. Falconer	Fort Smith	Commissioner	05-27-21	02-22-22
J.R. Fordyce	Hot Springs	Commissioner	02-23-22	04-01-23
J.S. Turner	Ozark	Commissioner	05-30-18	02-01-25

Act 5 of 1923, Extraordinary Session (Harrelson Road Law)
Increased Highway Commission members to five, one from each Agricultural District and the Commissioner of State Lands, Highways, and Improvements as Chairman.
Four-year staggered terms. Established first State Highway System at 6,637 miles.

The Sixth Arkansas State Highway Commission - Calendar Years 1923 and 1924

H.R. Wilson	Little Rock	Chairman	01-01-21	12-31-26
J.S. Turner	Ozark	Commissioner	05-30-18	02-01-25
J.R. Fordyce	Hot Springs	Commissioner	02-23-22	04-01-23
R.H. Wolfe	Tillar	Commissioner	10-18-23	02-01-27
W.Y. Foster	Hope	Commissioner	10-18-23	02-01-25
T. Maxfield	Batesville	Commissioner	10-18-23	08-26-26

The Seventh Arkansas State Highway Commission - Calendar Years 1925 and 1926

H.R. Wilson	Little Rock	Chairman	01-01-25	12-31-26
Ed Kendall	Berryville	Commissioner	03-20-25	01-13-27
R.H. Wolfe	Tillar	Commissioner	01-01-25	02-01-27
C.H. Moyer	Little Rock	Commissioner	04-15-25	01-13-27
T. Maxfield	Batesville	Commissioner	01-01-25	08-26-26
J.L. Williams	Osceola	Commissioner	08-28-26	01-31-33

The Eighth Arkansas State Highway Commission - Calendar Years 1927 and 1928

D.H. Blackwood	Little Rock	Chairman	01-01-27	01-31-33
S.J. Wilson	Montrose	Commissioner	02-08-27	01-31-33
J.S. Parks	Fort Smith	Commissioner	02-08-27	01-31-33
Justin Matthews	Little Rock	Commissioner	02-08-27	09-12-32
J.L. Williams	Osceola	Commissioner	08-28-26	01-31-33

Act 65 of 1929

*State Highway Department separated from State Lands, Highways, and Improvements.
All five members of Commission appointed from state at-large by Governor.
Ten-year staggered terms with Chairman elected by Highway Commission.*

The Ninth Arkansas State Highway Commission - Calendar Years 1929 and 1930

Commissioner	Hometown	Position	Dates Served	
D.H. Blackwood	Little Rock	Chairman	01-01-27	01-31-33
Justin Matthews	Little Rock	Commissioner	02-08-27	09-12-32
J.S. Parks	Fort Smith	Commissioner	02-08-27	01-31-33
J.L. Williams	Osceola	Commissioner	08-28-26	01-31-33
S.J. Wilson	Montrose	Commissioner	02-08-27	01-31-33

The Tenth Arkansas State Highway Commission - Calendar Years 1931 and 1932

D.H. Blackwood	Little Rock	Chairman	01-01-27	01-31-33
Justin Matthews	Little Rock	Commissioner	02-08-27	09-12-32
John T. Burkett	Camden	Commissioner	09-13-32	01-31-33
J.S. Parks	Fort Smith	Commissioner	02-08-27	01-31-33
J.L. Williams	Osceola	Commissioner	08-28-26	01-31-33
S.J. Wilson	Montrose	Commissioner	02-08-27	01-31-33

Act 3 of 1933

*Existing Highway Commission recalled. A new five-member Commission appointed by Governor from state at-large, to equitably represent all areas of the state.
Four-year staggered terms with Chairman elected by Highway Commission.
The first "Director of Highways" appointed by Highway Commission.*

The Eleventh Arkansas State Highway Commission - Calendar Years 1933 and 1934

J.S. Cargile	Arkadelphia	Chairman	02-01-33	03-03-35
Dave Block	Wynne	Commissioner	02-01-33	01-12-37
L.A. Black	DeWitt	Commissioner	02-01-33	01-12-37
B.B. Johnston	Fort Smith	Commissioner	02-01-33	01-12-37
Charles H. Murphy	El Dorado	Commissioner	02-01-33	01-12-37

Acts 318 and 328 of 1935

*Highway Commission increased to seven members appointed by Governor,
one from each Congressional District.
Terms to coincide with appointing Governor. Director of Highways now appointed by Governor.*

The Twelfth Arkansas State Highway Commission - Calendar Years 1935 and 1936

J.S. Cargile	Arkadelphia	Chairman	02-01-33	03-03-35
Dave Block	Wynne	Com./Chairman	03-06-35	01-12-37
L.A. Black	DeWitt	Commissioner	02-01-33	01-12-37
B.B. Johnston	Fort Smith	Commissioner	02-01-33	01-12-37
Charles H. Murphy	El Dorado	Commissioner	02-01-33	01-12-37
Dr. F.W. Cox	Pocahontas	Commissioner	04-02-35	01-12-37
E.C. Porter	Clarksville	Commissioner	04-02-35	01-12-37
A.L. Smith	Siloam Springs	Commissioner	04-02-35	01-12-37

The Thirteenth Arkansas State Highway Commission - Calendar Years 1937 and 1938

Commissioner	Hometown	Position	Dates Served	
J.H. Alphin	El Dorado	Chairman	01-13-37	02-28-38
Paul W. Sheridan	Fort Smith	Com./Chairman	01-01-37	01-15-41
A.G. Patterson	Jonesboro	Commissioner	01-13-37	01-15-41
James F. King	Pocahontas	Commissioner	01-13-37	08-25-40
George Appleby	Fayetteville	Commissioner	01-13-37	01-15-41
Dr. H.E. Mobley	Morrilton	Commissioner	01-13-37	01-15-41
Hugh B. Benton	Fordyce	Commissioner	01-13-37	01-15-41
John H. Vogel	El Dorado	Commissioner	02-28-38	01-15-41

The Fourteenth Arkansas State Highway Commission - Calendar Years 1939 and 1940

Paul W. Sheridan	Fort Smith	Chairman	01-01-37	01-15-41
A.G. Patterson	Jonesboro	Commissioner	01-13-37	01-15-41
James F. King	Pocahontas	Commissioner	01-13-37	08-25-40
J. Meyers	Black Rock	Commissioner	08-26-40	01-15-41
George Appleby	Fayetteville	Commissioner	01-13-37	01-15-41
Dr. H.E. Mobley	Morrilton	Commissioner	01-01-37	01-15-41
Hugh B. Benton	Fordyce	Commissioner	01-01-37	01-15-41
John H. Vogel	El Dorado	Commissioner	02-28-38	01-15-41

The Fifteenth Arkansas State Highway Commission - Calendar Years 1941 and 1942

James H. Crain	Wilson	Chairman	01-24-41	02-11-45
Lawrence C. Sloan	Strawberry	Commissioner	01-24-41	02-11-45
R.D. Bogart	Prairie Grove	Commissioner	01-24-41	02-11-45
Claude C. Ward	Fort Smith	Commissioner	01-24-41	02-11-45
Donald Barger	Plainview	Commissioner	01-24-41	02-11-45
M.L. Sigman	Monticello	Commissioner	01-24-41	02-11-45
Sam J. Wilson	Montrose	Commissioner	01-24-41	02-11-45

The Sixteenth Arkansas State Highway Commission - Calendar Years 1943 and 1944

James H. Crain	Wilson	Chairman	01-24-41	02-11-45
Lawrence C. Sloan	Strawberry	Vice Chairman	01-24-41	02-11-45
R.D. Bogart	Prairie Grove	Commissioner	01-24-41	02-11-45
Claude C. Ward	Fort Smith	Commissioner	01-24-41	02-11-45
Donald Barger	Russellville	Commissioner	01-24-41	02-11-45
M.L. Sigman	Monticello	Commissioner	01-24-41	02-11-45
Sam J. Wilson	Montrose	Commissioner	01-24-41	02-11-45

Act 42 of 1945

Highway Commission increased to ten members, one from each highway maintenance district to be appointed by Governor with term to coincide with that of appointing Governor.

Chairman elected by Highway Commission and Director of Highways appointed by Governor.

The Seventeenth Arkansas State Highway Commission - Calendar Years 1945 and 1946

Commissioner	Hometown	Position	Dates Served	
W.H. Sadler	Little Rock	Chairman	02-12-45	01-11-49
M.E. Peace	Magnolia	Vice Chairman	02-12-45	01-11-49
Dan Felton	Marianna	Commissioner	02-12-45	01-11-49
W.E. Thompson	McGehee	Commissioner	02-12-45	03-15-48
Emmett Williams	Garland	Commissioner	02-12-45	01-11-49
C.T. Crager	Grannis	Commissioner	02-12-45	01-11-49
L.P. Mann ¹	Newport	Commissioner	02-12-45	02-28-47
E.C. Rider	Batesville	Commissioner	02-28-47	01-11-49
H.E. Van Dalsem	Perryville	Commissioner	02-12-45	01-11-49
Byron B. Brogdon	Springdale	Commissioner	02-12-45	01-11-49
Dan F. Portis	Lepanto	Commissioner	02-12-45	01-11-49

The Eighteenth Arkansas State Highway Commission - Calendar Years 1947 and 1948

W.H. Sadler	Little Rock	Chairman	02-12-45	01-11-49
M.E. Peace	Magnolia	Vice Chairman	02-12-45	01-11-49
Dan Felton	Marianna	Commissioner	02-12-45	01-11-49
W.E. Thompson ²	McGehee	Commissioner	02-12-45	03-15-48
Felix Pugh	Portland	Commissioner	05-19-48	01-11-49
Emmett Williams	Garland	Commissioner	02-12-45	01-11-49
C.T. Crager	Grannis	Commissioner	02-12-45	01-11-49
E.C. Rider	Batesville	Commissioner	02-28-47	01-11-49
H.E. Van Dalsem	Perryville	Commissioner	02-12-45	01-11-49
Byron B. Brogdon	Springdale	Commissioner	02-12-45	01-11-49
Dan F. Portis	Lepanto	Commissioner	02-12-45	01-11-49

¹ Resigned.

² Died before term expired.

Act 239 of 1949

*Commission membership increased from 10 to 12 members, one from each highway maintenance district and two from state at-large. All appointed by Governor with terms to coincide with that of appointing Governor.
Director of Highways appointed by Governor.*

The Nineteenth Arkansas State Highway Commission - Calendar Years 1949 and 1950

Commissioner	Hometown	Position	Dates Served	
J.B. Lambert, Sr.	Helena	Chairman	03-11-49	03-26-52
James H. Crain	Wilson	Vice Chairman	03-11-49	01-13-52
Charles Adams, Sr.	Hughes	Commissioner	03-11-49	01-13-53
R.S. Barnett, Jr.	Altheimer	Commissioner	03-11-49	01-13-53
Lawrence Honeycutt ¹	Nashville	Commissioner	03-11-49	07-14-49
Barney Smith ²	Nashville	Commissioner	07-28-49	04-05-50
Olen Hendrix	Antoine	Commissioner	04-07-50	01-13-53
Roy Martin	Fort Smith	Commissioner	03-11-49	01-13-53
Truman Baker	Searcy	Commissioner	03-11-49	01-13-53
Wm. L. Humphries ²	Little Rock	Commissioner	03-11-49	01-04-51
A.D. Mason	Camden	Commissioner	03-11-49	01-13-53
Olen Fullerton	Morrilton	Commissioner	03-11-49	01-01-52
Orval Faubus	Huntsville	Commissioner	03-11-49	06-01-51
Fred Carter	Lake City	Commissioner	03-11-49	01-13-53

The Twentieth Arkansas State Highway Commission - Calendar Years 1951 and 1952

J.B. Lambert, Sr.	Helena	Chairman	03-11-49	03-26-52
James H. Crain	Wilson	Vice Chairman	03-11-49	01-13-53
Charles Adams, Sr.	Hughes	Commissioner	03-11-49	01-13-53
R.S. Barnett, Jr.	Altheimer	Commissioner	03-11-49	01-13-53
Olen Hendrix	Antoine	Commissioner	04-07-50	01-13-53
Roy Martin	Fort Smith	Commissioner	03-11-49	01-13-53
Truman Baker	Searcy	Commissioner	03-11-49	01-13-53
J.D. Wood	Cabot	Commissioner	01-25-51	01-13-53
A.D. Mason	Camden	Commissioner	03-11-49	01-13-53
Olen Fullerton	Morrilton	Commissioner	03-11-49	01-01-52
Orval Faubus	Huntsville	Commissioner	03-11-49	06-01-51
Fred Carter	Lake City	Commissioner	03-11-49	01-13-53
Dr. A.S. Buchanan	Prescott	Commissioner	09-19-52	01-13-53
Loid Sadler	Morrilton	Commissioner	12-21-52	01-13-53
A.C. Mowery, Jr.	Huntsville	Commissioner	06-27-51	01-13-53

¹ Resigned.

² Died before term expired.

Constitutional Amendment No. 42 (Mack-Blackwell Amendment)

Provided for a five-member State Highway Commission, all appointed by the Governor from state at-large with no two Commissioners being from the same Congressional District. Initial Commission appointed January 19, 1953, with terms of 2, 4, 6, 8, and 10 years, with a new member appointed for 10-year term in each succeeding biennium. Commission Chairman and Vice Chairman selected by the Highway Commission. Director of Highways to be selected by Highway Commission.

The Twenty-First Arkansas State Highway Commission - Calendar Years 1953 and 1954

Commissioner	Hometown	Position	Dates Served	
Raymond F. Orr	Fort Smith	Chairman	01-19-53	01-28-59
Cecil S. Lynch	Pine Bluff	Vice Chairman	01-19-53	05-26-58
Willie Lawson	Little Rock	Commissioner	01-19-53	01-14-57
Glenn F. Wallace	Nashville	Commissioner	01-19-53	01-20-63
Dan F. Portis	Lepanto	Commissioner	01-19-53	01-25-55

The Twenty-Second Arkansas State Highway Commission - Calendar Years 1955 and 1956

Cecil S. Lynch	Pine Bluff	Chairman	01-19-53	05-26-58
Raymond F. Orr	Fort Smith	Vice Chairman	01-19-53	01-28-59
Willie Lawson	Little Rock	Commissioner	01-19-53	01-14-57
Glenn F. Wallace	Nashville	Commissioner	01-19-53	01-20-63
James H. Crain	Wilson	Commissioner	01-25-55	06-29-60

The Twenty-Third Arkansas State Highway Commission - Calendar Years 1957 and 1958

Glenn F. Wallace	Nashville	Chairman	01-19-53	01-20-63
Cecil S. Lynch ¹	Pine Bluff	Vice Chairman	01-19-53	05-26-58
Raymond F. Orr	Fort Smith	Commissioner	01-19-53	01-28-59
James H. Crain	Wilson	Commissioner	01-25-55	06-29-60
Harry W. Parkin ²	Little Rock	Com./Vice Chairman	01-14-57	03-29-62
Lawrence Blackwell ³	Pine Bluff	Commissioner	05-29-58	01-14-61

The Twenty-Fourth Arkansas State Highway Commission - Calendar Years 1959 and 1960

Lawrence Blackwell	Pine Bluff	Chairman	05-29-58	01-14-61
Harry W. Parkin	Little Rock	Vice Chairman	01-14-57	03-29-62
Glenn F. Wallace	Nashville	Commissioner	01-19-53	01-20-63
James H. Crain ⁴	Wilson	Commissioner	01-25-55	06-29-60
Arnil Taylor	Clarksville	Commissioner	01-28-59	01-14-69
John E. Crain ⁵	Wilson	Commissioner	06-30-60	03-05-63

¹ Died from injuries received in an automobile accident.

² Elected by Commission on June 11, 1958 to fill the unexpired vice chairmanship of Cecil Lynch.

³ Appointed to fill the unexpired term of Cecil Lynch.

⁴ Resigned due to ill health.

⁵ Appointed to fill the unexpired term of James H. Crain.

The Twenty-Fifth Arkansas State Highway Commission - Calendar Years 1961 and 1962

Commissioner	Hometown	Position	Dates Served	
Harry W. Parkin ¹	Little Rock	Chairman	01-14-57	03-29-62
John E. Crain	Wilson	Vice Chairman./Chairman	06-30-60	03-05-63
Glenn F. Wallace	Nashville	Com./Vice Chairman	01-19-53	01-20-63
Truman Baker	Searcy	Commissioner	01-16-61	01-14-71
Arnil Taylor	Clarksville	Commissioner	01-28-59	01-14-69
Wayne Hampton ²	Stuttgart	Commissioner	05-08-62	01-14-67

The Twenty-Sixth Arkansas State Highway Commission - Calendar Years 1963 and 1964

John E. Crain ³	Wilson	Chairman	06-30-60	03-05-63
Wayne Hampton	Stuttgart	Vice Chairman/Chairman	05-08-62	01-14-67
William J. Denton ⁴	Denwood	Com./Vice Chairman	03-12-63	03-22-64
Arnil Taylor	Clarksville	Commissioner	01-28-59	01-14-69
Truman Baker	Searcy	Commissioner	01-16-61	01-14-71
John W. Harsh	Magnolia	Commissioner	01-11-63	01-14-73
C. L. Denton, Jr. ⁵	Tyronza	Commissioner	05-27-64	01-14-65

The Twenty-Seventh Arkansas State Highway Commission - Calendar Years 1965 and 1966

Wayne Hampton	Stuttgart	Chairman	05-08-62	01-14-67
Arnil Taylor	Clarksville	Vice Chairman	01-28-59	01-14-69
Truman Baker	Searcy	Commissioner	01-16-61	01-14-71
John W. Harsh	Magnolia	Commissioner	01-11-63	01-14-73
Maurice Smith	Birdeye	Commissioner	01-15-65	01-21-75

The Twenty-Eighth Arkansas State Highway Commission - Calendar Years 1967 and 1968

Arnil Taylor	Clarksville	Chairman	01-28-59	01-14-69
Truman Baker	Searcy	Vice Chairman	01-16-61	01-14-71
John W. Harsh	Magnolia	Commissioner	01-11-63	01-14-73
Maurice Smith	Birdeye	Commissioner	01-15-65	01-21-75
Lawrence Blackwell	Pine Bluff	Commissioner	01-24-67	01-24-77

The Twenty-Ninth Arkansas State Highway Commission - Calendar Years 1969 and 1970

Truman Baker	Searcy	Chairman	01-16-61	01-14-71
John W. Harsh	Magnolia	Vice Chairman	01-11-63	01-14-73
Maurice Smith	Birdeye	Commissioner	01-15-65	01-21-75
Lawrence Blackwell	Pine Bluff	Commissioner	01-24-67	01-24-77
J.C. Patterson	Lavaca	Commissioner	01-28-69	09-11-78

¹ Resigned March 29, 1962 for business reasons.

² Selected by Highway Commission to fill the unexpired term of Harry Parkin under Minute Order 4608.

³ Died March 5, 1963, before his term expired.

⁴ Appointed March 12, 1963 to fill the unexpired term of John E. Crain. W.J. Denton died March 22, 1964.

⁵ Selected by Highway Commission to fill the unexpired term of W.J. Denton under Minute Order 64-140.

The Thirtieth Arkansas State Highway Commission - Calendar Years 1971 and 1972

Commissioner	Hometown	Position	Dates Served	
John W. Harsh	Magnolia	Chairman	01-11-63	01-14-73
Maurice Smith	Birdeye	Vice Chairman	01-15-65	01-21-75
Lawrence Blackwell	Pine Bluff	Commissioner	01-24-67	01-24-77
J.C. Patterson	Lavaca	Commissioner	01-28-69	09-11-78
George Kell	Newport	Commissioner	01-22-71	01-14-81

The Thirty-First Arkansas State Highway Commission - Calendar Years 1973 and 1974

Maurice Smith	Birdeye	Chairman	01-15-65	01-21-75
Lawrence Blackwell	Pine Bluff	Vice Chairman	01-24-67	01-24-77
J.C. Patterson	Lavaca	Commissioner	01-28-69	09-11-78
George Kell	Newport	Commissioner	01-22-71	01-14-81
James Branyan	Camden	Commissioner	01-15-73	01-14-83

The Thirty-Second Arkansas State Highway Commission - Calendar Years 1975 and 1976

Lawrence Blackwell	Pine Bluff	Chairman	01-24-67	01-24-77
J.C. Patterson	Lavaca	Vice Chairman	01-28-69	09-11-78
George Kell	Newport	Commissioner	01-22-71	01-14-81
James Branyan	Camden	Commissioner	01-15-73	01-14-83
David Solomon	Helena	Commissioner	01-23-75	01-14-85

The Thirty-Third Arkansas State Highway Commission - Calendar Years 1977 and 1978

J.C. Patterson ¹	Lavaca	Chairman	01-28-69	09-11-78
George Kell ²	Newport	Vice Chairman/Chairman	01-22-71	01-14-81
Ross Pendergraft ³	Fort Smith	Commissioner	09-19-78	01-14-79
James Branyan	Camden	Commissioner	01-15-73	01-14-83
David Solomon	Helena	Commissioner	01-23-75	01-14-85
Patsy Thomasson	Rison	Commissioner	01-29-77	01-14-87

Act 932 of 1979

The number of Congressional Districts had been reduced from five to four since the implementation of the Mack-Blackwell Amendment. This Act clarified that Commissioners would be appointed from the state at-large with at least one from each of the four Congressional Districts .

The Thirty-Fourth Arkansas State Highway Commission - Calendar Years 1979 and 1980

George Kell	Newport	Chairman	01-22-71	01-14-81
James Branyan	Camden	Vice Chairman	01-15-73	01-14-83
David Solomon	Helena	Commissioner	01-23-75	01-14-85
Patsy Thomasson	Rison	Commissioner	01-29-77	01-14-87
Festus H. Martin, Jr.	Fayetteville	Commissioner	01-11-79	01-15-83

¹ Resigned September 11, 1978 for personal reasons. Served as Chairman one meeting.

² Elected as Chairman by 4 to 1 vote. No Vice Chairman was elected.

³ Appointed to fill the unexpired term of J.C. Patterson.

The Thirty-Fifth Arkansas State Highway Commission - Calendar Years 1981 and 1982

Commissioner	Hometown	Position	Dates Served	
James Branyan	Camden	Chairman	01-15-73	01-14-83
David Solomon	Helena	Vice Chairman	01-23-75	01-14-85
Patsy Thomasson	Rison	Commissioner	01-29-77	01-14-87
Festus Martin, Jr.	Fayetteville	Commissioner	01-11-79	01-15-83
Raymond Pritchett	Maumelle	Commissioner	01-16-81	01-14-91

The Thirty-Sixth Arkansas State Highway Commission - Calendar Years 1983 and 1984

David Solomon	Helena	Chairman	01-23-75	01-14-85
Patsy Thomasson	Rison	Vice Chairman	01-29-77	01-14-87
Festus Martin, Jr. ¹	Fayetteville	Commissioner	01-11-79	01-15-83
Bobby Hopper ²	Springdale	Commissioner	01-24-83	01-14-89
Raymond Pritchett	Maumelle	Commissioner	01-16-81	01-14-91
Ron Harrod	Prescott	Commissioner	02-16-83	01-14-93

The Thirty-Seventh Arkansas State Highway Commission - Calendar Years 1985 and 1986

Patsy Thomasson	Rison	Chairman	01-29-77	01-14-87
Bobby Hopper	Springdale	Vice Chairman	01-24-83	01-14-89
Raymond Pritchett	Maumelle	Commissioner	01-16-81	01-14-91
Ron Harrod	Prescott	Commissioner	02-16-83	01-14-93
Dalton Farmer	Jonesboro	Commissioner	01-29-85	03-18-87

The Thirty-Eighth Arkansas State Highway Commission - Calendar Years 1987 and 1988

Bobby Hopper	Springdale	Chairman	01-24-83	01-14-89
Raymond Pritchett	Maumelle	Vice Chairman	01-16-81	01-14-91
Ron Harrod	Prescott	Commissioner	02-16-83	04-14-93
Dalton Farmer ³	Jonesboro	Commissioner	01-29-85	03-18-87
Rodney E. Slater ⁴	Jonesboro	Commissioner	03-25-87	06-03-93
L.W. "Bill" Clark	Hot Springs	Commissioner	01-21-87	01-14-97

The Thirty-Ninth Arkansas State Highway Commission - Calendar Years 1989 and 1990

Raymond Pritchett	Maumelle	Chairman	01-16-81	01-14-91
Ron Harrod	Prescott	Vice Chairman	02-16-83	01-14-93
Rodney E. Slater	Jonesboro	Commissioner	03-25-87	06-03-93
L.W. "Bill" Clark	Hot Springs	Commissioner	01-21-87	01-14-97
Bobby Hopper ⁵	Springdale	Commissioner	01-18-89	01-14-99

¹ Resigned January 15, 1983, for business reasons.

² Appointed January 24, 1983, to fill the unexpired term of F.H. Martin, Jr.

³ Resigned March 18, 1987, for business reasons.

⁴ Appointed March 25, 1987, to fill the unexpired term of Dalton Farmer.

⁵ Reappointed to a ten year term.

The Fortieth Arkansas State Highway Commission - Calendar Years 1991 and 1992

Commissioner	Hometown	Position	Dates Served	
Ron Harrod	Prescott	Chairman	02-16-83	01-14-93
Rodney E. Slater	Jonesboro	Vice Chairman/Chairman	03-25-87	06-03-93
L.W. "Bill" Clark	Hot Springs	Com./Vice Chairman	01-21-87	01-14-97
Bobby Hopper	Springdale	Commissioner	01-18-89	01-14-99
Herby Branscum, Jr.	Perryville	Commissioner	01-23-91	01-14-01

The Forty-First Arkansas State Highway Commission - Calendar Years 1993 and 1994

Commissioner	Hometown	Position	Dates Served	
Rodney E. Slater ¹	Jonesboro	Chairman	03-25-87	06-03-93
L.W. "Bill" Clark	Hot Springs	Vice Chairman/Chairman	01-21-87	01-14-97
Bobby Hopper	Springdale	Com./Vice Chairman	01-18-89	01-14-99
Herby Branscum, Jr.	Perryville	Commissioner	01-23-91	01-14-01
John "M" Lipton	Warren	Commissioner	01-14-93	01-14-03
J.W. "Buddy" Benafield ²	Newport	Commissioner	06-29-93	Present

The Forty-Second Arkansas State Highway Commission - Calendar Years 1995 and 1996

Commissioner	Hometown	Position	Dates Served	
L.W. "Bill" Clark	Hot Springs	Chairman	01-21-87	01-14-97
Bobby Hopper	Springdale	Vice Chairman	01-18-89	01-14-99
Herby Branscum, Jr.	Perryville	Commissioner	01-23-91	01-14-01
John "M" Lipton	Warren	Commissioner	01-14-93	01-14-03
J.W. "Buddy" Benafield ³	Newport	Commissioner	01-16-95	Present

The Forty-Third Arkansas State Highway Commission - Calendar Years 1997 and 1998

Commissioner	Hometown	Position	Dates Served	
Bobby Hopper	Springdale	Chairman	01-18-89	01-14-99
Herby Branscum, Jr.	Perryville	Vice Chairman/Chairman	01-23-91	01-14-01
John "M" Lipton	Warren	Commissioner	01-14-93	01-14-03
J.W. "Buddy" Benafield	Newport	Commissioner	01-16-95	Present
Mary P. "Prissy" Hickerson	Texarkana	Commissioner	01-14-97	Present

The Forty-Fourth Arkansas State Highway Commission - Calendar Years 1999 and 2000

Commissioner	Hometown	Position	Dates Served	
Herby Branscum, Jr.	Perryville	Chairman	01-23-91	01-14-01
John "M" Lipton	Warren	Vice Chairman	01-14-93	01-14-03
J.W. "Buddy" Benafield ⁴	Hickory Plains	Commissioner	01-16-95	Present
Mary P. "Prissy" Hickerson	Texarkana	Commissioner	01-14-97	Present
Jonathan Barnett	Siloam Springs	Commissioner	01-15-99	Present

¹ Resigned June 3, 1993 to accept Federal Highway Administrator position under President Bill Clinton.

² Appointed June 29, 1993 to fill the unexpired term of Rodney E. Slater.

³ Reappointed January 16, 1995 to a ten year term.

⁴ Officially changed residency to Hickory Plains in 1998.

The Forty-Fifth Arkansas State Highway Commission - Calendar Years 2001 and 2002

Commissioner	Hometown	Position	Dates Served	
John "M" Lipton	Warren	Chairman	01-14-93	01-14-03
J.W. "Buddy" Benafield ⁴	Hickory Plains	Vice Chairman	01-16-95	Present
Mary P. "Prissy" Hickerson	Texarkana	Commissioner	01-14-97	Present
Jonathan Barnett	Siloam Springs	Commissioner	01-15-99	Present
Carl Rosenbaum	Little Rock	Commissioner	01-16-01	Present

The Forty-Sixth Arkansas State Highway Commission - Calendar Years 2003 and 2004

Commissioner	Hometown	Position	Dates Served	
J.W. "Buddy" Benafield ⁴	Hickory Plains	Chairman	01-16-95	Present
Mary P. "Prissy" Hickerson	Texarkana	Vice Chairman	01-14-97	Present
Jonathan Barnett	Siloam Springs	Commissioner	01-15-99	Present
Carl Rosenbaum	Little Rock	Commissioner	01-16-01	Present
R. Madison Murphy	El Dorado	Commissioner	01-14-03	Present



APPENDIX B

Arkansas State Highway Commissioners • 1913 - 2003
Listed Alphabetically

Commissioner	Hometown	County	Dates Served	Appointed By
Adams, Sr., Charles	Hughes	St. Francis	03-11-49 — 01-13-53	McMath, Sid
Alphin, J. H.	El Dorado	Union	01-13-37 — 02-28-38	Bailey, Carl E.
Appleby, George	Fayetteville	Washington	01-13-37 — 01-15-41	Bailey, Carl E.
Baker, Truman	Searcy	White	03-11-49 — 01-13-53	McMath, Sid
"	"	"	01-16-61 — 01-14-71	Faubus, Orval E.
Barger, Donald	Plainview	Yell	01-24-41 — 02-11-45	Adkins, Homer M.
Barnett, Jonathan	Siloam Springs	Benton	01-15-99 — Present	Huckabee, Mike
Barnett, Jr., R. S.	Altheimer	Jefferson	03-11-49 — 01-13-53	McMath, Sid
Benafield, J.W. "Buddy"	Newport	Jackson	06-23-93 — 01-14-95	Tucker, Jim Guy
"	Hickory Plains	Priarie	01-16-95 — Present	Tucker, Jim Guy
Benton, Hugh B.	Fordyce	Dallas	01-13-37 — 01-15-41	Bailey, Carl E.
Black, L. A.	DeWitt	Arkansas	02-01-33 — 01-12-37	Futrell, J. M.
Blackwell, Lawrence	Pine Bluff	Jefferson	05-29-58 — 01-14-61	Faubus, Orval E.
"	"	"	01-24-67 — 01-24-77	Rockefeller, Winthrop
Blackwood, D. H.	Little Rock	Pulaski	01-01-27 — 01-31-33	Martineau, John E.
Block, Dave	Wynne	Cross	02-01-33 — 01-12-37	Futrell, J. M.
Bogart, R. D.	Prairie Grove	Washington	01-24-41 — 02-11-45	Adkins, Homer M.
Branscum, Jr., Herby	Perryville	Perry	01-23-91 — 01-14-01	Clinton, Bill
Branyan, James	Camden	Ouachita	01-15-73 — 01-14-83	Bumpers, Dale
Brogdon, Byron B.	Springdale	Washington	02-12-45 — 01-11-49	Laney, Ben T.
Buchanan, Dr. A. S.	Prescott	Nevada	09-19-52 — 01-13-53	McMath, Sid
Burkett, John T.	Camden	Ouachita	09-13-32 — 01-31-33	Parnell, Harvey
Burress, Thomas	Jonesboro	Craighead	04-01-16 — 03-27-17	Hays, George W.
Cargile, J. S.	Arkadelphia	Clark	02-01-33 — 03-03-35	Futrell, J. M.
Carter, Fred	Lake City	Craighead	03-11-49 — 01-13-53	McMath, Sid
Clark, L. W. "Bill"	Hot Springs	Garland	01-21-87 — 01-14-97	Clinton, Bill
Cox, Dr. F. W.	Pocahontas	Randolph	04-02-35 — 01-12-37	Futrell, J. M.
Crager, C. T.	Grannis	Polk	02-12-45 — 01-11-49	Laney, Ben T.
Crain, James H.	Wilson	Mississippi	01-24-41 — 02-11-45	Adkins, Homer M.
"	"	"	03-11-49 — 01-13-53	McMath, Sid
"	"	"	01-25-55 — 06-29-60	Faubus, Orval E.
Crain, Sr., John E.	Wilson	Mississippi	06-30-60 — 03-05-63	Faubus, Orval E.
Denton, Jr., C. L.	Tyronza	Poinsett	05-27-64 — 01-14-65	Highway Commission
Denton, W. J.	Wilson	Mississippi	03-12-63 — 03-22-64	Faubus, Orval E.
Dye, Reuben G.	Forrest City	St. Francis	05-26-13 — 10-31-14	Futrell, J. M.
Falconer, W. A.	Fort Smith	Sebastian	05-27-21 — 02-22-22	McRae, Thomas C.
Farmer, Dalton	Jonesboro	Craighead	01-29-85 — 03-18-87	Clinton, Bill
Faubus, Orval E.	Huntsville	Madison	03-11-49 — 06-01-51	McMath, Sid
Felton, Dan	Marianna	Lee	02-12-45 — 01-11-49	Laney, Ben T.
Fordyce, J. R.	Hot Springs	Garland	02-23-22 — 04-01-23	McRae, Thomas C.

Commissioner	Hometown	County	Dates Served	Appointed By
Foster, W. Y.	Hope	Hempstead	10-18-23—02-01-25	McRae, Thomas C.
Fullerton, Olen	Morrilton	Conway	03-11-49—01-01-52	McMath, Sid
Hampton, Wayne	Stuttgart	Arkansas	05-08-62—01-14-67	Highway Commission
Harrod, Ron	Prescott	Nevada	02-16-83—01-14-93	Clinton, Bill
Harsh, John W.	Magnolia	Columbia	01-11-63—01-14-73	Faubus, Orval E.
Hendrix, Olen	Antoine	Pike	04-07-50—01-13-53	McMath, Sid
Hickerson, Mary P. "Prissy"	Texarkana	Miller	01-14-97—Present	Huckabee, Mike
Highfill, C. W.	Jonesboro	Craighead	05-26-13—03-31-16	Futrell, J. M.
Honeycutt, Lawrence	Nashville	Howard	03-11-49—07-14-49	McMath, Sid
Hopper, Bobby	Springdale	Washington	01-24-83—01-14-89	Clinton, Bill
"	"	"	01-18-89—01-14-99	Clinton, Bill
Humphries, William L.	Little Rock	Pulaski	03-11-49—01-04-51	McMath, Sid
Johnston, B. B.	Fort Smith	Sebastian	02-01-33—01-12-37	Futrell, J. M.
Kell, George	Newport	Jackson	01-22-71—01-14-81	Bumpers, Dale
Kendall, Ed	Berryville	Carroll	03-20-25—01-13-27	Terral, Tom J.
Killgore, A. S.	Magnolia	Columbia	05-26-13—03-31-16	Futrell, J. M.
King, James F.	Pocahontas	Randolph	01-13-37—08-25-40	Bailey, Carl E.
Lambert, Sr., J. B.	Helena	Phillips	03-11-49—03-26-52	McMath, Sid
Lawson, Miss Willie A.	Little Rock	Pulaski	01-19-53—01-14-57	Cherry, Francis
Lipton, John "M"	Warren	Bradley	01-14-93—01-14-03	Tucker, Jim Guy
Lynch, Cecil S.	Pine Bluff	Jefferson	01-19-53—05-26-58	Cherry, Francis
Mann, L. P.	Newport	Jackson	02-12-45—02-28-47	Laney, Ben T.
Martin, Roy	Fort Smith	Sebastian	03-11-49—01-13-53	McMath, Sid
Martin, Jr., Festus H.	Fayetteville	Washington	01-11-79—01-15-83	Clinton, Bill
Mason, A. D.	Camden	Ouachita	03-11-49—01-13-53	McMath, Sid
Matthews, Justin	Little Rock	Pulaski	02-08-27—09-12-32	Martineau, John E.
Maxfield, T.	Batesville	Independence	10-18-23—08-26-26	McRae, Thomas C.
Meyers, J.	Black Rock	Lawrence	08-26-40—01-15-41	Bailey, Carl E.
Mobley, Dr. H. E.	Morrilton	Conway	01-13-37—01-15-41	Bailey, Carl E.
Mowery, Jr., A. C.	Huntsville	Madison	06-27-51—01-13-53	McMath, Sid
Moyer, C. H.	Little Rock	Pulaski	04-15-25—01-13-27	Terral, Tom J.
Murphy, Charles H.	El Dorado	Union	02-01-33—01-12-37	Futrell, J. M.
Murphy, R. Madison	El Dorado	Union	01-14-03—Present	Huckabee, Mike
Orr, Raymond F.	Fort Smith	Sebastian	01-19-53—01-28-59	Cherry, Francis
Owen, W. B.	Texarkana	Miller	11-01-14—12-31-20	Hays, George W.
Parkin, Harry W.	Little Rock	Pulaski	01-14-57—03-29-62	Faubus, Orval E.
Parks, J. S.	Fort Smith	Sebastian	02-08-27—01-31-33	Martineau, John E.
Patterson, A. G.	Jonesboro	Craighead	01-13-37—01-15-41	Bailey, Carl E.
Patterson, J. C.	Lavaca	Sebastian	01-28-69—09-11-78	Rockefeller, Winthrop
Peace, M. E.	Magnolia	Columbia	02-12-45—01-11-49	Laney, Ben T.
Pendergraft, Ross	Fort Smith	Sebastian	09-19-78—01-14-79	Pryor, David
Porter, E. C.	Clarksville	Johnson	04-02-35—01-12-37	Futrell, J. M.
Portis, Dan	Lepanto	Poinsett	02-12-45—01-11-49	Laney, Ben T.
"	"	"	01-19-53—01-25-55	Cherry, Francis
Pritchett, Raymond F.	Maumelle	Pulaski	01-16-81—01-14-91	White, Frank
Pugh, Felix	Portland	Ashley	05-19-48—01-11-49	Laney, Ben T.
Rider, E. C.	Batesville	Independence	02-28-47—01-11-49	Laney, Ben T.
Rosenbaum, Carl	Little Rock	Pulaski	01-16-01—Present	Huckabee, Mike

Commissioner	Hometown	County	Dates Served	Appointed By
Sadler, Loid	Morrilton	Conway	12-21-51—01-13-53	McMath, Sid
Sadler, W. H.	Little Rock	Pulaski	02-12-45—01-11-49	Laney, Ben T.
Sheridan, Paul W.	Fort Smith	Sebastian	01-01-37—01-15-41	Bailey, Carl E.
Sigman, M. L.	Monticello	Drew	01-24-41—02-11-45	Adkins, Homer M.
Slater, Rodney E.	Jonesboro	Craighead	03-25-87—06-03-93	Clinton, Bill
Sloan, Lawrence C.	Strawberry	Lawrence	01-24-41—02-11-45	Adkins, Homer M.
Smith, A. L.	Siloam Springs	Benton	04-02-35—01-12-37	Futrell, J. M.
Smith, Barney	Nashville	Howard	07-28-49—04-05-50	McMath, Sid
Smith, W. Maurice	Birdeye	Cross	01-15-65—01-21-75	Faubus, Orval E.
Solomon, David	Helena	Phillips	01-23-75—01-14-85	Pryor, David
Taylor, Armil	Clarksville	Johnson	01-28-59—01-14-69	Faubus, Orval E.
Thomasson, Patsy L.	Rison	Cleveland	01-29-77—01-14-87	Pryor, David
Thompson, R. R.	Eureka Springs	Carroll	03-28-17—05-26-21	Brough, Charles H.
Thompson, W. E.	McGehee	Desha	02-12-45—03-15-48	Laney, Ben T.
Tucker, Guy B.	Little Rock	Pulaski	04-01-16—05-29-18	Hays, George W.
Turner, J. S.	Ozark	Franklin	05-30-18—02-01-25	Brough, Charles H.
Van Dalsem, H. E.	Perryville	Perry	02-12-45—01-11-49	Laney, Ben T.
Vogel, John H.	El Dorado	Union	02-28-38—01-15-41	Bailey, Carl E.
Wallace, Glenn F.	Nashville	Howard	01-19-53—01-20-63	Cherry, Francis
Ward, Claude C.	Fort Smith	Sebastian	01-24-41—02-11-45	Adkins, Homer M.
Williams, Emmett	Garland	Miller	02-12-45—01-11-49	Laney, Ben T.
Williams, J. L.	Osceola	Mississippi	08-28-26—01-31-33	Terral, Tom J.
Wilson, H. R.	Little Rock	Pulaski	01-01-21—12-31-26	McRae, Thomas C.
Wilson, S. J.	Montrose	Ashley	02-08-27—01-31-33	Martineau, John E.
"	"	"	01-24-41—02-11-45	Adkins, Homer M.
Wolfe, R. H.	Tillar	Drew	10-18-23—02-01-27	McRae, Thomas C.
Wood, J. D.	Cabot	Lonoke	01-25-51—01-13-53	McMath, Sid



APPENDIX C

Arkansas State Highway Commissioners • 1913 - 2003 Listed by Appointing Governor

Appointed By	Commissioner	Hometown	County	Dates Served
Adkins, Homer M.	Barger, Donald	Plainview	Yell	01-24-41 — 02-11-45
	Bogart, R. D.	Prairie Grove	Washington	01-24-41 — 02-11-45
	Crain, James H.	Wilson	Mississippi	01-24-41 — 02-11-45
	Sigman, M. L.	Monticello	Drew	01-24-41 — 02-11-45
	Sloan, Lawrence C.	Strawberry	Lawrence	01-24-41 — 02-11-45
	Ward, Claude C.	Fort Smith	Sebastian	01-24-41 — 02-11-45
	Wilson, S. J.	Montrose	Ashley	01-24-41 — 02-11-45
Bailey, Carl E.	Alphin, J. H.	El Dorado	Union	01-13-37 — 02-28-38
	Appleby, George	Fayetteville	Washington	01-13-37 — 01-15-41
	Benton, Hugh B.	Fordyce	Dallas	01-13-37 — 01-15-41
	King, James F.	Pocahontas	Randolph	01-13-37 — 08-25-40
	Meyers, J.	Black Rock	Lawrence	08-26-40 — 01-15-41
	Mobley, Dr. H. E.	Morrilton	Conway	01-13-37 — 01-15-41
	Patterson, A. G.	Jonesboro	Craighead	01-13-37 — 01-15-41
	Sheridan, Paul W.	Fort Smith	Sebastian	01-01-37 — 01-15-41
	Vogel, John H.	El Dorado	Union	02-28-38 — 01-15-41
Brough, Charles H.	Thompson, R. R.	Eureka Springs	Carroll	03-28-17 — 05-26-21
	Turner, J. S.	Ozark	Franklin	05-30-18 — 02-01-25
Bumpers, Dale	Branyan, James	Camden	Ouachita	01-15-73 — 01-14-83
	Kell, George	Newport	Jackson	01-22-71 — 01-14-81
Cherry, Francis	Lawson, Miss Willie A.	Little Rock	Pulaski	01-19-53 — 01-14-57
	Lynch, Cecil S.	Pine Bluff	Jefferson	01-19-53 — 05-26-58
	Orr, Raymond F.	Fort Smith	Sebastian	01-19-53 — 01-28-59
	Portis, Dan	Lepanto	Poinsett	01-19-53 — 01-25-55
	Wallace, Glenn F.	Nashville	Howard	01-19-53 — 01-20-63
Clinton, Bill	Branscum, Jr., Herby	Perryville	Perry	01-23-91 — 01-14-01
	Clark, L. W. "Bill"	Hot Springs	Garland	01-21-87 — 01-14-97
	Farmer, Dalton	Jonesboro	Craighead	01-29-85 — 03-18-87
	Harrod, Ron	Prescott	Nevada	02-16-83 — 01-14-93
	Hopper, Bobby	Springdale	Washington	01-24-83 — 01-14-89
	Hopper, Bobby	Springdale	Washington	01-18-89 — 01-14-99
	Martin, Jr., Festus H.	Fayetteville	Washington	01-11-79 — 01-15-83
	Slater, Rodney E.	Jonesboro	Craighead	03-25-87 — 06-03-93

Appointed By	Commissioner	Hometown	County	Dates Served
Faubus, Orval E.	Baker, Truman	Searcy	White	01-16-61 — 01-14-71
	Blackwell, Lawrence	Pine Bluff	Jefferson	05-29-58 — 01-14-61
	Crain, James H.	Wilson	Mississippi	01-25-55 — 06-29-60
	Crain, Sr., John E.	Wilson	Mississippi	06-30-60 — 03-05-63
	Denton, W. J.	Wilson	Mississippi	03-12-63 — 03-22-64
	Harsh, John W.	Magnolia	Columbia	01-11-63 — 01-14-73
	Parkin, Harry W.	Little Rock	Pulaski	01-14-57 — 03-29-62
	Smith, W. Maurice	Birdeye	Cross	01-15-65 — 01-21-75
	Taylor, Armil	Clarksville	Johnson	01-28-59 — 01-14-69
Futrell, J. M.	Black, L. A.	DeWitt	Arkansas	02-01-33 — 01-12-37
	Block, Dave	Wynne	Cross	02-01-33 — 01-12-37
	Cargile, J. S.	Arkadelphia	Clark	02-01-33 — 03-03-35
	Cox, Dr. F. W.	Pocahontas	Randolph	04-02-35 — 01-12-37
	Dye, Reuben G.	Forrest City	St. Francis	05-26-13 — 10-31-14
	Highfill, C. W.	Jonesboro	Craighead	05-26-13 — 03-31-16
	Johnston, B. B.	Fort Smith	Sebastian	02-01-33 — 01-12-37
	Killgore, A. S.	Magnolia	Columbia	05-26-13 — 03-31-16
	Murphy, Charles H.	El Dorado	Union	02-01-33 — 01-12-37
	Porter, E. C.	Clarksville	Johnson	04-02-35 — 01-12-37
	Smith, A. L.	Siloam Springs	Benton	04-02-35 — 01-12-37
Hays, George W.	Burress, Thomas	Jonesboro	Craighead	04-01-16 — 03-27-17
	Owen, W. B.	Texarkana	Miller	11-01-14 — 12-31-20
	Tucker, Guy B.	Little Rock	Pulaski	04-01-16 — 05-29-18
*Highway Commission	Denton, Jr., C. L.	Tyronza	Poinsett	05-27-64 — 01-14-65
	Hampton, Wayne	Stuttgart	Arkansas	05-08-62 — 01-14-67
Huckabee, Mike	Barnett, Jonathan	Siloam Springs	Benton	01-14-99 — Present
	Hickerson, Mary P. "Prissy"	Texarkana	Miller	01-14-97 — Present
	Murphy, R. Madison	El Dorado	Union	01-14-03 — Present
	Rosenbaum, Carl	Little Rock	Pulaski	01-16-01 — Present
Laney, Ben T.	Brogdon, Byron B.	Springdale	Washington	02-12-45 — 01-11-49
	Crager, C. T.	Grannis	Polk	02-12-45 — 01-11-49
	Felton, Dan	Marianna	Lee	02-12-45 — 01-11-49
	Mann, L. P.	Newport	Jackson	02-12-45 — 02-28-47
	Peace, M. E.	Magnolia	Columbia	02-12-45 — 01-11-49
	Portis, Dan	Lepanto	Poinsett	02-12-45 — 01-11-49
	Pugh, Felix	Portland	Ashley	05-19-48 — 01-11-49
	Rider, E. C.	Batesville	Independence	02-28-47 — 01-11-49
	Sadler, W. H.	Little Rock	Pulaski	02-12-45 — 01-11-49
	Thompson, W. E.	McGehee	Desha	02-12-45 — 03-15-48

*In the absence of an appointment by Governor Orval Faubus in the specified time frame, these Commissioners were selected by the remainder of the Highway Commission pursuant to the Mack-Blackwell Amendment.

AppointedBy	Commissioner	Hometown	County	Dates Served
	Van Dalsem, H. E.	Perryville	Perry	02-12-45—01-11-49
	Williams, Emmett	Garland	Miller	02-12-45—01-11-49
Martineau, John E.	Blackwood, D. H.	Little Rock	Pulaski	01-01-27—01-31-33
	Matthews, Justin	Little Rock	Pulaski	02-08-27 — 09-12-32
	Parks, J. S.	Fort Smith	Sebastian	02-08-27 — 01-31-33
	Wilson, S. J.	Montrose	Ashley	02-08-27 — 01-31-33
McMath, Sid	Adams, Sr., Charles	Hughes	St. Francis	03-11-49 — 01-13-53
	Baker, Truman	Searcy	White	03-11-49 — 01-13-53
	Barnett, Jr., R. S.	Altheimer	Jefferson	03-11-49 — 01-13-53
	Buchanan, Dr. A. S.	Prescott	Nevada	09-19-52 — 01-13-53
	Carter, Fred	Lake City	Craighead	03-11-49 — 01-13-53
	Crain, James H.	Wilson	Mississippi	03-11-49 — 01-13-53
	Faubus, Orval E.	Huntsville	Madison	03-11-49 — 06-01-51
	Fullerton, Olen	Morrilton	Conway	03-11-49 — 01-01-52
	Hendrix, Olen	Antoine	Pike	04-07-50 — 01-13-53
	Honeycutt, Lawrence	Nashville	Howard	03-11-49 — 07-14-49
	Humphries, William L.	Little Rock	Pulaski	03-11-49 — 01-04-51
	Lambert, Sr., J. B.	Helena	Phillips	03-11-49 — 03-26-52
	Martin, Roy	Fort Smith	Sebastian	03-11-49 — 01-13-53
	Mason, A. D.	Camden	Ouachita	03-11-49 — 01-13-53
	Mowery, Jr., A. C.	Huntsville	Madison	06-27-51 — 01-13-53
	Sadler, Loid	Morrilton	Conway	12-21-51 — 01-13-53
	Smith, Barney	Nashville	Howard	07-28-49 — 04-05-50
	Wood, J. D.	Cabot	Lonoke	01-25-51 — 01-13-53
McRae, Thomas C.	Falconer, W. A.	Fort Smith	Sebastian	05-27-21 — 02-22-22
	Fordyce, J. R.	Hot Springs	Garland	02-23-22 — 04-01-23
	Foster, W. Y.	Hope	Hempstead	10-18-23 — 02-01-25
	Maxfield, T.	Batesville	Independence	10-18-23 — 08-26-26
	Wilson, H. R.	Little Rock	Pulaski	01-01-21 — 12-31-26
	Wolfe, R. H.	Tillar	Drew	10-18-23 — 02-01-27
Parnell, Harvey	Burkett, John T.	Camden	Ouachita	09-13-32 — 01-31-33
Pryor, David	Pendergraft, Ross	Fort Smith	Sebastian	09-19-78 — 01-14-79
	Solomon, David	Helena	Phillips	01-23-75 — 01-14-85
	Thomasson, Patsy L.	Rison	Cleveland	01-29-77 — 01-14-87
Rockefeller, Winthrop	Blackwell, Lawrence	Pine Bluff	Jefferson	01-24-67 — 01-24-77
	Patterson, J. C.	Lavaca	Sebastian	01-28-69 — 09-11-78
Terral, Tom J.	Kendall, Ed	Berryville	Carroll	03-20-25 — 01-13-27
	Moyer, C. H.	Little Rock	Pulaski	04-15-25 — 01-13-27
	Williams, J. L.	Osceola	Mississippi	08-28-26 — 01-31-33
Tucker, Jim Guy	Lipton, John "M"	Warren	Bradley	01-14-93 — 01-14-03

Benafield, J.W. "Buddy" ...Newport Jackson 06-23-93—01-14-95
Benafield, J.W. "Buddy" ..Newport Jackson 01-16-95 — Present

White, Frank

Pritchett, Raymond F.Maumelle Pulaski 01-16-81 — 01-14-91



APPENDIX D

**Arkansas State Highway Commissioners • 1913 - 2003
Listed By County**

County	Commissioner	Hometown	Dates Served	Appointed By
Arkansas	Black, L. A.	DeWitt	02-01-33 — 01-12-37	Futrell, J. M.
	Hampton, Wayne	Stuttgart	05-08-62 — 01-14-67	Highway Commission
Ashley	Pugh, Felix	Portland	05-19-48 — 01-11-49	Laney, Ben T.
	Wilson, S. J.	Montrose	02-08-27 — 01-31-33	Adkins, Homer M.
	Wilson, S. J.	Montrose	01-24-41 — 02-11-45	Martineau, John E.
Benton	Smith, A. L.	Siloam Springs	04-02-35 — 01-12-37	Futrell, J. M.
	Barnett, Jonathan	Siloam Springs	01-14-99 — Present	Huckabee, Mike
Bradley	Lipton, John "M"	Warren	01-14-93 — 01-14-03	Tucker, Jim Guy
Carroll	Kendall, Ed	Berryville	03-20-25 — 01-13-27	Terral, Tom J.
	Thompson, R. R.	Eureka Springs	03-28-17 — 05-26-21	Brough, Charles H.
Clark	Cargile, J. S.	Arkadelphia	02-01-33 — 03-03-35	Futrell, J. M.
Cleveland	Thomasson, Patsy L.	Rison	01-29-77 — 01-14-87	Pryor, David
Columbia	Harsh, John W.	Magnolia	01-11-63 — 01-14-73	Faubus, Orval E.
	Killgore, A. S.	Magnolia	05-26-13 — 03-31-16	Futrell, J. M.
	Peace, M. E.	Magnolia	02-12-45 — 01-11-49	Laney, Ben T.
Conway	Fullerton, Olen	Morrilton	03-11-49 — 01-01-52	McMath, Sid
	Mobley, Dr. H. E.	Morrilton	01-13-37 — 01-15-41	Bailey, Carl E.
	Sadler, Loid	Morrilton	12-21-51 — 01-13-53	McMath, Sid
Craighead	Burress, Thomas	Jonesboro	04-01-16 — 03-27-17	Futrell, J. M.
	Carter, Fred	Lake City	03-11-49 — 01-13-53	McMath, Sid
	Farmer, Dalton	Jonesboro	01-29-85 — 03-18-87	Clinton, Bill
	Highfill, C. W.	Jonesboro	05-26-13 — 03-31-16	Futrell, J. M.
	Patterson, A. G.	Jonesboro	01-13-37 — 01-15-41	Bailey, Carl E.
	Slater, Rodney E.	Jonesboro	03-25-87 — 06-03-93	Clinton, Bill
Cross	Block, Dave	Wynne	02-01-33 — 01-12-37	Futrell, J. M.
	Smith, W. Maurice	Birdeye	01-15-65 — 01-21-75	Faubus, Orval E.
Dallas	Benton, Hugh B.	Fordyce	01-13-37 — 01-15-41	Bailey, Carl E.
Desha	Thompson, W. E.	McGehee	02-12-45 — 03-15-48	Laney, Ben T.

County	Commissioner	Hometown	Dates Served	Appointed By
Drew	Sigman, M. L.	Monticello	01-24-41 — 02-11-45	Adkins, Homer M.
	Wolfe, R. H.	Tillar	10-18-23 — 02-01-27	McRae, Thomas C.
Franklin	Turner, J. S.	Ozark	05-30-18 — 02-01-25	Brough, Charles H.
Garland	Clark, L. W. "Bill"	Hot Springs	01-21-87 — 01-14-97	Clinton, Bill
	Fordyce, J. R.	Hot Springs	02-23-22 — 04-01-23	McRae, Thomas C.
Hempstead	Foster, W. Y.	Hope	10-18-23 — 02-01-25	McRae, Thomas C.
Howard	Honeycutt, Lawrence	Nashville	03-11-49 — 07-14-49	McMath, Sid
	Smith, Barney	Nashville	07-28-49 — 04-05-50	McMath, Sid
	Wallace, Glenn F.	Nashville	01-19-53 — 01-20-63	Cherry, Francis
Independence	Maxfield, T.	Batesville	10-18-23 — 08-26-26	McRae, Thomas C.
	Rider, E. C.	Batesville	02-28-47 — 01-11-49	Laney, Ben T.
Jackson	Kell, George	Newport	01-22-71 — 01-14-81	Bumpers, Dale
	Mann, L. P.	Newport	02-12-45 — 02-28-47	Laney, Ben T.
	Benafield, J.W. "Buddy"	Newport	06-29-93 — 01-14-95	Tucker, Jim Guy
	Benafield, J.W. "Buddy"	Newport	01-16-95 — Present	Tucker, Jim Guy
Jefferson	Barnett, Jr., R. S.	Altheimer	03-11-49 — 01-13-53	McMath, Sid
	Blackwell, Lawrence	Pine Bluff	05-29-58 — 01-14-61	Faubus, Orval E.
	Blackwell, Lawrence	Pine Bluff	01-24-67 — 01-24-77	Rockefeller, Winthrop
	Lynch, Cecil S.	Pine Bluff	01-19-53 — 05-26-58	Cherry, Francis
Johnson	Porter, E. C.	Clarksville	04-02-35 — 01-12-37	Futrell, J. M.
	Taylor, Armil	Clarksville	01-28-59 — 01-14-69	Faubus, Orval E.
Lawrence	Meyers, J.	Black Rock	08-26-40 — 01-15-41	Bailey, Carl E.
	Sloan, Lawrence C.	Strawberry	01-24-41 — 02-11-45	Adkins, Homer M.
Lee	Felton, Dan	Marianna	02-12-45 — 01-11-49	Laney, Ben T.
Lonoke	Wood, J. D.	Cabot	01-25-51 — 01-13-53	McMath, Sid
Madison	Faubus, Orval E.	Huntsville	03-11-49 — 06-01-51	McMath, Sid
	Mowery, Jr., A. C.	Huntsville	06-27-51 — 01-13-53	McMath, Sid
Miller	Owen, W. B.	Texarkana	11-01-14 — 12-31-20	Hays, George W.
	Williams, Emmett	Garland	02-12-45 — 01-11-49	Laney, Ben T.
	Hickerson, Mary P. "Prissy"	Texarkana	01-14-97 — Present	Huckabee, Mike

County	Commissioner	Hometown	Dates Served	Appointed By
Mississippi	Crain, James H.	Wilson	01-24-41—02-11-45	Adkins, Homer M.
	Crain, James H.	Wilson	03-11-49—01-13-53	Faubus, Orval E.
	Crain, James H.	Wilson	01-25-55—06-29-60	McMath, Sid
	Crain, Sr., John E.	Wilson	06-30-60—03-05-63	Faubus, Orval E.
	Denton, W. J.	Wilson	03-12-63—03-22-64	Faubus, Orval E.
	Williams, J. L.	Osceola	08-28-26—01-31-33	Terral, Tom J.
Nevada	Buchanan, Dr. A. S.	Prescott	09-19-52 — 01-13-53	McMath, Sid
	Harrod, Ron	Prescott	02-16-83 — 01-14-93	Clinton, Bill
Ouachita	Branyan, James	Camden	01-15-73 — 01-14-83	Bumpers, Dale
	Burkett, John T.	Camden	09-13-32 — 01-31-33	Parnell, Harvey
	Mason, A. D.	Camden	03-11-49 — 01-13-53	McMath, Sid
Perry	Branscum, Jr., Herby	Perryville	01-23-91 — 01-14-01	Clinton, Bill
	Van Dalsem, H. E.	Perryville	02-12-45 — 01-11-49	Laney, Ben T.
Phillips	Lambert, Sr., J. B.	Helena	03-11-49 — 03-26-52	McMath, Sid
	Solomon, David	Helena	01-23-75 — 01-14-85	Pryor, David
Pike	Hendrix, Olen	Antoine	04-07-50 — 01-13-53	McMath, Sid
Poinsett	Denton, Jr., C. L.	Tyronza	05-27-64 — 01-14-65	Highway Commission
	Portis, Dan	Lepanto	02-12-45 — 01-11-49	Cherry, Francis
	Portis, Dan	Lepanto	01-19-53 — 01-25-55	Laney, Ben T.
Polk	Crager, C. T.	Grannis	02-12-45 — 01-11-49	Laney, Ben T.
Pulaski	Blackwood, D. H.	Little Rock	01-01-27 — 01-31-33	Martineau, John E.
	Humphries, William L.	Little Rock	03-11-49 — 01-04-51	McMath, Sid
	Lawson, Miss Willie A.	Little Rock	01-19-53 — 01-14-57	Cherry, Francis
	Matthews, Justin	Little Rock	02-08-27 — 09-12-32	Martineau, John E.
	Moyer, C. H.	Little Rock	04-15-25 — 01-13-27	Terral, Tom J.
	Parkin, Harry W.	Little Rock	01-14-57 — 03-29-62	Faubus, Orval E.
	Pritchett, Raymond F.	Maumelle	01-16-81 — 01-14-91	White, Frank
	Rosenbaum, Carl	Little Rock	01-16-01 — Present	Huckabee, Mike
	Sadler, W. H.	Little Rock	02-12-45 — 01-11-49	Laney, Ben T.
	Tucker, Guy B.	Little Rock	04-01-16 — 05-29-18	Hays, George W.
Wilson, H. R.	Little Rock	01-01-21 — 12-31-26	McRae, Thomas C.	
Randolph	Cox, Dr. F. W.	Pocahontas	04-02-35 — 01-12-37	Futrell, J. M.
	King, James F.	Pocahontas	01-13-37 — 08-25-40	Bailey, Carl E.

County	Commissioner	Hometown	Dates Served	Appointing Governor
Sebastian	Falconer, W. A.	Fort Smith	05-27-21 — 02-22-22	McRae, Thomas C.
	Johnston, B. B.	Fort Smith	02-01-33 — 01-12-37	Futrell, J. M.
	Martin, Roy	Fort Smith	03-11-49 — 01-13-53	McMath, Sid
	Orr, Raymond F.	Fort Smith	01-19-53 — 01-28-59	Cherry, Francis
	Parks, J. S.	Fort Smith	02-08-27 — 01-31-33	Martineau, John E.
	Patterson, J. C.	Lavaca	01-28-69 — 09-11-78	Rockefeller, Winthrop
	Pendergraft, Ross	Fort Smith	09-19-78 — 01-14-79	Pryor, David
	Sheridan, Paul W.	Fort Smith	01-01-37 — 01-15-41	Bailey, Carl E.
Ward, Claude C.	Fort Smith	01-24-41 — 02-11-45	Adkins, Homer M.	
St. Francis	Adams, Sr., Charles	Hughes	03-11-49 — 01-13-53	McMath, Sid
	Dye, Reuben G.	Forrest City	05-26-13 — 10-31-14	Futrell, J. M.
Union	Alphin, J. H.	El Dorado	01-13-37 — 02-28-38	Bailey, Carl E.
	Murphy, Charles H.	El Dorado	02-01-33 — 01-12-37	Futrell, J. M.
	Murphy, R. Madison	El Dorado	01-14-03 — Present	Huckabee, Mike
	Vogel, John H.	El Dorado	02-28-38 — 01-15-41	Bailey, Carl E.
Washington	Appleby, George	Fayetteville	01-13-37 — 01-15-41	Bailey, Carl E.
	Bogart, R. D.	Prairie Grove	01-24-41 — 02-11-45	Adkins, Homer M.
	Brogdon, Byron B.	Springdale	02-12-45 — 01-11-49	Laney, Ben T.
	Hopper, Bobby	Springdale	01-24-83 — 01-14-89	Clinton, Bill
	Hopper, Bobby	Springdale	01-18-89 — 01-14-99	Clinton, Bill
	Martin, Jr., Festus H.	Fayetteville	01-11-79 — 01-15-83	Clinton, Bill
White	Baker, Truman	Searcy	03-11-49 — 01-13-53	Faubus, Orval E.
	Baker, Truman	Searcy	01-16-61 — 01-14-71	McMath, Sid
Yell	Barger, Donald	Plainview	01-24-41 — 02-11-45	Adkins, Homer M.



APPENDIX E

Arkansas State Highway Commissioners • 1953 - 2003 In Succession Under The Original Mack-Blackwell Appointees in 1953

Commissioner	Term	Hometown	County	Dates Served
<i>Dan F. Portis</i>	<i>2 years</i>	<i>Lepanto</i>	<i>Poinsett</i>	<i>01-19-53 — 01-25-55</i>
James H. Crain		Wilson	Mississippi	01-25-55 — 06-29-60
John E. Crain, Sr.		Wilson	Mississippi	06-30-60 — 03-05-63
William J. Denton		Wilson	Mississippi	03-12-63 — 03-22-64
Chauncey L. Denton, Jr.		Tyroneza	Poinsett	05-27-64 — 01-14-65
W. Maurice Smith		Birdeye	Cross	01-15-65 — 01-21-75
David Solomon		Helena	Phillips	01-23-75 — 01-14-85
Dalton Farmer		Jonesboro	Craighead	01-29-85 — 03-18-87
Rodney E. Slater		Jonesboro	Craighead	03-23-87 — 06-03-93
J.W. "Buddy" Benafield		Newport	Jackson	06-29-93 — 01-14-95
J.W. "Buddy" Benafield		Newport	Jackson	01-16-95 — Present
<i>Willie A. Lawson</i>	<i>4 years</i>	<i>Little Rock</i>	<i>Pulaski</i>	<i>01-19-53 — 01-14-57</i>
Harry W. Parkin		Little Rock	Pulaski	01-14-57 — 03-29-62
Wayne Hampton		Stuttgart	Arkansas	05-08-62 — 01-14-67
Lawrence Blackwell		Pine Bluff	Jefferson	01-24-67 — 01-24-77
Patsy L. Thomasson		Rison	Cleveland	01-29-77 — 01-14-87
L.W. "Bill" Clark		Hot Springs	Garland	01-21-87 — 01-14-97
Mary P. "Prissy" Hickerson		Texarkana	Miller	01-14-97 — Present
<i>Raymond F. Orr</i>	<i>6 years</i>	<i>Fort Smith</i>	<i>Sebastian</i>	<i>01-19-53 — 01-28-59</i>
Arnil Taylor		Clarksville	Johnson	01-29-59 — 01-14-69
J.C. Patterson		Lavaca	Sebastian	01-28-69 — 09-11-78
Ross Pendergraft		Fort Smith	Sebastian	09-19-78 — 01-14-79
Festus H. Martin, Jr.		Fayetteville	Washington	01-11-79 — 01-15-83
Bobby Hopper		Springdale	Washington	01-24-83 — 01-14-89
Bobby Hopper		Springdale	Washington	01-18-89 — 01-14-99
Jonathan Barnett		Siloam Springs	Benton	01-14-99 — Present
<i>Cecil S. Lynch</i>	<i>8 years</i>	<i>PineBluff</i>	<i>Jefferson</i>	<i>01-19-53 — 05-26-58</i>
Lawrence Blackwell		Pine Bluff	Jefferson	05-29-58 — 01-14-61
Truman Baker		Searcy	White	01-16-61 — 01-14-71
George Kell		Newport	Jackson	01-22-71 — 01-14-81
Raymond Pritchett		Maumelle	Pulaski	01-16-81 — 01-14-91
Herby Branscum, Jr.		Perryville	Perry	01-23-91 — 01-14-01
Carl Rosenbaum		Little Rock	Pulaski	01-16-01 — Present
<i>Glenn F. Wallace</i>	<i>10 years</i>	<i>Nashville</i>	<i>Howard</i>	<i>01-19-53 — 01-20-63</i>
John W. Harsh		Magnolia	Columbia	01-11-63 — 01-14-73
James Branyan		Camden	Ouachita	01-15-73 — 01-14-83
Ron Harrod		Prescott	Nevada	02-16-83 — 01-14-93
John "M" Lipton		Warren	Bradley	01-14-93 — 01-14-03
R. Madison Murphy		ElDorado	Union	01-14-03 — Present



APPENDIX F

Arkansas State Highway and Transportation Department
Senior Staff

Directors

Name	Dates Served
James R. Rhyne	02-04-33 — 09-26-34
J.C. Baker	09-27-34 — 01-12-37
James R. Rhyne	01-13-37 — 01-31-38
W.W. Mitchell	02-01-38 — 01-30-45
J.C. Baker	01-31-45 — 12-15-51
Olen Fullerton	01-01-52 — 08-31-52
Orval Faubus	09-01-52 — 01-21-53
A.E. Johnson (Acting)	01-22-53 — 04-30-53
Herbert Eldridge	05-01-53 — 02-28-59
R.B. Winfrey (Acting)	03-01-59 — 07-31-59
F.R. Oliver	08-01-59 — 04-30-63
Ward Goodman (Acting)	05-01-63 — 01-15-65
Mack Sturgis	01-16-65 — 03-31-66
W.E. Hicks	04-01-66 — 12-31-66
Ward Goodman	01-01-67 — 03-15-73
Henry Gray	03-16-73 — 01-01-88
Maurice Smith	01-04-88 — 12-31-93
Dan Flowers	01-03-94 — Present

Assistant Directors

Henry Gray	03-01-70 — 03-28-73
Dan Flowers	01-28-88 — 01-03-94

State Highway Engineers • 1913 - 1933

E.A. Kingsley	05-26-13 — 01-16-14
H.R. Carter	01-17-14 — 05-29-18
V.P. Knott	05-30-18 — 05-30-21
R.C. Limerick	05-31-21 — 12-31-26
O.L. Hemphill	01-01-27 — 04-30-27
G.H. Sykes (Acting)	05-01-27 — 06-30-27
C.S. Christian	07-01-27 — 02-03-33

Chief Engineers • 1933 - Present

W.W. Zass	02-03-33 — 07-20-42
W.W. Mitchell (Acting)	07-20-42 — 01-20-45
J.C. Baker (Acting)	01-31-45 — 03-31-45
N.B. Garner	04-01-45 — 04-07-46
W.W. Zass	04-08-46 — 12-12-47
A.E. Johnson	12-19-47 — 01-15-55
Ward Goodman (Acting)	01-16-55 — 09-01-55
Ward Goodman	09-01-55 — 12-31-66
J.T. Pendergrass	01-01-67 — 01-31-70
B.K. Cooper	02-01-70 — 01-01-88
Charles Venable	01-04-88 — 01-31-94
Roger Almond	03-17-94 — 06-23-98
Robert "Bob" Walters	06-24-98 — Present



APPENDIX G

Legislative Summary of the
Arkansas State Highway Commission

Number of Members	Appointed By	Term	Area Appointed From	Commission Chairman
<u>Act 302 of 1913</u>				
3	Two by Governor, plus Commissioner of State Lands, Highways, and Improvements	Staggered Two Years	State at-large	Commissioner of State Lands, Highways, and Improvements
<u>Act 5 Special Session of 1923</u>				
5	Four by Governor, plus Commissioner of State Lands, Highways, and Improvements	Staggered Four Years	Agricultural Districts	Commissioner of State Lands, Highways, and Improvements
<u>Act 65 of 1929</u>				
5	Governor, subject to Senate consent	Staggered Ten Years	Four from Agricultural Districts, One from State-at-large	Selected by Highway Commission
<u>Act 3 of 1933</u>				
5	Governor, subject to Senate consent	Staggered Four Years	Selected as nearly as possible to equitably represent all areas of state	Selected by Highway Commission
<u>Act 318 of 1935 and Act 328 of 1935</u>				
7	Governor, subject to Senate consent	To coincide with Appointing Governor	One from each Congressional District	Selected by Highway Commission
<u>Act 42 of 1945</u>				
10	Governor, subject to Senate consent	To coincide with Appointing Governor	One from each Highway District	Selected by Highway Commission

Number of Members	Appointed By	Term	Area Appointed From	Commission Chairman
<u>Act 239 of 1949</u>				
12	Governor, subject to Senate consent	To coincide with Appointing Governor	One from each Highway District, Two from state at-large	To be one of the at-large members
<u>Constitutional Amendment No. 42 - The Mack-Blackwell Amendment</u>				
5	Governor, subject to Senate consent	Staggered Ten Years	Congressional Districts	Selected by Highway Commission
<u>Act 932 of 1979</u>				
5	Governor, subject to Senate consent	Staggered Ten Years	One from each Congressional District, One from state at-large	Selected by Highway Commission



APPENDIX H

State Highway System Mileages • 1923 - 2003 As Of December 31 Each Year

Year	Unpaved Miles	Paved Miles	Total Miles
1923 & 1924	6,105.99	612.56	6,718.55
1925 & 1926	7,613.90	731.60	8,345.50
1927 & 1928	7,871.60	843.90	8,715.50
1929 & 1930	7,373.50	1,436.00	8,809.50
1931 & 1932	7,059.94	1,781.56	8,841.50
1933 & 1934	6,833.92	2,014.78	8,848.70
1935 & 1936	6,748.17	2,179.24	8,927.41
1937 & 1938	6,600.28	2,543.54	9,143.82
1939 & 1940	6,278.60	3,022.60	9,301.20
1941	6,196.97	3,307.54	9,504.51
1942	6,056.59	3,429.27	9,485.86
1943	5,997.56	3,507.23	9,504.79
1944	6,172.95	3,581.18	9,754.13
1945	6,143.84	3,609.24	9,753.08
1946	6,109.22	3,644.31	9,753.53
1947	5,768.01	3,986.97	9,754.98
1948	5,459.25	4,283.07	9,742.32
1949	5,204.46	4,516.42	9,720.88
1950	4,840.92	4,875.21	9,716.13
1951	4,558.91	5,157.35	9,716.26
1952	4,309.50	5,682.64	9,992.14
1953	3,951.56	6,078.72	10,030.28
1954	3,655.71	6,382.00	10,037.71
1955	3,130.69	6,907.00	10,037.69
1956	2,234.48	7,798.95	10,033.43
1957	2,021.20	8,009.86	10,031.06
1958	2,663.97	8,359.21	11,023.18
1959	2,415.25	8,606.87	11,022.12
1960	2,353.92	8,794.93	11,148.85
1961	2,158.16	9,013.56	11,171.72
1962	2,015.81	9,299.56	11,315.37
1963	2,456.01	9,735.63	12,191.64
1964	2,132.48	10,110.42	12,242.90
1965	2,615.88	10,678.84	13,294.72
1966	2,836.85	11,327.92	14,164.77
1967	2,474.90	11,759.61	14,234.51
1968	2,217.10	12,122.40	14,339.50
1969	1,920.70	12,466.31	14,387.01
1970	1,839.68	12,672.69	14,512.37
1971	1,610.21	12,965.30	14,575.51
1972	1,439.82	13,182.39	14,622.21
1973	1,999.39	13,597.20	15,596.59
1974	1,920.56	13,803.60	15,724.16
1975	1,757.69	14,063.63	15,821.32
1976	1,451.14	14,473.55	15,924.69
1977	1,289.94	14,674.04	15,963.98

Year	Unpaved Miles	Paved Miles	Total Miles
1978	1,113.32	14,883.75	15,997.07
1979	975.46	15,063.07	16,038.53
1980	853.89	15,236.99	16,090.88
1981	758.71	15,331.69	16,090.40
1982	709.31	15,394.88	16,104.19
1983	653.55	15,451.25	16,104.80
1984	615.34	15,497.76	16,113.10
1985	589.44	15,528.03	16,117.47
1986	548.05	15,577.86	16,125.91
1987	454.61	15,710.70	16,165.31
1988	403.26	15,768.66	16,171.92
1989	385.13	15,794.33	16,179.46
1990	289.86	15,913.18	16,203.04
1991	249.68	15,978.31	16,227.99
1992	130.75	16,101.56	16,232.31
1993	117.39	16,125.44	16,242.83
1994	92.30	16,146.00	16,238.30
1995	59.38	16,195.23	16,254.61
1996	25.45	16,262.21	16,287.66
1997	20.64	16,280.69	16,301.33
1998	21.45	16,331.45	16,352.90
1999	67.82	16,298.95	16,366.77
2000	52.95	16,320.18	16,373.13
2001	33.49	16,335.91	16,369.40
2002	24.93	16,354.36	16,379.29
2003	12.5	16,370.83	16,383.33



APPENDIX I

Annual Vehicle Miles Traveled On All Roads In Arkansas
1923 - 2003

Year	Miles Traveled On All Roads	Miles Traveled On State Highway System
1923	610,260,000	not available
1924	750,920,000	"
1925	973,619,000	"
1926	1,183,156,000	"
1927	1,245,367,000	"
1928	1,401,140,000	"
1929	1,763,797,000	"
1930	1,696,794,000	"
1931	1,448,585,000	"
1932	1,119,079,000	"
1933	1,434,900,000	"
1934	1,436,160,000	"
1935	1,522,534,000	"
1936	1,628,450,000	"
1937	1,716,418,000	"
1938	2,067,211,000	"
1939	2,209,508,000	"
1940	2,380,264,000	"
1941	2,797,936,000	"
1942	2,654,586,000	"
1943	2,343,258,000	"
1944	2,469,511,000	"
1945	2,700,085,000	"
1946	3,171,685,000	"
1947	3,351,438,000	"
1948	3,435,127,000	"
1949	3,915,440,000	"
1950	4,299,699,000	"
1951	4,745,209,000	"
1952	5,160,825,000	"
1953	5,308,902,000	"
1954	5,442,782,000	"
1955	5,813,675,000	"
1956	6,148,158,000	"
1957	6,409,872,000	"
1958	6,773,657,000	"
1959	7,060,582,000	"
1960	7,387,498,000	"
1961	7,508,092,000	"
1962	7,714,485,000	5,808,375,000
1963	8,055,954,000	6,105,458,000
1964	8,415,629,000	6,345,920,000
1965	8,827,929,000	6,570,451,000
1966	9,472,201,000	7,201,097,000
1967	9,884,554,000	7,575,267,000

Year	Miles Traveled On All Roads	Miles Traveled On State Highway System
1968	10,433,773,000	7,929,200,000
1969	10,917,572,000	8,303,717,000
1970	11,328,385,000	8,643,331,000
1971	12,159,107,000	9,201,243,000
1972	12,860,462,000	9,752,166,000
1973	13,467,525,000	10,323,971,000
1974	13,569,635,000	10,408,799,000
1975	14,001,512,000	10,718,341,000
1976	14,735,438,000	11,322,726,000
1977	15,437,490,000	11,909,885,000
1978	16,518,125,000	12,755,089,000
1979	16,374,888,000	12,533,100,000
1980	16,279,586,000	12,458,126,000
1981	16,564,014,000	12,913,892,000
1982	16,678,129,000	13,064,046,000
1983	16,771,294,000	13,161,354,000
1984	16,663,971,000	13,054,074,000
1985	17,057,332,000	13,462,761,000
1986	17,593,514,000	14,014,018,000
1987	18,270,517,000	14,648,020,000
1988	19,206,287,000	15,472,562,000
1989	20,477,306,000	16,391,596,000
1990	21,097,128,000	16,851,506,000
1991	22,015,525,000	17,730,924,000
1992	23,185,021,000	18,790,596,000
1993	24,106,069,000	20,311,404,000
1995	25,780,378,000	20,828,455,000
1996	26,409,868,000	21,444,261,000
1997	26,883,317,000	21,654,540,000
1998	27,494,221,775	22,392,168,555
1999	27,956,166,140	22,810,749,095
2000	28,242,102,395	22,898,357,125
2001	28,458,081,290	23,141,592,760
2002	29,179,115,795	23,503,288,050
2003	29,829,431,915	23,758,970,915



APPENDIX J

**Motor Vehicle Registrations In Arkansas
1913 - 2003**

Year	Vehicles	Year	Vehicles
1913	3,596	1959	720,997
1914	5,629	1960	746,568
1915	8,010	1961	772,955
1916	15,123	1962	827,418
1917	28,400	1963	893,622
1918	40,498	1964	940,357
1919	49,771	1965	989,407
1920	58,998	1966	1,035,725
1921	67,127	1967	1,073,097
1922	84,661	1968	1,117,654
1923	112,607	1969	1,060,299
1924	141,888	1970	1,165,370
1925	188,785	1971	1,219,765
1926	210,783	1972	1,247,100
1927	206,965	1973	1,376,584
1928	218,382	1974	1,442,438
1929	235,851	1975	1,515,956
1930	220,753	1976	1,624,721
1931	188,365	1977	1,609,132
1932	142,873	1978	1,609,192
1933	197,680	1979	1,701,849
1934	208,670	1980	1,698,367
1935	219,621	1981	1,698,367
1936	231,890	1982	1,698,367
1937	248,188	1983	1,645,863
1938	236,652	1984	1,758,459
1939	256,802	1985	1,814,010
1940	255,914	1986	1,870,767
1941	302,923	1987	1,905,103
1942	304,136	1988	1,895,259
1943	291,458	1989	1,954,748
1944	278,706	1990	1,981,337
1945	291,293	1991	2,010,107
1946	342,140	1992	2,010,544
1947	378,794	1993	2,079,580
1948	410,653	1994	2,131,899
1949	448,187	1995	2,223,024
1950	467,764	1996	2,247,771
1951	482,383	1997	2,165,024
1952	523,615	1998	2,085,933
1953	550,636	1999	2,149,452
1954	565,099	2000	2,160,000
1955	607,879	2001	2,178,100
1956	637,773	2002	2,206,728
1957	654,829	2003	2,241,774
1958	673,666		

NOTE: The figures above were supplied by the Arkansas Department of Finance and Administration. Some may differ slightly from figures found in early AHTD Biennial Reports.



APPENDIX K

Arkansas State Highway and Transportation Department Number of Employees As Of December 31 Each Year

Year	Number
1952	3,207
1953	2,755
1954	2,857
1955	2,688
1956	2,994
1957	2,853
1958	2,924
1959	2,949
1960	2,950
1961	2,968
1962	3,268
1963	3,465
1964	3,468
1965	3,620
1966	3,680
1967	3,715
1968	3,779
1969	3,815
1970	3,725
1971	3,767
1972	3,886
1973	3,801
1974	3,892
1975	3,894
1976	3,890
1977	3,952
1978	4,070
1979	4,215
1980	4,070
1981	3,766
1982	3,716
1983	3,694
1984	3,770
1985	3,913
1986	3,967
1987	3,914
1988	3,965
1989	3,995
1990	3,909
1991	3,977
1992	4,016
1993	3,952
1994	3,878
1995	3,807
1996	3,842
1997	3,770
1998	3,646
1999	3,632
2000	3,566
2001	3,769
2002	3,801
2003	3,763



APPENDIX L
History of Motor Fuels Tax Rates:
Arkansas and Federal

ARKANSAS			
Cents Per Gallon			
Year	Act No.	Gas	Diesel
1921	606	1	
1923	501	3	
1923SS	5	4	
1927	240	5	
1931	63	6	
1934	11	6.5	
1941	378	6.5	6.5
1953	103	6.5	6.5
1965	40	7.5	8.5
1973	445	8.5	9.5
1979	437	9.5	10.5
1985	456	13.5	12.5
1989	173	13.7	12.7
1991	219	13.7	16.7
1991	364/386	18.7	18.7
1996		18.6	18.6
1999	1028	19.6	20.6
2000	1028	20.7	22.7
2001	1028	21.7	

FEDERAL			
Cents Per Gallon			
Year	Public Law	Gas	Diesel
1932		1	
1933		1.5	
1934		1	
1940		1.5	
1951		2	2
1956	84-627	3	3
1959	86-342	4	4
1983	97-424	9	9
1984	99-272	9	15
1987	100-17	9.1	15.1
1990	101-508	14.1	20.1
1993	103-66	18.4	24.4
1995	101-508	18.3	24.3
1997	105-33	18.4	24.4

Prior to 1956, the Highway Trust Fund did not exist.
Aid for federal highway programs came from the General Fund of the Treasury.



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A Report to the People: The First Four Years of the Arkansas State Highway Commission Under Provisions of the Mack-Blackwell Amendment, January 1953 through December 1956.
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