

INTERSTATE 95/U.S. HIGHWAY 301 INTERCHANGE IMPROVEMENT PROJECT

In Orangeburg County, South Carolina

TIGER III DISCRETIONARY GRANT APPLICATION

Type of Application: Highway (Interchange Improvement)

Location: Orangeburg County, South Carolina
Sixth Congressional District

Area: Rural

Amount Requested: \$19,553,928

Sponsoring Organization: County Of Orangeburg

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I. INTRODUCTION

The County of Orangeburg is requesting a TIGER III Discretionary Grant (under the grants for National Infrastructure Investments under the FY 2011 Appropriations Act) **to correct a deficiency** in the original design of the interchange at the **terminus of U.S. Highway 301 at Interstate 95** in Santee, SC and to extend the terminus of US 301 for 1.75 miles to Route 6, in order **to complete the connections among all three major routes** in the area (“the Project.”). Currently, US 301 terminates at I-95, one of the nation’s most heavily travelled north-south Interstates, with access to northbound I-95 but no access to southbound I-95.

The deficiencies in these roadway connections are inhibiting opportunities for job creation and economic development in a six county region located along the I-95 corridor. In particular, the completion of this project is instrumental for the full utilization of a large intermodal distribution center (the County’s Enterprise and the inland multi-modal Distribution Center in which it is housed) at the nexus of these three highways. The distribution center serves southeastern seaports in Charleston, South Carolina, and Savannah, Georgia and is entirely privately funded. Center operators expect the full distribution center to generate more than 6,000 jobs¹ regionally in an area which is, and has been for decades, one of the nation’s most economically disadvantaged. Plans include the ability to conduct cargo inspections at the center, relieving pressures already resulting in backlogs at the port of Charleston that require many shipments to sit and wait before continuing on their journey. The distribution center is a key part of a large effort for a Global Logistics Triangle in South Carolina designed to significantly improve the transportation and distribution of goods for the U.S. and maximize the efficiencies of better intermodal integration.

Interstate 95/US 301 Interchange Highlights

- ❖ **Strong Community Support and residents willing to tax themselves.** Even though Orangeburg County is one of the nation’s poorer counties, its residents have approved referendums three times recently increase their taxes to fund needed infrastructure improvement projects.
 - Last referendum – 66% approval for 1 cent sales tax increase.
- ❖ **Important link in International Distribution chain.**
- ❖ **Key to Capitalizing on increased international trade volumes** resulting from the expansion of the Panama Canal.
- ❖ **Fixes a major interchange deficiency** on one of the **Nation’s key highways.**
- ❖ Help attracts firms needed for the development of the **Global Logistics Triangle**

¹ **CONFIDENTIAL** - Jafza Logistics and Distribution Park Santee, Orangeburg County, South Carolina. Prepared by TransSystem January 30, 2009

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The current alignment and conditions of the roads in the region generate higher travel times and transportation costs, eroding any competitive advantage associated to the proximity to the Port of Charleston. This lack of adequate infrastructure has postponed the arrival of shipping, light manufacturing and logistic companies into the area. In particular, over the last 2 years, sixteen different companies have approached Orangeburg County regarding locating their facility in the Global Logistics Triangle but decided not to do, at least in part, to the lack of a full interchange and interchange extension at I-95 and US 301. Completion of a full diamond interchange and the extension of US 301 will lead to decreased travel time and vehicle operating costs for business and personal travelers, reduced emissions, and improved safety along the alternate routes. Livability for small communities like Santee along the alternate local routes will improve with decreased congestion and noise. The project has been a priority for the county and the state for several years, and is positioned to begin quickly, with significant economic effects in an economically distressed area (EDA).

Local residents recognize the importance of infrastructure improvements in the area as generators of economic activity and are willing to contribute to their financing. Despite being one of the poorest counties in the Nation, 66 percent of Orangeburg County residents recently approved a seven-year continuation of a 1-cent infrastructure sales tax to help fund the Project.

However, there is a limited window of opportunity to realize all the benefits from the interchange and distribution center. Full development of the distribution center is based on the interchange improvement being well underway by the 2014 expansion of the Panama Canal in order to take advantage of the significant increase in demand

“This interchange, located strategically along the I-95 corridor and anchoring the eastern boundary of the Global Logistics Triangle, shows great potential for quality manufacturing and distribution locations.”

***James I. Newsome, III
President and Chief Executive Officer
South Carolina State Ports Authority***

for transportation services along the East Coast. The Port of Charleston is one of the few ports in the Atlantic Coast able to process cargo shipped using post-Panamax vessels, and thus capture a large increase in international trade. These new trade flows will require transportation and logistics services in order to reach their final destination, and therefore activity in these sectors is expected to increase significantly. The proximity of Orangeburg County to the Port of Charleston represents a strategic advantage for

The local commitment of approximately \$1 million is the product of a one-cent infrastructure sales tax that was authorized by referendum by local citizens with 66% voting in favor.

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American firms trying to capture this new transportation services market that can be significantly boosted with the completion of the Project.

The requested TIGER grant of \$19.6 million would cover 58% of the total project costs and close the funding gap. Approximately \$14 million is already in hand for the project, from state, local and other Federal sources. In a different economic climate, state and local revenues would undoubtedly be higher and might be sufficient to cover the costs of the Project. Without additional funds to fill the gap, the interchange improvement may not occur, leading to continued job loss and hobbling business's ability to take advantage of the trade opportunities and increase in economic activity.

II. PROJECT OVERVIEW

Project Purpose

The Interchange Improvement and Extension of US 301. U.S. Highway 301 is a four-lane divided highway with a posted speed limit of 55 mph in Santee, SC. In its current condition, US 301 terminates into northbound I-95 at exit 97; there is no southbound access from US 301 to I-



95. This deficiency in the original design of the interchange forces southbound traffic seeking to connect to I-95 south to either a) exit US 301 early via SC 15 onto SC 6, a two-lane roadway that runs through the outer edge of the town of Santee, SC, and then connect to I-95 south, or b) merge into northbound I-95, quickly leave I-95 at exit 98, enter the two-lane

Figure 1 | Map of Current Configuration of I-95/US 301 Interchange

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S.C. Highway 6 at a central point in the town of Santee’s commercial district, and then reverse direction to re-enter southbound I-95 at exit 98. The end result is increased travel time for commercial and personal vehicles, and exacerbated congestion and safety concerns along I-95 in the area between exit 97 and exit 98 at the Town of Santee and S.C. 6 into Santee.

In response, the South Carolina Department of Transportation (SCDOT) plans to add ramps and a loop at the convergence of I95 and US 301, converting it into a diamond interchange. In addition, US 301 would be extended over existing railroad to a new termination point at SC 6, the latter also expanded from two to three lanes at that point.

The I-95/US 301 interchange improvement is included on the State Transportation Infrastructure Plan (STIP) and the Lower Savannah Long-Range Transportation Plan. The project has endorsements from local, state, and federal authorities.

Inland Multimodal Distribution Center.

Despite the immediate infrastructure shortcomings, a private entity, Jafza Americas (Jafza), has invested significantly in a major inland logistics and distribution center on over 1,300 acres near the intersection of I-95 and US 301 to enhance the movement of commercial goods from the Port of Charleston.

The development of this distribution center has been a collaborative effort between Jafza and Orangeburg County. Both Jafza and the County worked together to secure funding for the main building, the 16,000 sq foot Enterprise Center, *to which the County holds the title* (and Jafza rents under a ten year lease).

In its full phase, the distribution center is expected to generate thousands of jobs and significant economic impact to this historically poor region. This

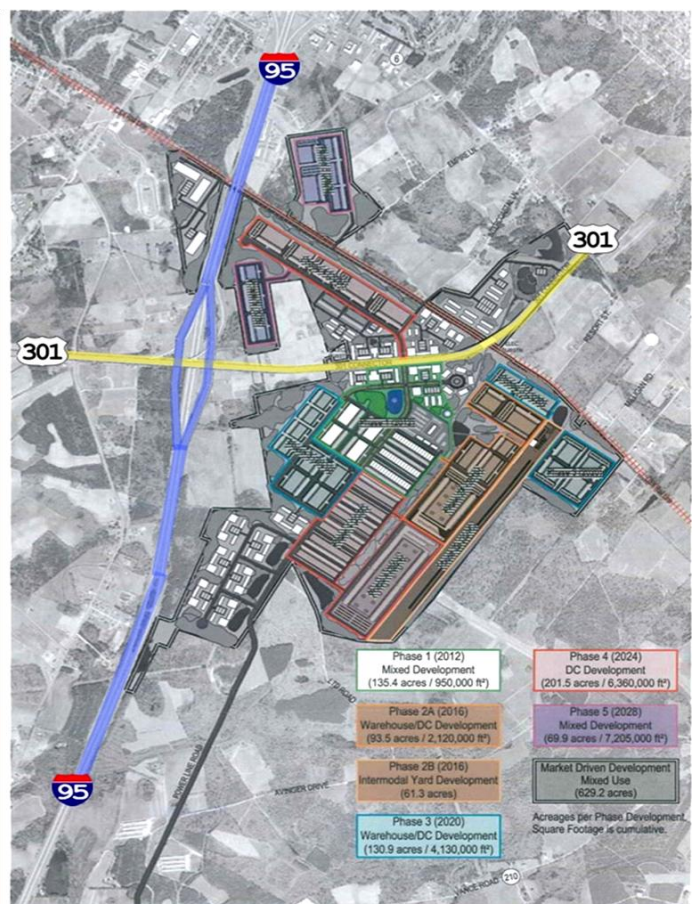


Figure 2 | Reconfigured I-95/US301 Interchange with Intermodal Distribution Facility

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intermodal facility will include trucking facilities off of I-95 and will be connected to the CSX and Norfolk Southern main freight rail line. Jafza has indicated that 6,000 to 9,000 jobs will be created with a capital investment of \$700 million. This level of job creation and capital investment would be transformative for this economically depressed area of South Carolina.

However, full realization of the distribution center as planned is dependent on the reconstruction of the I-95/US 301 interchange. Without adequate southbound access to I-95, the distribution center would be hampered by unnecessary travel costs. Together with the accompanying extension of US 301 to SC 6, an efficient route would be created for commercial traffic to directly enter the inland logistics and distribution center bypassing the local traffic in the town of Santee.

Location

The Project is located at the intersection of I-95 and US 301. Latitude coordinates for the project start and end points are 33.4626 and 33.4665; longitude coordinates are -80.4837 and -80.4489.

US 301 and I-95 intersect in an economically disadvantaged area in Orangeburg County, South Carolina along a section of I-95 that is locally known for its high poverty rates. Orangeburg County is located approximately midway between the City of Charleston and the State Capital of Columbia. The County is the largest rural county in the South Carolina at 1,106 square miles with a population of 92,501 inhabitants (2010 Census). The Project is located just outside the town of Santee with a population of approximately 961 residents (2010 Census), and within the Sixth Congressional District in South Carolina, represented by Rep. James Clyburn.

Beneficiaries

Multiple communities would benefit from the interchange improvement, including local businesses and residents (improved transportation time), regular travelers along US 301 to I-95, and several small communities located close to portions of SC 6, which is currently used as an alternate route to I-95 south. The full-scale distribution center, dependent upon the interchange improvement, would also benefit multiple groups including shippers through the Port of Charleston, local business (from increased economic activity), local residents (increased employment opportunities), and regional businesses throughout the planned Global Logistics Triangle.

Economically Distressed Area

Orangeburg County is an Economically Distressed Area that is classified as one of the nation's "Persistent Poverty Counties", meaning that more than twenty percent of the local population

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has been identified as living below the poverty threshold for the past thirty years.² For the past decade, the poverty rate in Orangeburg County has fluctuated between 19.3% and 27.2%, while during that same period the poverty rate for the nation as whole did not rise above 15.1%.

Unemployment exceeds both state and national levels in the County. In 2010, the County's unemployment rate averaged 15.4%, more than one and a half times that for the entire US. In 2009, median household income was only two-thirds of the national level.

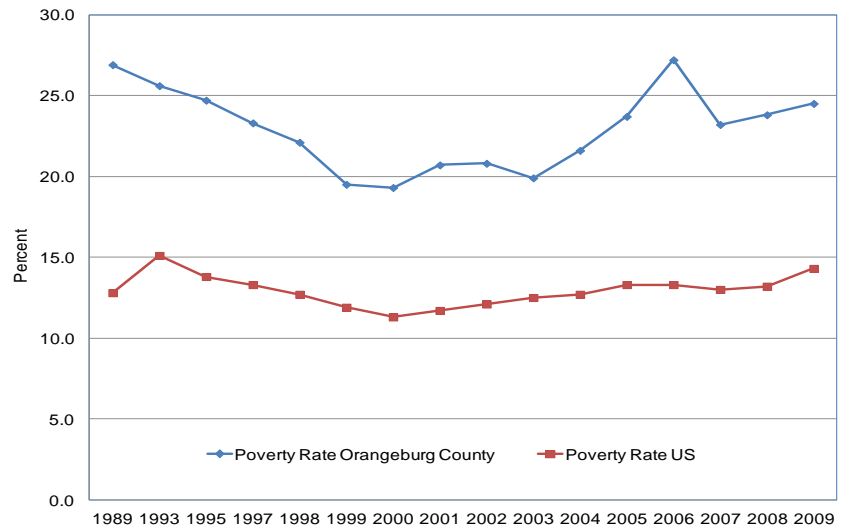


Figure 3 | Poverty Rates in Orangeburg County and the US, 1989-2009

Comparable data for the town of Santee from the 2005-2009 American Community Survey 5-Year shows the town also lagging the nation in traditional measures of economic well-being. Between 2005 and 2009, almost one third of the population of Santee was living below poverty, more than twice the national level of 13.5% (Table 1). Median income in Santee was less than half the national average and unemployment was almost two and half times the national rate (Table 2).

Table 1 | Measures of Economic Well-Being for Orangeburg County vs. the US

Economic Indicator	Orangeburg County, SC	United States	Ratio - Orangeburg County to US
Unemployment rate (2010)	15.4%	9.6%	1.6
Poverty rate (2009)	24.5%	14.3%	1.7
Median household income (2009)	\$33,567	\$50,221	0.7

Source: 2010 U.S. Census Data

² According to 42 U.S.C. 3161, Economically Distressed Areas (EDAs) are areas where the unemployment is 1% or more above the national average or the per capita income is 80% or less than the national average.

Table 2 | Measures of Economic Well-Being for Santee, SC vs. the US

Economic Indicator	Santee, SC	United States	Ratio - Orangeburg County to US
Unemployment rate (2009)	17.1%	7.2%	2.38
Poverty rate (2009)	28.6%	13.5%	2.12
Median household income (2009)	\$23,056	\$51,425	0.45

Source: U.S. Census 2005-2009 American Community Survey 5-Year Estimates

In spite of its limited economic resources, Orangeburg County has aggressively worked to provide the necessary foundation to secure its economic future. As noted before, the residents of this County have voted to increase local taxes so as to raise the needed funds to improve their infrastructure.

Project Parties

The Project Sponsor is Orangeburg County, South Carolina, working closely with SCDOT.

The Project is supported by many state and local entities including:

- South Carolina Department of Commerce
- South Carolina World Trade Center
- South Carolina State University Transportation Research Center
- South Carolina Ports Authority
- Lower Savannah Council of Governments
- Orangeburg County State Legislative Delegation
- Lake Marion Regional Water Agency
- Orangeburg County Chamber of Commerce

Project Funds and Costs

According to SCDOT, the total project cost is estimated to be \$33.4 million, as detailed in Table 3. Through a combination of local, state, and federal sources, \$14.0 million, or 42% of the total, has already been identified and committed to the Project, some from as far back as 2008.. Orangeburg County, SC is requesting \$19.6 million under the TIGER III Discretionary Grant program to complete the Project.

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Table 3 | Project Funding Sources and TIGER III Funding Request (in \$ millions)

	TIGER Funds	SCDOT	Federal 2008, 2009, 2010 Funds	County	Total from All Sources
Engineering*	\$0	\$3	\$2	\$0	\$5
R/W	\$0	\$0	\$1	\$1	\$2
Construction	\$19	\$0	\$7	\$0	\$26
TOTAL	\$19	\$3	\$10	\$1	\$33

*Does not include preliminary engineering cost incurred in the summer of 2010.

Of the \$33.4 million total cost, \$29.4 are construction costs: \$5.7 for bridge work (over the nearby railroads, at the interchange) and \$18.8 million for roadway work, as detailed in Table 4. The extension of US 301 to Route 6 is expected to cost \$11.3 million.

Table 4 | Project Cost by Category

Cost Category	Costs Breakouts	Category COST
Construction Total		\$29,447,900
Bridge Work		
US 301 over RR	\$1,640,520	
US 301/I-95 Interchange	\$3,875,850	
Removal & Disp (US 301/I-95 Interchange)	\$195,570	
Total Bridge Work	\$5,711,940	
Roadway Work		
US 301 Extension Roadway	\$11,286,786	
SC 6 Improvements	\$940,566	
LTD Road Connection	\$1,128,679	
Interchange	\$5,455,280	
Total Roadway Work	\$18,811,310	
Subtotal	\$24,523,250	
CE&I (20%)	\$4,904,650	
Utilities	\$20,000	
Preliminary Engineering		\$2,300,000
Right of Way		\$1,663,200
TOTAL		\$33,411,100

Existing Federal funds and funds from the County of Orangeburg will be adequate for needed Right of Way purchases. Engineering will be funded by the South Carolina Department of Transportation and other Federal funds. **TIGER III funds of \$19.6 million are requested only to cover a portion of total construction costs of \$29.4 million.** The TIGER grant would amount to 58% of the total project costs.

Details for Sources of Existing Project Funds:

- FY 2008 Transportation Appropriations Bill: \$4.0 million (12%)
(Interstate Maintenance Account: Sen. Graham, Rep. Clyburn and Rep. Wilson)
- FY 2009 Transportation Appropriation Bill: \$4.6 million (14%)
(Interstate Maintenance Account: \$3,562,500 – Sen. Graham, Rep. Clyburn)
(Interstate Maintenance Account: \$950,000 – Sen. Graham, Rep. Clyburn, Rep Barrett)
(Transportation, Community, and System Preservation Account: \$95,000 – Sen. Graham, Rep. Clyburn, Rep. Barrett)
- FY 2010 House Transportation Appropriation: \$1.7 million (5%)
- S.C. Department of Transportation: \$3 million (9%)
- Orangeburg County, South Carolina: approximately \$1 million (3%)

Total Existing Project Funds: \$14 million

Note: County funds are derived from a local sales tax for infrastructure projects.

In addition, Jafza reiterates its commitment to donate land for the Right of Way for the 301 extension from I-95 to Route 6 (The value of this Right of Way has not been included in the estimation of total costs and proportion of funds by source). Additionally, Jafza has funded much of the necessary environmental due diligence to assist SCDOT to assist with the NEPA permit application process. Jafza estimates that its efforts and Right of Way donations could amount to as much as 1 million dollars (see Letter Regarding Sustained Commitment from Jafza Americas; link in Section VI, Links to Supporting Documentation and Other Relevant Information.)

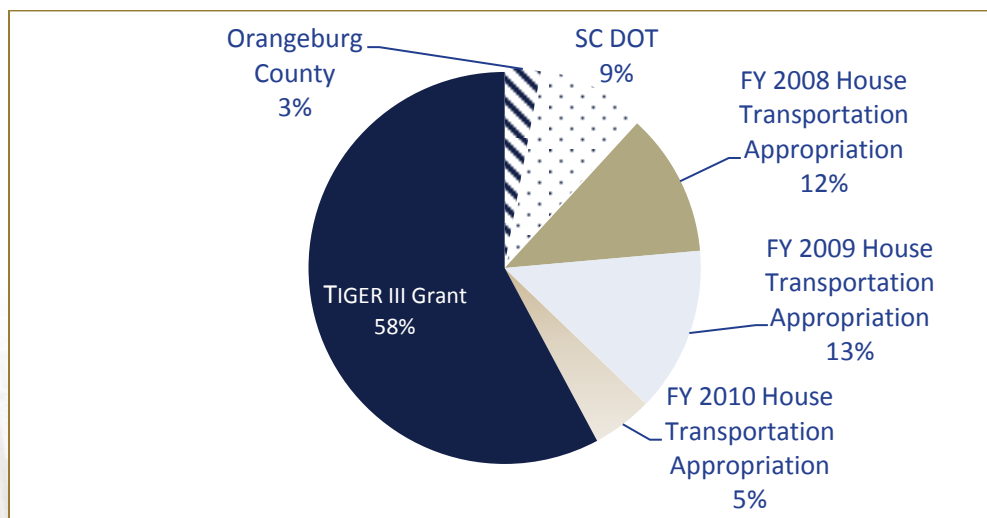


Figure 4 | Sources of Funds

Project Schedule

Preliminary engineering is underway, with initial allocation of funding beginning in the fall of 2007. (Current preliminary engineering expenditures have been separately funded by SCDOT). Upon grant award, final approval of the Environmental Document and FONSI (Finding of No Significant Impact) approval, right of way acquisition would begin. Regulatory agency permits would be acquired beginning in summer 2012 and would be completed by summer 2013. SCDOT expects to be able to award the design-build contract at the end of 2012. Construction of the diamond interchange and the extension of US 301 to SC 6 would occur at the same time.

I-95/US 301 Interchange and US 301 Extension Project (Design Build Project Delivery)

2012	2013	2014	2015	2016
Preliminary Engineering				
	Right of Way Acquisitions			
	Regulatory Agency Permits			
		Extension of US 301 Roadway I-95/US 301 Interchange		

Figure 5 | Cost Schedule

Phased Alternative

SCDOT and Orangeburg County are examining alternative methods and plans for correcting the I-95 US 301 interchange, including the possibility of phasing the extension of US 301 from I-95 to route 6. Under this alternative, Phase 1 would extend US 301 from I-95 to the driveway for the Enterprise Center and Jafza Distribution center. Once additional funding is secured, US 301 would be extended to route 6. Overall Project costs would decrease from \$33.4 million to approximately \$26 million, and requested TIGER funding would be \$12.1 million.

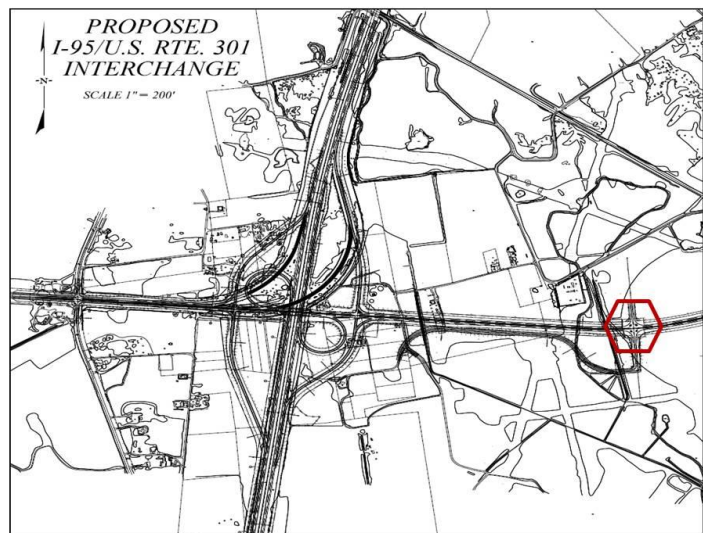


Figure 6 | Phase 1 Proposed Design (with Terminus Before Route 6 Marked)

Undertaking a phased approach to the US 301 extension would maintain much of the estimated commercial benefits of

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the Project on the same time frame, since a large portion of those traveling to and from the Enterprise Center and Jafza Distribution Center would be headed to and from I-95. Yet a notable portion of the travel time saving for local residents – those trying to reach I-95 from the east and south -- would not be postponed until Phase 2.

III. PROJECT ALIGNMENT WITH TIGER III SELECTION CRITERIA

Primary Criteria

a. Long-Term Outcomes

State of Good Repair

The reason for undertaking the Project is to correct a deficiency of a key node in the state's highway system.

The Project will also contribute to optimizing the state's long-term roadway cost structure. Once the improved interchange and the extension of US 301 is complete, traffic and congestion on the smaller 2-lane SC 6 will be alleviated. Based upon the expected shift in traffic patterns from SC 6 to the larger highways, the benefit-cost analysis calculates a small net savings in pavement maintenance savings of \$0.03 million over 30 years, (using a 7 percent discount rate; see section on benefit-cost analysis below and appendix for greater discussion of how this estimate was calculated).³

The Project's inclusion in the South Carolina STIP (December 4, 2008) and in South Carolina's Statewide Comprehensive Multimodal Transportation Plan (May 14, 2008) indicates integration and consistency to maintain the state transportation system in good repair. Additionally, the project has undergone an Advance Project Planning Report (APPR) by SCDOT that has assessed the varied impacts of the project on the community. The APPR demonstrates that the project has undergone significant evaluation and has been part of an on-going effort by a variety of stakeholders to pursue this important project.

Economic Competitiveness

Independent of any other improvements resulting from its completion, the Project will contribute to the nation's economic competitiveness via time and vehicle operating cost

³ The benefit-cost analysis presents results at both a 7 percent discount rate and 3 percent discount rate. The 3 percent discount rate is discussed here, since the entire project funding is from public funds which have more limited options for other investments.

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savings. During its first thirty years, the project will lead to more efficient personal and commercial travel in the area, generating approximately \$29.6 million in travel time savings discounted at 7 percent, (\$75.4 at a 3 percent discount rate) and \$12.6 million in vehicle operating cost savings at a 7 percent discount.

In addition to these direct benefits, the Project is a necessary foundation to other plans for improved distribution facilities, which will generate systematic improvements in the cost of shipping goods within the US. Improvements will reduce congestion and support county and regional plans for corridor infrastructure development while supporting planned intermodal transportation facility/distribution areas.

Orangeburg County recently collected information on companies that were considering relocating to the area but have not done so. As a result of its survey, Orangeburg County found that at least 20 companies that had contacted the County about relocating to a local industrial park, decided against such a move at least partly due to the condition of the I-95/US 301 Interchange and/or the lack of US 301 extension to the industrial park. Sixteen of those decisions not to locate in Orangeburg County were made in the last two years alone.

Table 5 | Long-term Employment Impacts

4.4% of Estimated New Ongoing Permanent Economic Impact of Jafza Logistics Site at Various Phases of Development

	2013	2016	2020	2023	2030
Direct, on-site employment					
County	53	78	135	184	326
Total Employment					
County	65	95	166	227	402

Jafza is planning to build a \$600 to \$700 million intermodal logistics center near the proposed interchange, predicated on completion of the interchange improvement and the resulting improved movement of cars and trucks in the area. An analysis by TranSystems of the economic impact of this intermodal logistics center estimated that the center would generate between 6,000 and 9,000 permanent jobs in Orangeburg County by 2030. Full realization of the long-term jobs benefits of the distribution center depend upon the Project. In the absence of specific estimates of what the utilization of the distribution center would be without the interchange improvement and extension, the portion of combined costs (of the interchange improvement, extension and development of the logistic center) that are due to the Project can be used to apportion the benefits. Since the costs of the interchange improvement are approximately 4.4% of the combined costs, 4.4% of the benefits estimated by TranSystems for

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Table 6 | Long-term Impact on Income, Business Activity and Taxes

4.4% of New Ongoing Permanent Economic Impact of Jafza Logistics Site at Various Phases of Development (\$MM)

	2013	2020	2030
Personal Income			
▪ County	\$2.2	\$5.7	\$14.0
▪ State	\$2.8	\$7.2	\$17.7
Total Business Activity			
▪ County	\$6.0	\$15.3	\$37.5
▪ State	\$7.8	\$19.9	\$48.5
State and Local Tax Revenues			
▪ County	\$0.2	\$0.5	\$1.3
▪ State	\$0.4	\$1.0	\$2.4
Federal Tax Revenues			
▪ County	\$0.1	\$0.4	\$0.9
▪ State	\$0.8	\$2.0	\$5.0

the logistics center can be counted towards benefits of interchange improvement. Under this methodology, the County would have an additional 53 jobs in 2013 and an additional 326 jobs in 2030 due to the interchange improvement (Table 5).

Other benefits to the region, including state and local taxes, increases in personal income and business activity will also be generated. Using the same methodology the interchange improvement would generate an additional \$14 million in personal income, \$37.5 million in additional business activity and \$1.3 million in state and local taxes in 2030 (Table 6).

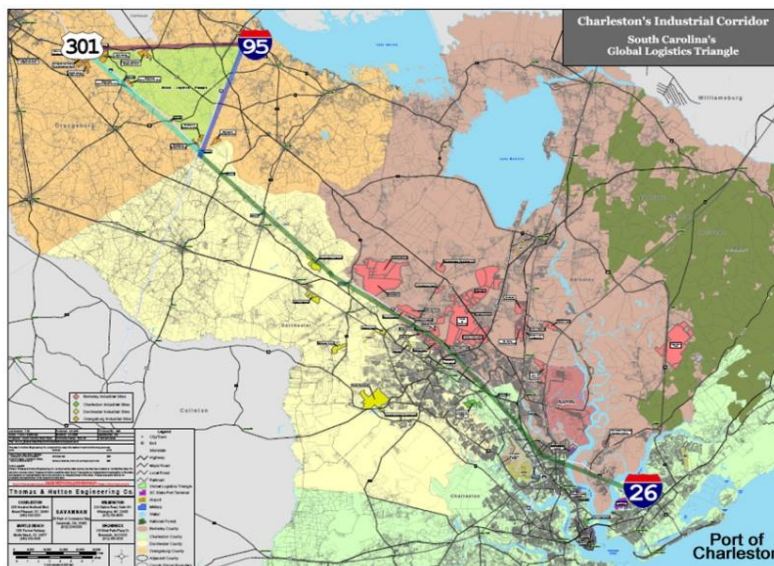


Figure 7 | Map of South Carolina's Global Logistics Triangle

Plans developed by state, county, regional and federal authorities project that the triangular area bordered by I-95, I-26, and US 301 will develop into an important regional intermodal transportation center over the next decade. This area has been branded locally as the "Global Logistics Triangle." Orangeburg County has developed a five-year strategic plan with a regional outlook that focuses on economic

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development by realizing opportunities to meet rapidly-expanding intermodal transportation needs in the Global Logistics Triangle, which depend on the development of the Jafza distribution center in Santee, which in turn depends upon the Project. The interchange is also on a corridor of multi-regional and statewide significance. It is located on one of the six Corridors of the Future as designated by the U.S. Department of Transportation.

The I-95 and I-26 corridors are quickly becoming chokepoints in the nation's Interstate system. With anticipated freight tonnage projected to increase in coming decades due to the widening of the Panama Canal, ports such as Charleston may experience as much as a 300 percent increase in volume. According to a traffic study performed by HDR on behalf of the developer of the inland logistics and distribution center, an additional 53,430 daily external project trips are anticipated in the Project area following the complete build out of the distribution center. The resulting increase in freight traffic will require sustainable and robust infrastructure. This interchange upgrade will ensure that people and goods are able to move through this corridor with ease and without undue burden on the local population.

The potential impacts of a successful Global Logistics Triangle will reach well beyond Orangeburg County. The interchange will be a catalyst for expansion of the I-95 Corridor that will, in turn, bring about economic growth opportunities for Berkeley, Clarendon, Dorchester, Calhoun, Orangeburg, and Sumter Counties specifically and the entire region generally. These counties have reported unemployment rates well above the national average for the past year.

The Economic Development Agency, in cooperation with Orangeburg and Dorchester Counties, sponsored a Study and Preliminary Design of Infrastructure in the Vicinity of the Intersection of I-26 and I-95 in Orangeburg and Dorchester Counties (the EDA Study). The study revealed the vast potential of this currently undeveloped area to support the intermodal transport of goods from the Ports of Charleston and Savannah throughout the nation.

As the nation moves out of the recent recession, policymakers have acknowledged the importance of targeting funds to areas that are economically distressed. This project is located in an economically distressed area, Orangeburg County, SC that stands to benefit greatly from the long-term benefits of both the improved interchange and the other developments which it makes possible, such as full development of the Jafza logistics center. The benefits in time saving and vehicle operating costs will likely be concentrated on residents and businesses of Orangeburg County, increasing the productivity in the area. In addition, the increase in permanent jobs will provide many additional opportunities to local residents. The improvement to this interchange is critical for Orangeburg County to fully realize the potential of this economically depressed area of South Carolina.

Interstate 95 / US Highway 301 Interchange Improvement Project

The I-95 Corridor Commission, led by State Senator John W. Matthews, is pursuing economic development initiatives along the I-95 Corridor to address the needs of the so-called “Poverty Belt”. The *Study and Preliminary Design of Infrastructure in the Vicinity of the Intersection of I-26 and I-95 in Orangeburg and Dorchester Counties* found that the intersection of I-26 and I-95 is likely the most under-developed junction of primary interstate highways in the eastern United States. This underdevelopment exists in spite of the fact that I-95, the East Coast’s “Main Street”, serves the entire Northeast while also serving the southeastern cities of Jacksonville and Miami and the Florida Space Coast in between. Orangeburg County sits squarely in between New York and Miami on this absolutely critical corridor. This fact, and the close proximity of the interchange to the Ports of Charleston and Savannah, makes the area ripe for economic growth and improved living conditions for the residents of Orangeburg and its neighboring counties. Realizing this untapped potential will also benefit the nation as a whole as the use of intermodal means in shipping goods from the ports of Charleston and Savannah is made increasingly efficient.

Livability

Completion of the Project will have notable impacts on several small communities located along the segments of roadway used by vehicles to access I-95 south from US 301 (those along SC 6 just to the west of its intersection with I-95, at the intersection of I-95 and SC 6 and along SC 15, just south of SC 6). Some traffic that would otherwise have travelled on these roadways, which are congested at times, will remain on US 301. The resulting improvement in local air quality, noise reduction, and decline in accidents will all contribute to the livability of these communities.

Additionally, because of the current lack of development in the area and directly surrounding the Project, any improvements in infrastructure that attract industry will likely increase local property values for residents and business alike. The productivity of local businesses in this economically disadvantaged community should also increase due to travel time savings and vehicle cost savings for workers and customers.

Sustainability

The interchange and roadway extension improvements will reduce congestion and will support county and regional plans for corridor infrastructure development. By reducing vehicle miles traveled from improved vehicle routes, this will lead to improved air quality by decreasing the emissions from vehicles traveling within the area. Decreased congestion and more efficient vehicle routing resulting from the Project will reduce total emissions output by over 5,600 tons of carbon dioxide and one ton of particulate matter compounds over the analysis period

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Table 7 | Emission Reductions

Emission Type	Total Tons Reduced
Volatile Organic Chemicals (VOC)	172
Carbon Monoxide (CO)	2,673
Nitrogen Oxides (NOX)	89
Particulate Matter (PM)	0
Carbon Dioxide (CO2)	5,613

(calculated using TIGER guidelines). The Project is estimated to save \$0.5 million in emission costs at a 7 percent discount rate over thirty years (Table 7).

Furthermore, inclusion of the project in the STIP, the strategic planning efforts of Orangeburg County in coordination with the Lower Savannah Council of Governments, and the results of the EDA study (with Orangeburg and Dorchester Counties noted above), indicate that this project is financially and environmentally sustainable. The importance

of the I-95 Corridor in state and local plans indicates that this project will fit within the goals of a 21st Century transportation system as envisioned by both the U.S. Department of Transportation and the South Carolina Department of Transportation.

Safety

There is a significant safety concern associated with the lack of southbound access to I-95 from US 301 at exit 97. Because of the congestion and the nature of the roadway on SC 6, accident rates are higher than they otherwise would be the Project was already complete. The increased volumes of truck traffic to this already congested route will negatively impact the safe movement of vehicular traffic through the town of Santee and the I-95/U.S. Highway 301 area. By improving the flow of local traffic in and around the area’s larger corridors, the interchange upgrade will lessen the safety threat posed by increased freight traffic, directly addressing the safety concerns.

Table 8 | Total Accidents Avoided Due to Project

Accident Type	Number Avoided
Property Damage Only	37
Injury	28
Fatal	1
Total	66

Based upon standard formulations from the changes in traffic flow on the corridor’s entire network, approximately 66 accidents are likely to be avoided in the corridor after construction is complete, 29 of which would have resulted in injury or fatality (see Table 8).

The Project addresses South Carolina’s need for emergency preparedness. As one of the primary deployment ports in the country, infrastructure in the surrounding communities and the Port of Charleston remains critical as our nation addresses the challenges posed by troop

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deployments and national emergencies. The improvement of the interchange remains critical as the port meets the expectations of expansion and contraction based on response needs during natural disaster and emergency preparedness. This includes preparation for more active hurricane seasons as addressed in the South Carolina Hurricane Evacuation Restudy Technical Data Report.

For hurricane threats, South Carolina faces evacuations of vulnerable populations and a limited road network that provides insufficient westbound roadway capacity for evacuation movements. The difficulties for evacuees will be during peak tourist seasons where inland hotel/motel space is occupied and where many out-of-county evacuees try to load the road network in a short period of time. Simultaneous evacuations of the Florida, Georgia, and North Carolina coasts make such evacuations more challenging. Currently, the interchange does not provide westbound access from I-95. The Project can help reduce the burden of degraded roadways experienced by the Gulf Coast in the aftermath of Hurricane Katrina.

b. Job Creation and Economic Stimulus

As the country pulls out of the recent recession, projects that create new employment in the short-term have added benefits. The effects on jobs from expenditures for construction are a criterion for TIGER III, especially if they benefit economically distressed areas. Guidance from the U.S. Department of Transportation suggests estimating job-years using either an input-output model or a methodology derived from analysis by the Council of Economic Advisors (CEA) in which \$92,136 in expenditures are expected to generate 1 job year.⁴ This application presents job creation estimates using both.

Using the timing and level of construction and engineering expenditures expected for the I-95/U.S. Highway 301 Interchange Project (\$30.3 million between 2012 and 2016), Minnesota IMPLAN Group's input-output model (IMPLAN) estimates that approximately **404** job years will be generated, most of which will be in Orangeburg County. Approximately 334 of these jobs are directly or indirectly related to the construction of the Project, and the remaining 70 jobs are induced by the construction dollars being spent throughout the economy. It is expected these jobs will be created from the first quarter of 2012 and through the fourth quarter of 2016. Using the methodology presented by the CEA, estimated direct and indirect jobs created by the Project would total 210, with another 118 induced jobs. The Table below presents the job creation estimates under both estimation methods.

⁴ The Executive Office of the President, Council of Economic Advisers, issued a memorandum in May 2009 on "Estimates of Job Creation from the American Recovery and Reinvestment Act of 2009." The memorandum is available at: <http://www.whitehouse.gov/administration/eop/cea/Estimate-of-Job-Creation/>. Table 5 of this memorandum provides a simple rule for estimating job-years created by government spending, which is that \$92,000 of government spending creates one job-year.

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Table 9 | Job Year Estimates with IMPLAN and CEA Methodology

Job Estimation Methodology	Spending (Millions of 2011 Dollars)	Direct	Indirect	Induced	Total
IMPLAN *	\$30.3	275	59	70	404
CEA		210		118	329

Note: * Employment impacts from IMPLAN should not be interpreted as full-time equivalent (FTE) as they reflect the mix of full and part time jobs that is typical for each sector.

IMPLAN was used for a more detailed and alternate estimation of the likely economic impacts of the Project than under the methodology presented in the CEA paper. The results include direct, indirect and induced employment, associated output, value added and labor income. ‘Employment’ represents full time and part time job-years created. ‘Value added’ represents total business sales (output) minus the cost of purchasing intermediate products, which is roughly equivalent to gross regional/domestic product. ‘Labor income’ consists of employee compensation (wage and salary payments as well as health and life insurance, retirement payments, and any other non-cash compensation) and proprietary income (payments received by self-employed individuals as income).

The table below indicates short-term job creation, income and value added associated with the project. These jobs estimates were monetized by the median wage of their specific sector in Orangeburg County. As a result, employment of local workers leads to an additional \$14.7 million worth of income during the construction period.

Table 10 | Short-Term Job Creation, Income and Value Added from Project Construction

Period	Direct Job-Hours	Total Labor Income (Millions of 2011 Dollars)	Total Value Added (Millions of 2011 Dollars)
2012 - Q1	2,029	\$0.1	\$0.1
2012 - Q2	2,029	\$0.1	\$0.1
2012 - Q3	2,029	\$0.1	\$0.1
2012 - Q4	2,029	\$0.1	\$0.1
2013 - Q1	25,563	\$0.8	\$1.0
2013 - Q2	25,563	\$0.8	\$1.0
2013 - Q3	25,563	\$0.8	\$1.0
2013 - Q4	25,563	\$0.8	\$1.0
2014 - Q1	40,576	\$1.2	\$1.6

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Period	Direct Job-Hours	Total Labor Income (Millions of 2011 Dollars)	Total Value Added (Millions of 2011 Dollars)
2014 - Q2	40,576	\$1.2	\$1.6
2014 - Q3	40,576	\$1.2	\$1.6
2014 - Q4	40,576	\$1.2	\$1.6
2015 - Q1	32,461	\$1.0	\$1.3
2015 - Q2	32,461	\$1.0	\$1.3
2015 - Q3	32,461	\$1.0	\$1.3
2015 - Q4	32,461	\$1.0	\$1.3
2016 - Q1	22,114	\$0.7	\$0.9
2016 - Q2	22,114	\$0.7	\$0.9
2016 - Q3	22,114	\$0.7	\$0.9
2016 - Q4	22,114	\$0.7	\$0.9
Total	490,969	\$14.7	\$19.0

More than three quarters of these short-term jobs are expected to be in industries which have large concentrations of low-income workers, such as construction (276 jobs), retail trade (26), and accommodations and food services (12), as illustrated in the table below.

Table 11 | Direct, Indirect, and Induced Short-Term Employment in Key Industries Employing Low-Income Workers

Industry	Employment	Labor Income (\$millions)
▪ Agriculture, forestry, fishing and hunting	0	\$0.0
▪ Construction	276	\$10.6
▪ Retail trade	26	\$0.7
▪ Truck transportation	5	\$0.2
▪ Administrative and support and waste management and remediation services	7	\$0.2
▪ Nursing and residential care facilities, home health care services	7	\$0.2
▪ Accommodation and food services	12	\$0.2
▪ Personal and laundry services	1	\$0.1
TOTAL	334	\$12.1

Note: Low-income sectors are identified in BLS, A Profile of the Working Poor, March 2009; BLS, Characteristics of Minimum Wage Workers, March 2009; and Carsey Institute, Issue Brief No. 2, Summer 2008.

The Project will help ensure that the envisioned distribution and logistics area becomes a reality. This center will reduce the burdens of poverty and unemployment on the local and

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state economies by creating or maintaining 6,000 to 9,000 jobs by 2030 (see discussion under Economic Competitiveness below). The need of the interchange improvement to maximize the intermodal transit of goods from the port throughout the nation cannot be understated, as current congestion in the area is threatening to limit the movement of goods and people along the important I-95 Corridor.

As noted in the EDA Study, the proximity of the project to the Port of Charleston, and the potential for the enhanced intermodal facility (as evidenced by the intersections of I-26 and I-95 and the close proximity of two rail lines and the Ports of Charleston and Savannah), makes this area of South Carolina one of the most promising to capture the economic benefits of moving international goods. The announced widening of the Panama Canal will produce a significant volume of new container cargo entering the Ports of Charleston and Savannah. This expansion will lead to additional truck traffic on I-95 and at the intermodal distribution center.

Secondary Selection Criteria

Innovation

The Project demonstrates an innovation in expanding the use of multimodal capacities in the shipment of goods from two of the nation's busiest ports throughout the continental United States. By bringing together a diverse group of public and private stakeholders, Orangeburg County seeks to create gains in the movement of goods through innovative, multimodal freight shipping. Without this important interchange upgrade, the efficiencies gained through the effective partnering of rail lines with the Ports of Charleston and Savannah may be lost.

This innovation in the multimodal shipment of goods follows closely with the recommendations made by the U. S. Department of Transportation's Maritime Administration in its Report to Congress on the Performance of Ports and the Intermodal System, June, 2005. By improving the shipment of goods possible from effective coordination of the waterways, highways, and rail lines in close proximity to the Project, this undertaking provides guidance for future attempts at multimodal coordination in an effort to enhance shipping throughout the United States while also providing much needed economic development of an economically distressed area. Furthermore, the gains made through increased multimodal shipment of goods will reduce congestion by increasing the use of rail. Finally, this project will be a stepping stone for the Orangeburg area and the State of South Carolina to mirror the successes that the State of California has experienced in becoming a national leader in the multimodal shipment of goods from international trade partners to communities throughout the country. Development of the Global Logistics Triangle will provide the East Coast with a distribution chain similar in scope and efficiency to that developed in California over the past several decades.

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To minimize the time to completion, SCDOT plans to use a design-build procurement process which will facilitate a faster project delivery timetable. Design-build processes are becoming more common, and SCDOT has experience using this process to both shorten project delivery schedules and help decrease overall costs. Given the importance of being able to realize the job-creation benefits of speeding construction outlays, using a design-build process for the Project will have added economic impacts.

Partnership

This project represents one intermodal transportation infrastructure portion of a larger plan that incorporates the necessary clean and drinking water development, academic improvements needed for job creation and workforce development, and the industrial partners necessary to ensure sustainability of the anticipated economic growth. The goal of this partnership has been to work together to create an economically and environmentally welcoming area through significant workforce development, through clean water efforts at nearby Lake Marion, and through significant private investment. The proposed interchange improvement complements all of these goals and is a necessary component of the Global Logistics Triangle.

Local residents stand firmly behind the concept of investing in their infrastructure, as witnessed by the strong support (66%) for a 1-cent infrastructure sales tax referendum which will help fund the project.

This project also represents another step in a partnership between Orangeburg County and Jafza, in their joint effort to enhance the local transportation network and distribution facilities. One goal of this partnership is for the Enterprise Center to host multiple companies, large and small, that would take advantage of Orangeburg's geographic advantages for international and long-distance domestic shipping. Evidence of this partnership can be seen in the collaborative approach used to finance the 16,000 sq foot Enterprise Center, to which the County holds title and which Jafza leases. In addition, both are supporting the efforts to extend US 301 from I-95 to Route 6, with Jafza donating significant Right of Way acreage as well as funding the due diligence needed for the NEPA process.

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The Project is supported by many State and local entities including:

- South Carolina Department of Transportation
- South Carolina Department of Commerce
- South Carolina World Trade Center
- South Carolina State University Transportation Research Center
- South Carolina Ports Authority
- Lower Savannah Council of Governments
- Orangeburg County State Legislative Delegation
- Lake Marion Regional Water Agency
- Orangeburg County Chamber of Commerce

Summary of Benefit Cost Analysis

Benefits were monetized and measured against costs over a 30-year period (chosen since an interchange is expected to experience less traffic volume than a highway segment and thus need resurfacing and other rehabilitation later than a roadway). Using traffic volume estimates on neighboring roadways both with and without the improved interchange and extension of US301 (the latter as the baseline), estimates were estimate for the impact of the project on travel time, vehicle operating costs, emissions, and accidents (the Benefit-Cost Appendix provides greater detail, see last page for link). Overall quantified and monetized benefits of the interchange improvement total \$45.7 million when discounted at 7 percent, (\$109.5 million when discounted at 3 percent). Benefits estimated are aligned with the TIGER III long-term outcome criteria in Table below.

Table 12| Monetized Benefits by Selection Criterion

Long-Term Outcomes	Benefit Categories	3% Discount Rate	7% Discount Rate
State of Good Repair	Pavement Maintenance Savings	\$0.03	\$0.04
	Travel Time Savings	\$75.4	\$29.6
Economic Competitiveness	Vehicle Operating Cost Savings	\$ 28.7	\$12.6
	Impact on Small Neighboring Communities	Not monetized	Not monetized
Livability	Reductions in Air Emissions	\$0.7	\$0.5
Environmental Sustainability	Accident Reduction	\$ 5.2	\$ 3.0
Safety			
TOTAL BENEFIT ESTIMATES		\$109.9	\$45.7

The largest benefit from the Project comes from increased travel time savings, followed by reduced vehicle operating costs, fewer accidents and reduced emissions. Total expected congestion management benefits (travel time and vehicle operating cost savings) results are estimated to total \$42.2 million, discounted at 7 percent (these benefits total \$104.1 million

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when discounted at 3 percent). These travel time savings directly improve the livability for residents and workers along the corridor, and may lead to greater economic growth as the area becomes more attractive to businesses and residents than it otherwise would have been.

The safety benefits of the project are estimated to total \$3.0 million, discounted at 7 percent (and \$5.2 million when using a 3 percent discount rate). The interchange improvement is also expected to generate a slight net savings in pavement maintenance (approximately \$0.04 million at a 7 percent discount rate as congestion and travel distance improve. Reductions in emissions would generate another \$0.5 in benefits (discounted at 7 percent)

Additional economic impact will arise from jobs generated through 2016 in addition to those directly related to construction. These are assumed to be new, and not diverted workers from other employment options, due to the fact the region has significantly high unemployment.

The full project cost, independent of funding source, is used for comparison with total benefits. Costs are discounted to the present with the same real discount rate as benefits. The project schedule and the associated schedule of expenditures have been tracked to produce total discounted construction costs of \$27.6 million at a 7 percent discount rate (\$31.3 million at a 3 percent discount rate).

Results from Cost-Benefit Analysis produced **Benefit-Cost ratio of 1.66** when using a 7 percent discount rate. **Benefits will exceed the costs of the project before accounting for the portion of benefits from the new distribution and logistic center which would be attainable only upon completion of the interchange improvement project.** The net present value of the project over 30 years is \$18.1 million, and internal rate of return of is 10.22 %, all under a 7% discount rate. Results under both discount rates are presented below.

Table 13 | Summary of Benefit-Cost Analysis

Category	3% Discount Rate	7% Discount Rate
Total Discounted Benefits (\$ millions)	\$109.9	\$45.7
Total Discounted Costs (\$ millions)	\$31.3	\$27.6
Benefit / Cost Ratio	3.51	1.66
Net Present Value (\$ millions)	\$78.6	\$18.1
Internal Rate of Return (%)	10.22%	10.22%

A Cost-Benefit Analysis only presents those costs and benefits which can be measured and monetized. Particularly in an area such as livability, benefits are difficult to measure and should

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be assumed to be some number in addition to the total presented so that the true ratio of benefits to costs is higher than the reported figures. (For a detailed discussion of the methodology used please see the Benefit-Cost Appendix, link information provided on last page.)

There is some debate among economists regarding the inclusion of benefits of short-term job creation when calculating the financial metrics noted above. TIGER projects will occur during a time of great slack in the labor market, yet there is no guarantee that new jobs are a net benefit. Incorporation of this latter category of benefits will further increase the Benefit-Cost ratio.

IV. PROJECT READINESS AND NEPA

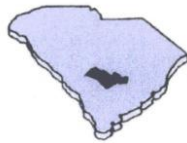
The South Carolina Department of Transportation (SCDOT) plans to submit the NEPA document for the entire project. Contingent on FHWA approval, advance right of way acquisition would start winter of 2012. Advancement of Regulatory Permits and design-build process development also would begin in the winter of 2012. Contingent upon receiving approval of federal grant funding, the advertisement of proposals can occur in the early spring of 2012 and the awarding of the design-build contract can occur in the summer of 2012. The design-build contract will stipulate finishing the right of way acquisition and construction by spring 2014.

The SCDOT Project Manager with responsibility for the NEPA document is Kevin L. Gantt.

The South Carolina Department of Transportation (SCDOT) will prepare and submit the required federal and state related environmental documents for the project. The Draft Environmental Assessment (EA) is nearing completion and scheduled to be submitted to FHWA in January 2012. All associated environmental studies for the EA as well as necessary resource agency coordination have been completed. SCDOT will also obtain the required storm water and land disturbance permits from the South Carolina Department of Health and Environmental Control. The project schedule calls for these actions to be completed by the summer of 2012.

The Project area has been reviewed for compliance with local zoning and land use ordinances and has received approval to proceed.

V. FEDERAL WAGE RATE CERTIFICATION



COUNTY ADMINISTRATOR
BILL CLARK

COUNTY OF ORANGEBURG

P.O. DRAWER 9000, ORANGEBURG, S.C. 29116-9000
TELEPHONE 803/533-1000
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COUNCIL MEMBERS
JOHNNIE WRIGHT, SR., CHM.
JANIE COOPER, VICE CHAIR
CLYDE B. LIVINGSTON
HEYWARD H. LIVINGSTON
WILLIE B. OWENS
JOHNNY RAVENELL
HARRY WIMBERLY

10. FEDERAL WAGE RATE CERTIFICATION

The County of Orangeburg, Orangeburg, South Carolina, does hereby certify that it will comply with Subchapter IV of Chapter 31 of Title 40 of the United States Code and that all applicable provisions of the Davis-Bacon and Related Acts will be met.



J. William Clark, County Administrator

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VI. LINKS TO SUPPORTING DOCUMENTATION AND OTHER RELEVANT INFORMATION

- [Economic Analysis Supplementary Documentation](#)
- [Operational Trends \(Present & Future\) in Trans-Pacific Container Shipping](#)
- [Southeast Asian Manufacturing Centroid Shift](#)
- [July 2009 Poverty Rate of Counties Within a 50 Mile Radius of I-26/I-95 Intersection](#)
- [July 2009 Unemployment Rate of Counties Within a 50 Mile Radius of I-26/I-95 Intersection](#)
- [Port of Charleston Intermodal Growth Potential](#)
- [Letter of Support from South Carolina Ports Authority](#)
- [Study and Preliminary Design of Infrastructure in the Vicinity of the Intersection of I-26 and I-95 in Orangeburg and Dorchester Counties](#)
- [Letter Regarding Sustained Commitment from Jafza Americas](#)
- [JAFZA LOGISTICS AND DISTRIBUTION PARK Design Traffic Technical Report](#)
- [Market Analysis for Jafza Logistics & Distribution Park](#)
- [SCDOT Statewide Transportation Improvement Plan](#)
- [Advanced Project Planning Report for Proposed Improvements to Interchange of US 301 at I-95 and US 301 Extension to SC 6](#)
- [Emirates Business 24|7 – “Jafza Americas to be part of \\$700m Project”](#)
- [The Charleston Post and Courier Article – “We’re Struggling”](#)
- [Letter of Support – Congressman Jim Clyburn](#)
- [Letter of Support – Senator Lindsey Graham](#)
- [Letter of Support – Congressman Bob Inglis](#)
- [Letter of Support – Congressman Joe Wilson](#)
- [Letter of Support – Congressman J. Gresham Barrett](#)
- [Letter of Support – Senator Jim DeMint](#)

VII. CHANGES FROM PRE-APPLICATION

Changes to Pre-Application Form

The pre-application requested TIGER funds for the first phase of the I-95/US 30 Interchange Improvement Project in which the extension of US 301 from I-95 ends at the Jafza Distribution Center driveway, leaving the connection to Route 6 for completion at a later date.

After further consideration, and noting that a significant portion on the non-commercial benefits of this project would come from local residents being able to utilize the Route 6/US 301 connection and the fact that this diversion of traffic would provide significant livability benefits to the community of Santee, Orangeburg County has returned to its original, full project scenario. With the full construction, costs and the requested TIGER funds are higher than in the pre-application.

- Total Project Costs -- \$26.0 million in pre-application; \$33.4 million in application.
- TIGER request – \$12.1 million in pre-application; \$19.6 million in application.

Comparison of Project’s TIGER I, TIGER II and TIGER III Applications

Project Element	Difference Between TIGER I and TIGER II Applications		Difference Between TIGER II and TIGER III Applications	
	Yes	No change	Yes	No change
Project Scope	No change		No change	
Project Cost	Yes	Decrease from \$37 million to \$33 million	No change	
Project Parties and/or Lead Applicant	Yes	Lead applicant changed from Orangeburg County, SC to the South Carolina Department of Transportation	Yes	Lead applicant changed back to Orangeburg County, SC
Project TIGER Request	Yes	Decrease from \$20 million to \$18.8 million	No change	Increase from \$18.8 million to \$19.6 million
Matching Funds	No change		No change	
Project Timing/Schedule	Yes	Schedule shifted later by one year	Yes	Schedule shifted later
Whether the project requests TIFIA Payment	No change		No change	
NEPA Status	No change		No change	
Whether or not the project is in an Economically Distressed Area	No change		No change	