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INTO CULTURAL CENTERS
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HEARING

BEFORE THE

SELECT SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SECOND CONGRESS

SECOND SESSION

ON

H.R. 9719

TO AMEND THE NATIONAL FOUNDATION ON THE ARTS AND
HUMANITIES ACT OF 1965 TO FURTHER CULTURAL ACTIVI-
TIES BY MAKING UNUSED RAILROAD PASSENGER DEPOTS
AVAILABLE TO COMMUNITIES FOR SUCH ACTIVITIES

HEARING HELD IN BALTIMORE, MD., AUGUST 4, 1972

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*



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TO MAKE USED RAILROAD DEPOTS INTO CULTURAL CENTERS

FRIDAY, AUGUST 4, 1972

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Baltimore, Md.

The subcommittee met at 9:20 a.m., pursuant to call, in the auditorium, Mount Royal Gallery, formerly the Baltimore & Ohio Mount Royal Station, 1400 Cathedral Street, Baltimore, Md., Hon. John Brademas (chairman of the subcommittee) presiding.

Present: Representatives Brademas, Thompson, and Hansen.

Also present: Representative Parren J. Mitchell.

Staff members present: Jack G. Duncan, counsel; James Harvey, assistant staff director; Gladys Walker, clerk; and Yvonne Franklin, minority legislative associate.

(The text of H.R. 9719 follows:)

[H.R. 9719, 92d Cong., first sess.]

A BILL To amend the National Foundation on the Arts and Humanities Act of 1965 to further cultural activities by making unused railroad passenger depots available to communities for such activities

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 14 of the National Foundation on the Arts and Humanities Act of 1965 is amended to read as follows:

"UTILIZATION OF UNUSED PASSENGER DEPOTS

"Sec. 14. (a) The Chairman of the National Endowment for the Arts (hereinafter referred to as the 'Chairman') shall plan, develop, and carry on a program under which the United States will acquire unused or underused passenger depots now owned by railroad companies in the United States and make them available to communities for cultural activities, such as libraries, musical and dramatic presentations, art exhibitions, adult education programs, providing facilities for meetings of community groups, and providing facilities for carrying on activities supported under Federal laws, including this Act.

"(b) In carrying out subsection (a), the Chairman shall provide for the making of surveys, from time to time, of existing railroad passenger depots in the United States with a view to determining those which are suitable for acquisition under this section, and the approximate acquisition cost thereof. On the basis of the information obtained from surveys, the Chairman shall determine which passenger depots should be acquired under this section, and shall assign a priority for acquisition to each such depot.

"(c) In assigning priorities under subsection (b), the Chairman shall take into consideration, among other things, the following:

"(1) The anticipated cost of the acquisition.

"(2) The suitability of the depot for the use to which it would be put.

"(3) The extent to which the depot is located in an area which is readily accessible.

"(4) The extent to which public transportation and parking areas are available.

"(5) The extent to which there are assurances that non-Federal financial support will be available for the activities to be carried on.

"(6) The extent to which the acquisition of the depot under this section will contribute to, and support, other federally supported programs and activities.

"(7) The extent to which the acquisition of the depot will enhance and preserve the architectural heritage of the United States.

"(8) The desirability of attaining an equitable distribution of the benefits of this section among the States.

"(9) The availability of other facilities in the community.

"(d) The Chairman shall, within the limits of appropriations made for that purpose, acquire by purchase the passenger station depots referred to in subsection (b), and, insofar as is consistent with the financial interests of the United States, in the order of priority which he has assigned them. When so acquired the Chairman may carry out such repairs, decorations, and minor remodeling as may be necessary to make it suitable for its new use.

"(e) A depot which has been acquired by the Chairman under this section may be leased to any State or political subdivision of a State for use for the purposes described in subsection (a). Such a lease may be for such duration as the Chairman may determine, and shall provide for the payment of such rental as the Chairman deems appropriate, but need not provide for the payment of any rental. Each such lease shall contain provisions necessary to assure that the depot will be used for purposes permitted by this section for the duration of the lease.

"(f) (1) The Chairman shall establish an advisory council to consult with him with respect to carrying out this section. The membership of such advisory council shall consist of representatives from railroad companies, the National Council on the Arts, the National Council on the Humanities, States and their political subdivisions, organizations and agencies using depots acquired under this section, and the public.

"(2) Members of the council shall, while attending meetings or conferences of the council or otherwise engaged in the business of the council, be entitled to receive compensation at a rate fixed by the Chairman but not exceeding the rate specified at the time of such service for grade GS-18 in section 5332 of title 5, United States Code, including traveltime, and while so serving on the business of the council away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5793 of title 5, United States Code, for persons employed intermittently in the Government service.

"(3) The Chairman is authorized to furnish to the council such technical assistance, and to make available to it such secretarial, clerical, and other assistance and such pertinent data available to him, as the council may require to carry out its functions.

"(g) There is hereby authorized to be appropriated for carrying out this section, the sum of \$1,000,000 for the fiscal year 1972, and such sums as may be necessary for each succeeding fiscal year."

Mr. BRADEMAs, The Select Subcommittee on Education of the Committee on Education and Labor of the House of Representatives will come to order for the purpose of considering H.R. 9719, a bill to amend the National Foundation for the Arts and Humanities Act of 1965 to enable the purchase of unused railroad depots for use as community cultural centers.

The Chairman would like to first take this opportunity to express the appreciation of the subcommittee members for the splendid cooperation we have received at the Maryland Institute College of Art. The president, Mr. Eugene Leake, and members of his staff have been of great assistance to our subcommittee in arranging this hearing in the Mount Royal Building here in Baltimore.

Let me also before proceeding further, with respect to the immediate purpose of this legislation, say how very pleased we are to have with

us, at least for a brief time this morning, our distinguished colleague in the House of Representatives who serves so effectively, the gentleman from Baltimore, Md., Congressman Parren Mitchell.

I will be glad to yield to Mr. Mitchell for any comments he would like to make at this time.

Mr. MITCHELL. I thank you for yielding. I am not a member of this subcommittee, but I wanted to take this opportunity to welcome the members of the committee to Baltimore. I think it is singularly appropriate that the members of this committee who distinguished themselves in terms of innovative and creative action in the Congress are in perhaps the most innovative and creative thing that we have done in Baltimore City—that is, this building; this institute.

We do a lot of good things in our city, but if I had to pull out one illustration of the most important creative ventures that we have undertaken in the field of art, I would certainly have to point to this institution. We do welcome you and I am certain that everything possible will be done to make your stay as pleasant as it can be.

Mr. BRADEMAs. Thank you very much, Mr. Mitchell.

Let me also take a moment before we hear from our witnesses, to point out that my good friend and distinguished colleague, the gentleman from New Jersey, Congressman Frank Thompson, the sponsor of the measure, led the way in 1965 to establish the National Foundation for the Arts and Humanities.

As you may recall, Congressman Thompson is also the principal sponsor in the House of the legislation which authorized the John F. Kennedy Memorial Center in Washington, D.C. The bill that we meet here to consider, stands in the view of the Chair, as further testimony to Congressman Thompson's concern with the vitality of the arts and humanities in this country, as well as giving testimony to his determination that America's cultural heritage be made available to all segments of our society.

Now the measure we are considering here today would enable the chairman of the National Endowment on the Arts to purchase unused railroad depots for use as local cultural centers in which plays, exhibits, recitals, and concerts could be available to the community as well as making possible the utilization of such facilities for educational purposes of other kinds.

The measure provides that after renovation, the centers would be available free, or at a nominal rental, for local purposes. The bill also provides that for the first year \$1 million be provided for a survey of existing depots, which would be feasible for these purposes, for some acquisitions.

We are meeting here today in an outstanding example of an old railroad depot that has been transformed, with a modest amount of money and a lot of ingenuity and imagination, into a useful center of cultural activity for the Baltimore community. This building which belongs now to the Maryland Institute College of Art was formerly, as you all know, the Mount Royal Station of the Baltimore & Ohio Railroad.

We are looking forward to hearing from officials of this institution to tell us how they brought about this transformation and how they have found it working.

Our witnesses this morning represent a cross section of the kinds of persons who not only are involved in respect to this particular place,

but, I dare say, would be likely to be representative of similar activities elsewhere in the Nation.

Our first witness will be Mr. Leake who will be accompanied by Richard Donkervoet of the architect firm of Cochran, Stephenson & Donkervoet.

Before I call on them, and before we hear the other witnesses, the Chair would like to yield to the gentleman from New Jersey, Mr. Thompson, who is the sponsor of this legislation, for any comment he would like to make.

Mr. THOMPSON. Thank you very much.

I am grateful to our colleague, Parren Mitchell, for being here and am delighted to be in this building. I am also deeply grateful to my colleagues, the chairman, Mr. Brademas, and Mr. Hansen.

I simply want to say that when I initiated this legislation a lot of people seemed really quite amused and didn't think there would be much interest in it. I have had an amazing response, particularly from architects, considering that it has been on the basis of a brief notice.

We have written to virtually hundreds of railroads and their executive offices and have gotten an amazing response. I have in the files a list of more than 200 available unused depots which the railroads have expressed not only a willingness, but in many cases an anxiety, to dispose of.

That is easy to understand in the light of the economics of the railway industry now, but also it is very heartening to know that in many instances the railroads have made available for community use many of their unused facilities. These depots are unique in architecture. Often they reflect the architecture of the communities in which they are located. In Newport, R.I., for instance, there was a magnificent old wooden structure which housed a hotel as well as a depot and it was the center to a large extent of social life.

There are innumerable instances of interesting architecture. The depots all have facilities such as baggage rooms and open space, toilet facilities, and each of them has a street or a road leading to it. The only reservations which have been expressed by some of the railroads relate to the proximity of the buildings to the rails and to the traffic on those rails. Fear has been expressed that unless the depots are properly protected, children or other people who will eventually use them might be injured. That is a very minor problem, in my view.

This bill calls for \$1 million in the first year. I doubt that much more than that sum could be used for facilities. The bill would also give the Chairman of the National Endowment the right to make the necessary arrangements to acquire the properties and then lease them back, so that in a very real sense it would be self-supporting.

I am looking forward very much to hearing the witnesses this morning. I thank my friend, the chairman, for his courtesy.

Mr. BRADEMAS. Thank you very much, Mr. Thompson.

Our first witness today will be Mr. Eugene Leake, accompanied by Mr. Donkervoet.

Gentlemen, would you like to come on over and have seats? Would you proceed, Mr. Leake, and make any statement you would like to make with Mr. Donkervoet, and then we will put questions to you.

STATEMENT OF EUGENE LEAKE, PRESIDENT, MARYLAND INSTITUTE COLLEGE OF ART; ACCOMPANIED BY RICHARD DONKERVOT, ARCHITECT, COCHRAN, STEPHENSON & DONKERVOT

Mr. LEAKE. First, as the representative of the host institution, I also would like to welcome this committee and say that they were the ones who were imaginative enough to request it.

I also want to congratulate, as I flew down from Maine and have had nothing to do with the arrangements, particularly, Sally Illif and Joan Netherwood, and the rest of the staff, for making this place look spectacular.

If you were to ask us why the purchase of the station was a good idea, we would say without dramatic overtones that, one, it was easier to raise funds for the renovation of the station than it would have been to raise funds for a new building, because of the tremendous response and enthusiasm for the building historically in this city, and two, the cost of the renovation and purchase, including the land and the air rights, was less than new construction would have cost at that time, or even now.

Although it is not their main purpose, some colleges and universities and art schools serve their communities as cultural centers. The purchase and renovation of the Mount Royal Station has strengthened this aspect of our operation. The building is existing in itself; it has a mood, a style, and a spirit of its own. Our schools seem to thrive in old buildings perhaps as most of them have not had funds to build new structures, but it is more likely that the quality of the space and the design of old buildings themselves add to the mood and to the effectiveness of a school of art for the young artists.

The Maryland Institute has been exceedingly fortunate in this respect to old buildings. Our newest building is in 1907. There is no doubt that the purchase of this building has helped this school and this college in many ways, not only from the spirit of its place and its effectiveness as an educational environment, but I would add that I think the reality of the city fondness for this building helped immeasurably with fundraising; the purchase of the station added our push for regional accreditation. We were unaccredited 10 years ago and I think that the Middle States Crediting Association was really impressed with the community backing we received to add and increase our facilities with the whys of this building.

We are indebted to the railroad, particularly to Messrs. Eisenhower and Garland, who were directors of the B. & O. for their backing of this project, and the mayor and the city council and Jarvis Langdon, who was president of the B. & O. and Bob Bankhaser, counsel for the B. & O. in the early stages who was helpful.

I am going back for a minute after the end of my little statement which won't last much longer, to cover the history of how the purchase came about, which I know is what you want, if you will forgive me for another minute.

I would like to say, what did we do that might help in similar size railroad stations renovated as cultural centers. Once, I think you will realize the doubling of the space here. We started out with 19,000

square feet and we ended up with 40,000. The use of the architectural features adds to the quality of the building that a new structure in today's market would not provide.

I would say that any new venture should be in the used railroad stations that they have nearby parking; and, as Congressman Brademas pointed out, if the City Planning Commission of the city of Baltimore drew a circle and said where should a culture center be, it would probably be right in this area, because of the transportation that already exists, the roadways that lead into this particular point.

The fact that there was a park surrounding the property has been a tremendous help to us; it has given us both privacy and an outdoor area we would not have had otherwise.

I must say that the city has been very helpful, the city park board in transferring certain parcels of land which we needed for the stairways coming down for the entrances.

I cannot pass the opportunity to particularly cite Jesse Slingeff who was chairman of the board at the time we first started talking about the purchase of the station. He is a lawyer, and he had great leadership ability in attracting support, and he also guided us with amazingly huge financial problems that were rather overpowering for an institution that really never did anything of this magnitude before.

I also want to thank Carlisle McClay who was the chairman of the board in 1961 when we first rented this station, because we were short of space.

We have been helped by the newspapers; really, by the entire city.

May I close this little statement with a review of downtown cultural center possibilities that have occurred to us which may be of some help to you in future planning. As you probably know, or would like to know, we had a seminar here sponsored with a grant from the Educational Facilities Lab of the Ford Foundation for a cultural center seminar to discover what mixture of institutions might produce action and interaction in the arts for the benefit of the community.

This was a two-way seminar. There is a report that is available for the committee if they would like it, but I just quickly will review some of the things we discussed as possibilities.

We discussed educational TV studios downtown rather than out in the country. This would give them an opportunity for more inner city programs and reports done directly on the spot rather than remote. Educational TV studios near this institution would now help us if we were able to use those studios because we have our own television program in addition to photography and film.

Also attending that conference were architects and city planners who thought that a small grade weight program in city planning here at an institution might be of great benefit in city planning.

We had the theater. We would like to have center stage someday near this particular Mount Royal area, if possible.

The symphony is already here, and we hope they don't leave. The Ballet Society participated in this conference, chamber of music societies and the dance groups. The downtown branch of Baltimore Museums discussed this as a possibility.

Exhibitions would be put on that would do certain things and answer certain needs that are not met perhaps at the main museum. We discussed possibilities of extensions of the Walters Gallery.

Having read last week of the summer program with the cloisters in New York and how children are experimenting with medieval programs in which you think they would have no interest—making armor et cetera—the possibilities of that sort of a program here in the inner city would be exotic. We have a marvelous library here which is open to the public, and it is a very highly specialized art library, but it does provide a need in the area.

A cultural center downtown is a great place for meetings and seminars of all sorts. The requests that come into the Maryland Institute for the use of this building are amazing in their diversity.

It could be a place for Saturday schools and for weekend schools and other such activities. It could be craft centers. It could be a place for special art events that cannot be put on sometimes in museums or necessarily even in their own gallery.

Now, back for a second to the history of purchase and then I would be glad to answer any questions, if possible.

The Maryland Institute entered a new phase of its development in the summer of 1961, and it immediately became apparent that we would need new space. It has been our idea that we were a European-type university where we would not have a walled or cloistered campus, but we would try to intermingle with the city. It immediately became apparent that this building was empty; the railroad service had stopped in 1961.

It was Carlisle McClay who called me up one day, chairman of the board, who said, "If you need new space, why don't you see what the B. & O. might do?" Well, we went to see the B. & O. in the summer of 1961 and made arrangements for renting the space for a dollar-a-year idea if we would maintain it.

Once we were in the building, and we stayed there for quite awhile on a rental basis, it became apparent to us and to the trustees that it had tremendous possibilities for purchase and renovation for our uses. We were lucky in the sense that we could rent first and try it out. I don't mean to imply that we were so brilliant in our imaginative concepts of new ideas. I think this happened in an almost laissez faire way by being quick enough and, I hope, bright enough to grab opportunities that presented themselves.

I think that it was our temerity rather than our sagaciousness that really brought this about. We dared do things that some people might have been more cautious about.

We entered a 3-year agreement in February 1963, but were already discussing long-range possibilities with the executives of the railroad.

In April 1964, Jesse Slingleff and I called on Jarvis Langdon who was president of the B. & O. and discussed plans for purchase in August 1964. Architectural plans were well underway.

May I add here that without the imaginative and sympathetic and hardworking architectural firm of Cochran, Stephenson & Donkervoet, who were assigned to this building, it could not have been done. Many of the designs were made quickly in the morning. It takes imagi-

nation, and it was not that well planned. Some of it happened because these spaces don't lend themselves to too definitive planning.

We actually purchased the building on September 21, 1964, and we have been in it since. All I can say is it has been one of the great strengths and assets of this institution.

Mr. BRADEMAS. Thank you very much, Mr. Leake.

Mr. Donkervoet, did you wish to make any statement?

Mr. DONKERVOET. Yes. I have been asked by Max O. Urbahn, president of the American Institute of Architects, to read for the record the following letter, and I have copies here for members afterward. This is addressed to the chairman of this committee:

Dear Mr. Chairman. On behalf of The American Institute of Architects, the national society for the architectural profession representing 24,000 licensed architects, I would like to express support for H.R. 9717, a bill to amend the National Foundation on the Arts and Humanities Act of 1965 to further cultural activities by making unused railroad passenger depots available to communities for such activities.

The concept of adaptive use, or architectural recycling, is rapidly gaining acceptance in this country as Americans recognize that the environment crisis extends beyond the problems of clean air and water, and as we recognize the need for continuity and preservation of our American heritage. The accumulation of the essence and style of other eras becomes an expressive element of our culture when incorporated through their architectural and urban forms into the mainstream of present day life.

H.R. 9719 demonstrates one of the many possibilities for architectural recycling. Railroad passenger depots, in many instances, are ideally located for conversion to community center use. They were planned, designed and built to be the central, dominant reference point in a nineteenth or twentieth century town or city, around which all other development, such as roads, buildings and open space systems, were conceived. Today they remain dominant visual urban gateways, having been built during an era when economy was subordinated to the concept of splendid, monumental buildings.

In addition to their central locations, ideal sites for community cultural activities, many railroad passenger depots contain grand spaces—vast interiors which are flexible and open to adaptation. Art galleries, theaters, museums, libraries, are but a few of the practical uses to which these landmarks of an earlier era could be converted.

Although H.R. 9719 limits the potential use of the depots to "cultural activities," it is the belief of The American Institute of Architects that such re-use need not be thus restricted. Various commercial activities can successfully sustain the life of an architecturally distinctive area.

A popular example is San Francisco's Ghiradelli Square, a thriving collection of shops and restaurants situated in a former chocolate factory.

However, it is important to realize that as transportation modes change, the need may again arise for large, centrally located facilities, such as depots which now stand partially empty and unused. Originally designed to accommodate masses of people, the depots are currently existing facilities which could be altered for different uses without adversely affecting their ability to be used as surface transportation terminals in the future.

If such buildings were again used for transportation depots, it is not inconceivable that other community uses, cultural or commercial, could be accommodated at the same time.

The removal of monumental structures, such as some of the larger railroad depots, would result in a visual void. Replacements on the same size and scale are not built in this day and age, with the exception of large office buildings, which in essence break space into small compartments. Replacing the depot with a park would not fill the void.

The third alternative is costly and usually haphazard small private development, which would fill what was once a unified space with a jumble of unrelated structures.

We would like to recommend one amendment to the bill:

"Sec. 14(f) (1) The Chairman shall establish an advisory council to consult with him with respect to carrying out this section. The membership of such ad-

visory council shall consist of representatives from railroad companies, the National Council on the Arts, the National Council on the Humanities, States and their political subdivisions, organizations and agencies using depots acquired under this section, *the architectural profession*, and the public."

The addition of a qualified architect to the Advisory Council would be of benefit to the Chairman in determining the architectural significance of the railroad depots under consideration and would provide guidance concerning the appropriate restoration and renovation requirements for the facility's new role.

The growth and development of America is largely reflected in our railroad depots. In 1875 the observation was made in *Building News* that "railway termini and hotels are to the nineteenth century what monasteries and cathedrals were to the thirteenth century."

In addition, such buildings are often the work of America's greatest architects and are considered by many to be works of art. They are examples of what the late Carroll L. V. Meeks, Yale professor of architecture and art history, called "picturesque eclecticism," a creation of the English-speaking world which characterized two centuries of architectural design—a collection of the best and most expressive styles resulting in a rich variety of intricate and unmonotonous buildings. They contain what Lewis Mumford, noted architectural critic and historian calls "the sense of spaciousness and aristocratic ease, the extra needed to sustain the spirit."

Conversion of these buildings, large or small, for community activities would contribute to the enhancement of our sense of American heritage, as well as the quality of community life. The American Institute of Architects is pleased to endorse this legislation and urges the committee to approve the measure with the suggested amendment. Sincerely, Max O. Urbahn, FAIA, President.

I would just add a few personal remarks. This building is perhaps one of the better examples of what Mr. Urbahn refers to—it is impressive, it is centrally located, it was solidly built in a grand manner, it is a focal point for the city of Baltimore, and the community benefits greatly by its presence, and it would suffer severely by its removal.

It certainly represents the aspirations of those men of the 19th century who worked so hard to create what was to become the industrialized expansion of the country, and it is on the basis of the efforts of these people that we are where we are today and we have buildings like this.

One does not build structures like this today. You have heard the history of the recycling process in this instance. I think the most critical event from an architectural point of view occurred on the lawn in front of the building on a very warm spring morning. Mr. Slingleff, Mr. Leake, and Mr. Robert Berger of the Cogswell Construction Co.—Mr. Cogswell had been a member of the board for many years—and I were present.

We met on the lawn for about 2 hours and formulated the design and construction team, and it is this team, supported by many, many other people, that worked out all the details from beginning to end.

Mr. Slingleff told us how much we could spend, Mr. Leake told us what we needed, and Mr. Berger and I just sort of were overwhelmed by the magnitude of the problem, but received from them an enthusiasm that allowed us to proceed with the building.

This team was supported by all segments of the community and, as has been indicated, the results ultimately proved to be very successful.

It is my firm conviction that this is a prototype for what can be accomplished in many segments of the country. One element that has to be taken into consideration, though, in addition to having community support for the conversion of the structure, is that mechanisms have to be established to assure that the activities that are carried out in the

structure are also supported with the same broadbase community involvement as the conversion process itself.

I obviously support this legislation, and I thank you for your time.

Mr. BRADEMAS. Thank you, Mr. Donkervoet.

Mr. Leake, we will begin the questioning with Mr. Thompson.

Mr. THOMPSON. First, I would like to thank both of you gentlemen. Obviously both of you have given a lot of yourselves to this. You must be awfully proud, because it is a magnificent facility. It is unique in its own architecture, but it is not unique in that it is typical of almost innumerable such facilities which are available.

Mr. Brademas' interest was heightened when I showed him a list from just one railroad, the Penn Central, in which there are five available depots in his district. I find only a couple in mine, but looking over the list that I have now, the C. & O. and the B. & O. say they have 41 facilities available. The Erie & Lackawanna has about the same number.

Penn Central lists over a hundred just for starters.

With respect to the letter which was read from The AIA, I am particularly gratified to see it and certainly will suggest to the chairman that consideration be given to the amendment which is suggested. In a sense, the composition of the board of the National Endowment is such that architecture is represented as is landscape architecture and other groups.

However, it might be extremely useful if this amendment were added. I think we are all better off for having more people involved and interested in such an undertaking.

So, with that, and my deep gratitude to you for your hospitality here in this beautiful place, and my congratulations to you for your part in bringing it about, I have no further questions or comment.

Mr. BRADEMAS. Mr. Hansen?

Mr. HANSEN. Mr. Chairman, I would add my congratulations to the Maryland Institute and the Baltimore & Ohio Railroad for its imagination and cooperation in demonstrating what can be done with a depot such as this.

Listening to testimony and looking through your notes, it occurs to me that there might be a benefit that could be produced on this kind of endeavor potentially more far reaching than the obvious and more immediate benefits.

I would like to make an observation and ask for your comment: First the history of our communities in so many cases has been one of development around the railroad station, and inevitably in many of our communities as we move to the suburbs and our central cities decline and decay, often the railroad station is in the center of that area of decay.

It seems to me that there is at least the possibility that the acquisition and renovation of railroad stations for a cultural purpose such as this one could be the spark in many communities to reverse that trend and help to restore and renew the neighborhood and demonstrate what can be done to salvage and make more useful and creative our central cities.

Do you see this as one of the real potential benefits of a program envisioned by the legislation before us?

Mr. LEAKE. Yes; I do. May I also add that when we used the development of the culture center, I perhaps would add the words "and educational." This is an educational institution and indirectly we are a cultural center, but our main purpose is to serve the students here, and I think that is a great service in itself to the city.

It is possible that in the use of railroad stations across the country that there may be educational institutions nearby that are better users of that space than a conglomerate. I don't know. Here it has worked very well. It is up to the community.

I have no doubt in the world that the use of this station has helped downtown Baltimore in many, many ways, and I think we are just in the way of starting what we can do in the future as an educational institution with a strong cultural program.

I feel, as I said in the back of these notes, that there was a great deal of vandalism and even crime at this site during the vacant time, and once crime started, even when we moved in, it still was around us. There was a rape in the tunnel and there was one man found dead here, probably murdered on the track, and so forth. That has all—knock on wood—almost completely disappeared. Now that we are here and it is being used almost 24 hours a day, the vandalism and crime has been almost zero.

Mr. DONKERVOET. I would agree and endorse the position, or the posture, that there is a revitalizing energy in the process as a result of this kind of activity.

In Baltimore itself, the area to the north of this station was in the same state of decline as this area itself was, and, whether concurrent with or slightly before, has been restored to a viable inner city residential community of middle- and upper-middle-class residents who use this facility and are no longer frightened of getting from their homes to the center city by passing through what would be a void if this activity was not there.

I think further that because we are contiguous to a transportation system that hopefully some day will become reenergized for that purpose.

These tracks are still active. They are still used. The fear of public liability has not come about, there has not been one incident of the trains and the public coming in conflict one with another. Yet the tracks could still be used as public conveyance and the area used as a depot for mass transit passengers, without interrupting the activity of the institution or creating a liability for the institution.

Unfortunately, in Baltimore, the master plan for mass transit does not include the using of this facility, but I think, with a little more foresight on the part of planners in other areas, it could well happen that way.

Once you bring people from suburban areas into the area, that area automatically begins to revitalize itself.

Mr. HANSEN. I will just make one final observation. A suggestion to my colleague, Mr. Thompson, whose leadership has brought this legislation to us, and to our chairman, that we might consider broadening the scope of the survey somewhat to examine the potential in terms of impetus for renewal and renovation of the inner city through the implementation of this legislation.

I have no further questions, Mr. Chairman.

Mr. BRADEMÁS. Let me put a few questions to you, gentlemen.

What are the major headaches that you have experienced in bringing about this transformation, which you think represent caveats to community leaders elsewhere, that they ought to take into account?

Mr. LEAKE. As far as the Maryland Institute is concerned, I think that one of the problems has been the possible threat of expressway systems through here. There is sometimes a lack of communication or in planning in the city and this was a gray forgotten area of urban renewal, it was not under urban renewal.

I think they thought it belonged to the B. & O., and it was going to sit here. I don't know what they thought was going to happen to this, but they left it alone.

When we finally had it put in the preservation district, which in a way is going to protect it in one sense, we guaranteed to the railroad we would not destroy its architect.

When we brought this to the attention of the city planning department and others we have had a sympathetic ear, but there is still a possibility that this place could be almost ruined by poor highway planning and traffic patterns.

Mr. BRADEMÁS. You are a nonprofit private institution; is that correct?

Mr. LEAKE. Yes.

Mr. BRADEMÁS. Do you get money or services from State or local authorities; that is, public authorities?

Mr. LEAKE. Scholarshipwise the Maryland Institute gets a lot from the city and from the State of Maryland and now as a private institution in Maryland we receive a direct grant from the State as do all the other private colleges, which has helped immeasurably.

We could have had money under title III of the HEW in 1963 for facilities, but the planning of this was so involved and it took so long that the delay there was so bad that we figured we had to move faster, so we gave up the idea of a Government grant, partial or otherwise, and went ahead and raised our own funds.

Mr. BRADEMÁS. You are an accredited degree granting institution at the baccalaureate level; is that not correct?

Mr. LEAKE. And masters.

Mr. BRADEMÁS. Therefore you do qualify for a whole range of Federal assistance to colleges and universities, as do the students who attend this institution?

Mr. LEAKE. Obviously we get a great deal of help from the Federal Government for a small college with a thousand students and that is quite generous. Forty-three percent are receiving aid. We also as a developing institution have a grant under the Union of Independent Colleges of Art, which we are one of the eight members from coast to coast, the first national consortium supported by HEW. This has strengthened us.

We need more space and we are still renting space. I am not sure that rental space is not the best answer now to financially insecure institutions, and I would put all private institutions in that category.

We are in the black and very healthy because among other things we have not gotten into dormitories and cafeterias, but I think that

we eventually will need more facilities, and the problem of designing them on this site are quite difficult.

I think when the time comes, that Federal and State aid is certainly a possibility.

Mr. BRADEMAS. I was struck in your prepared statement, Mr. Leake, by your observation, which I would at least take as one warning to other communities, that in retrospect it seems to have been both lucky and wise not to try to proceed with the expensive buildings which you had originally contemplated. As you point out, the Carnegie Commission warned that the reason a number of small colleges are in trouble is that they built much too expensively in the sixties.

I would conclude that very careful planning involving other aspects of the segments of the community is essential if one is going to maximize at minimum cost the utilization of these depots, is that not correct?

Mr. LEAKE. Absolutely.

Mr. BRADEMAS. Let me ask you, what was the cost of renovating the depot, the overall cost of renovating it in order to be able to utilize it as you are now using it?

I am not now asking about operating costs.

Mr. DONKERVOT. \$630,000 was the final total construction cost, plus fees and the cost of the land.

Mr. BRADEMAS. About \$700,000?

Mr. DONKERVOT. About that, yes, sir. It works out to about less than \$20 a square foot which in the 1966 market was essentially 50 percent of what you could have built new space for.

I will just make two detailed comments. What do you look out for? I think one from an architectural point of view, the using agency has to recognize that the facilities are adaptable only so far, that you have to sort of work the program with the existing building. In this case we were very fortunate, but in other cases it might be more difficult.

Second, this is the old bugaboo we always run across, the building code has to be a part of the sort of cooperating team and concessions to the written codes may have to be made in order to put buildings like this into use.

As a private assembly building with a wood roof and all kinds of other construction deficiencies, it does not conform, but with their cooperation, we think it is as secure a building from a public safety point of view as any there are.

Mr. BRADEMAS. The reason I ask that question is it seems to me one of the things that would be required, if we wrote this into law, would be, at the outset, for the Advisory Council to draw up a list of possible problems for communities that have not been through the mill on this.

I just would ask you one other question. If the cost was \$680,000 to renovate the depot for its present use, where did you get the money?

Mr. LEAKE. Well, I congratulate the chairman of the board, Jesse Slingeff at that time, for his boldness. We had never done any fund raising and we had no capital and practically no endowment but the trustees' pledges at first, and then we went to the community and raised it. We raised \$950,000.

The purchase of the land and the renovation were not in debt. We have a mortgage of \$300,000 on the building, due to the fact that the

cost of the campaign and the time of the final installment was due to the P. B. & O. all of the pledges had not been received, so we actually borrowed money in lieu of the pledges still receivable.

Mr. BRADEMAs. What did you pay to the railroad itself?

Mr. LEAKE. \$250,000 and that included 3.79 acres of land including about 1 acre of air rights. There is an acre of banks back here. There is about an acre of air rights and then the rest is this parking lot and the land on which the parking lot is.

The banks are owned by the city and they are maintained by the department of parks.

Mr. BRADEMAs. Just one final question. Do you have any relationship here in your programs with the public school system of Baltimore?

Mr. LEAKE. No, not directly.

Mr. BRADEMAs. Any other questions?

Mr. DONKERVOET. May I make one final comment?

Mr. BRADEMAs. Yes.

Mr. DONKERVOET. This does not deal with this legislation, but I think it would be in order to suggest that the committee, and Mr. Thompson having lead this legislation for many years, consider perhaps for next year other monumental structures throughout the country that are in jeopardy of being destroyed.

The largest percentage of those are already in the hands of the Federal or local government, and many of them are truly significant structures.

Mr. THOMPSON. I rather thoroughly agree. Over the years on an individual basis, I am proud to have taken part in the saving of a number of them: the Patent Office Building in Washington, which now houses the National Portrait Gallery; the Customs House in Charleston; the Decatur House in Washington, which was to be torn down for an executive parking lot; the old War, State and Navy Building, which is now called the Executive Office Building.

There are almost innumerable examples.

I am constrained to agree that working with a national historic trust and others, that thought should be given to saving other monumental buildings.

Then there are always, of course, some you would like to see torn down, like the brand new Rayburn Building in which my office is located.

Mr. DONKERVOET. Amen.

Mr. BRADEMAs. If my colleague will yield, maybe I am rather sensitive on this point, as I know he is. I hope you won't think it rude if I say this, Mr. Donkervoet, but the longer I sit in Washington, and the more I see the buildings that go up, the more I trust the taste of the politicians more than I do the architects, as long as there are politicians like Mr. Thompson.

Mr. THOMPSON. I remember during the course of the construction of the Rayburn Building about which I had ranted—so much so that on the day I moved in, Walter Cronkite called me and he said, "I am going to bring my cameras over there and ask you why you moved into that building, of which you are so critical."

Fortunately, I had 5 minutes or so to think, and my answer was that I moved in it so that I didn't have to look at it from the outside.

Mr. BRADEMAs. Thank you very much, gentlemen. You have been very helpful.

Next is Mr. John W. Hanifin, vice president, executive department, C. & O. and B. & O. Railroad. We are very pleased to have you with us. Why don't you go ahead with your statement.

STATEMENT OF JOHN W. HANIFIN, VICE PRESIDENT, EXECUTIVE DEPARTMENT, CHESAPEAKE & OHIO/BALTIMORE & OHIO RAILROADS

Mr. HANIFIN. My name is John Hanifin and I'd like to thank you for the opportunity to be here in support of House bill 9719. At the present time I am vice president, executive department of the Baltimore & Ohio and Chesapeake & Ohio Railroads, and generally I oversee these companies' major real estate development projects.

I understand that bill 9719, will permit the United States to acquire unused passenger depots from railroads by purchase. The station buildings would then be made available to communities for cultural activities.

To the extent that this bill provides that these structures are to be acquired from railroads for fair market value and on a wholly voluntary basis, the B. & O. and C. & O. give this bill their hearty support and urge your subcommittee to do everything they can to secure its passage. The present wording of the bill is acceptable to us.

I think that there are two points which I want to make clear in support of the bill. The first is that we believe this legislation will serve a very real need in the communities where stations could be acquired.

The second is that the draft bill is wisely drawn so as to provide the carriers with fair compensation.

We on the B. & O. and C. & O. believe that many of our stations can be of real value to the community when used for cultural purposes. Of course, the leading example on the B. & O., and perhaps in the whole country, is the famous Mount Royal Station where we are now sitting. The Maryland Institute has been able to preserve this architecturally notable building and thus make a real contribution to the city of Baltimore.

Perhaps less often thought of as a depot but equally well known to the public is the B. & O.'s Mount Clare Station. At our own expense, we have converted this building into a museum of B. & O. and C. & O. Railroad history. Located in southwestern Baltimore, this station was built in 1830, and is the oldest surviving in the land.

I am confident that there are many other former passenger stations on our system and on other railroads which could become similarly useful to their communities if H.R. 9719 is enacted. Because villages often grew up around the railroads, most depots are centrally located and many are the oldest and most interesting structures in their communities.

Indeed, one member of our real estate department described some of the buildings on the older parts of the B. & O. as "built like forts," and of very original design. I don't think it takes much imagination to envision the uses to which these buildings might be put. Boy Scouts, libraries, museums, and schools could all be accommodated, particularly

in those buildings which have waiting rooms that could be used for meeting purposes.

I do not mean to suggest that there are not problems to be overcome. Some stations are too small or too old to be of any use to their communities. Others are needed by the railroad for nonpassenger purposes, or the land is needed for railroad use or commercial development. In still other cases, there are safety or mortgage problems which would make it impossible for us to carry out a sale.

But there are many properties where these problems could be solved and which the railroads could offer for sale.

Our vice president has supplied Congressman Thompson with a list of 41 stations on our lines which could become candidates for conversion to community use if the problems I've just mentioned don't prove overwhelming. Doubtless there are hundreds of others on other railroads throughout the country. These stations are well built and centrally located. Where the sale would not interfere with railroad purposes, they could often prove invaluable assets to their community. We feel very strongly that there is a real need for this legislation.

The second point that I want to make is that it is important that the railroads be given fair compensation for those stations which are to be sold. This, as we understand it, is the present intent of H.R. 9719.

On the B. & O. and C. & O. we have been as generous as possible to the many communities which we serve. But the time when most railroads, including ours, can make substantial gifts of real estate to the community is long gone. Certainly we cannot afford to make outright grants of valuable property on the scale necessary to accomplish the purposes of your bill. That is why we believe that fair compensation, as provided by the bill, is so important.

You gentlemen, of course, have wisely avoided tackling the problem of "what is a fair value for an unused station" in the draft bill. I should say just a few words about "value," however, because that one word, "value," is what determines whether a particular station property could—or should—properly be devoted to community use.

As you probably know, the typical unused passenger station is located on prime business property in the center of town. While the station building is often of considerable architectural merit, it is the land which is most important to a developer. This means that the largest and most important part of the value of a station is the prime commercial land upon which it is built.

And I might go on to point out that it is not just land under stations which is important, but adjacent land as well. There are occasions where community use of a depot could seriously interfere with our efforts to make the best use of nearby properties. Obviously, in such situations it would be wasteful and economically damaging for the railroads to part with their stations without considering the value of the surroundings.

I've been talking about "value" at some length because it is so important to us. Let me explain briefly two technical matters which make it unusually difficult for the railroads to make gifts of land and which show why we must receive a fair price for stations which are disposed of.

First of all is the fact that most railroad stations are subject to a mortgage. If the railroad transfers a station, the mortgage trustee

usually requires that the railroad deposit as additional security a sum equal to the fair market value of the property transferred.

Our mortgage trustees have always been stern disciplinarians, but now they've had their backs stiffened even more by the Penn Central reorganization. This can mean that transfers of property simply cannot take place unless they produce enough funds to satisfy the mortgage requirements.

The second difference between railroads and other corporations involves taxes. For most other corporations a gift of property can be subtracted from the corporation's net for income-tax purposes. This would result in a substantial tax saving. But many railroads are in such sorry economic shape that they have no taxable income. Most of the railroads in Congressman Thompson's State of New Jersey are in reorganization. Obviously gifts produce no tax savings to them and sales at fair market value are absolutely necessary.

Other railroads cling to solvency and are able to improve their rail plant only by means of the income generated from sales of surplus real estate such as passenger-station property. Indeed the whole railroad industry is in such a state that it cannot part with valuable property for less than what it is worth.

In summary, I am most enthusiastic about the proposed legislation. I think that it provides a real opportunity for communities to preserve their architectural heritage and to obtain much needed cultural centers. At the same time, the bill provides fair treatment in the form of fair compensation for the hard-pressed railroad industry.

I've very much enjoyed being here today and I'm grateful for this opportunity to testify. If you have any questions, I'll be very glad to try to answer them.

Mr. BRADEMAS. Thank you very much. Mr. Hanifin. We will begin the questioning with Mr. Thompson.

Mr. THOMPSON. Mr. Hanifin, I thank you very much for your statement and I would like to express my gratitude for your company for their cooperation. They replied very promptly and were kind enough to send me a list of 41 properties available. Obviously when the bill was designed it was evident to me that the only approach to this would be to give fair compensation. I was unable to define "fair compensation" and I doubt that I could now, because the economics of the railway industry have baffled me for years.

You are quite right that railroads in New Jersey are bankrupt. As a matter of fact, the State is on the verge of bankruptcy as well, not to mention certain individuals and representatives from that State.

Now, I think on an individual basis if this were to become law, the chairman of the endowment and her committee or such others as would be responsible for acquisition would look at properties with a view to what their actual value is. We would hope to the extent possible that railways would make some sacrifice in urban areas, and particularly in New Jersey, the most urban of all of the States.

The roads have helped themselves considerably by selling or leasing their air rights and commercial properties can develop on them.

That is about to be done in my hometown of Trenton which had a station which no architect would want to save. As a matter of fact, all during my life I found it painful to walk into that one. That was not done by one of our outstanding architects.

The points that you make I am sure would be echoed by other railway executives and certainly deserve careful consideration.

Thank you very much.

Mr. HANIFIN. Might I add just one observation, Congressman? You indicated that you had some difficulty in formulating a definition of "value." I, too, would have some difficulty, because there are a multitude of considerations that go into that. Railroads try to be good citizens in the communities where they operate. Anything we can do to enhance their cultural, educational, or any other legitimate activities, we certainly would participate in. But I would say this to you: "value" is something no lower than what the trustee of the mortgage says that we must put up. So, while I would not suggest that that be written into the legislation, it is a reality of life that we as railroads must face.

Mr. THOMPSON. I realize that. I have known several trustees. I went fishing with one one time and he got so frightened that his water turned to blood.

Mr. BRADEMAS. Mr. Hansen?

Mr. HANSEN. Mr. Chairman, let me ask Mr. Hanifin on this question of fair value, how is the \$250,000 arrived at as a fair value for this property?

Mr. HANIFIN. That, sir, is a question I cannot answer.

I possibly could have it researched and apprise you of it. I will say this though: Let me explain this. The affiliation of B. & O. and C. & O. is of recent origin and this activity took place when I had no real affiliation with the Baltimore and Ohio. But I do understand that \$250,000 represented only one-third of what the appraised value of the property was at that time.

I believe that this generally conceded by the community although as we all know, appraisers vary in their opinions as to what anything is worth. But, if you wish, I will certainly be glad to give you a written history of that.

Mr. HANSEN. Let me make one further observation as a suggestion to the railroads and I hope to others that may have something to do with implementation of this legislation if it is approved.

Your testimony about the use of the B. & O. Mount Clare Station prompts this suggestion. You mentioned that this has been converted into the place where the history of the C. & O. and the B. & O. railroad is preserved.

Mr. HANIFIN. Yes.

Mr. HANSEN. Now there is probably no industry in the Nation that has had a greater impact on the growth and development of our country than the railroad industry—it is a part of our culture, it is part of our heritage, it is part of our history. I would hope as railroad stations are acquired and devoted to museums, educational institutions and cultural centers that through the initiative perhaps and cooperation of the railroad industry, parts of those places would be used to preserve something of the history of railroads in our country.

I find a great deal of romance, a great deal of fascination in railroads, railroad trains, the whole evolution of this industry. I can see as stations are converted that there is an opportunity for us to lose

part of that while at the same time an opportunity for us to preserve part of this history for others who see and to study and to learn from.

So, I would hope that this might be one of the uses to which these converted stations might be put.

Mr. HANIFIN. I would certainly agree with the Congressman. If you have not had an opportunity and on any occasion that would be at your convenience, we would be delighted to give you a conducted tour through the museum. I think the amount of memorabilia that is contained in the Mount Clare Station of the B. & O. would surprise you greatly.

Mr. BRADEMAs. Mr. Hanifin, I think you remarked, in your response to Mr. Hansen's question, that you would be glad to make available for the record the manner in which you determined the fair market value for the Mount Royal Station.

Mr. HANIFIN. Yes.

Mr. BRADEMAs. I know that we would be grateful for that information.

Mr. HANIFIN. Fine. We will supply it, sir.

THE C. & O./B. & O. RAILROADS,
Cleveland, Ohio, August 8, 1972.

HON. ORVAL HANSEN,
House of Representatives, Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN HANSEN: At the hearings on H.R. 9719 which were held in Baltimore on August 4, you asked how the sale price for Mt. Royal Station was determined.

As you know, the final figure agreed upon between Maryland Institute and B. & O. was \$250,000. This sum was arrived at after extensive negotiation between the parties and after the Institute represented the B. & O.'s earlier offers to sell at or near appraised value (\$835,400) were beyond the Institute's means and would make the transaction impossible.

There were really three reasons why B. & O. agreed to accept a lower sum. First of all was the conviction of B. & O. that the longrun community interests of the railroad and Baltimore City would be better served by preservation of the station than by its replacement with a modern structure. Next, because the station was surrounded by city-owned park land, there could have been problems in quickly finding a buyer other than the Institute. Third, the trustees of the mortgages covering the station could be satisfied because in that particular case there were unpledged assets available which could be added to the mortgaged property to make up the difference between the sale price and fair market value. This last situation is not unique, but neither is it universal. As I mentioned in my testimony, for many railroad mortgages there are no such unpledged assets available and sale at fair market value becomes the only alternative.

I hope that this information serves your needs. Please let me know if I can be of further assistance.

Sincerely,

JOHN HANIFIN.

PARKER W. FRAMES & Co.
Baltimore, Md., August 5, 1964.

THE BALTIMORE & OHIO RAILROAD Co.,
B. & O. Building,
Baltimore, Md.

(Attention: Mr. E. E. Phipps).

GENTLEMEN: In accordance with your request, we have examined the parcel of your property which includes Mt. Royal Station, and submit herewith our report of inspection and appraisal of the present day fair market value of the property which includes air rights only over the two main tracks through the station.

Location—General:

Northern central section of Baltimore ;
 13 blocks north of Baltimore Street ;
 2 blocks west of Charles Street ;
 3 blocks from access to Jones Falls Expressway ;
 about 1 mile from center of city.

Zoning.—First Commercial Use.

Character of Neighborhood:

To west—Redevelopment Area No. 12 with : State Office Buildings ; Baltimore Life Insurance Co. ; Sutton Place Apartment House ; National Cash Register Co. ; and unimproved sites.

To north.—Residential property mostly of older row house type with scattered commercial and industrial uses along railroads.

To east.—Mostly commercial development of automotive lines, hotels, etc.

To south.—Mostly commercial with residential interspersed.

Neighboring Businesses:

AAA Headquarters, parking lots, automobile dealers, Lyric Theatre, restaurants, Area No. 12, Maryland Institute, Goodyear Tire & Rubber Co., Burke-Savage Tire Corp. and many others.

Trend of Neighborhood:

Generally should improve : close to main highways ; proposed connection from Jones Falls Expressway to East-West Expressway ; development of Area No. 12.

Transportation:

Transit Company bus passes on three sides of property.

Utilities:

All in streets surrounding property ; present storm water sewers from property extend southerly through tunnel ; railsiding now in property.

Lot:

Address.—1400 Cathedral Street.

Frontages: Cathedral Street, 103 feet ; Mt. Royal Avenue, 56 feet ; Dolphin Street, 157 feet ; Brevard Street (Now Park Ave.), 207 feet±.

Area.—Air rights, 0.92 acres ; driveway, 0.50 acres ; net usable area, 2.374 acres ; for a total of 3.794 acres.

Air rights are usable only higher than 22 feet minimum above the present top of rail of the tracks.

Topography.—Major portion level and about 30 feet below surrounding streets ; area west of train shed is a slope upward ; major area served by driveway from Cathedral Street : driveway does not conform to deed location—will require city agreement ; slopes up to grades of streets are owned by City Park Dept.

Improvements:

2½ story stone railroad station with tower ;

A steel and wood train shed ;

Brick paving for driveways and parking.

Station

Ground Floor.—52' x 240' = 12,500 sq. ft.

Contains waiting room with ticket office—high ceiling.

At north end—Baggage room and women's rest rooms.

At south end—Office, news stand and men's rest rooms.

Terrazzo floor except baggage room and office are wood.

Lighting is incandescent.

2nd Floor.—5,600 sq. ft.

Former offices with metal ceilings, linoleum or tile floors, incandescent lights.

Attic.—Former storage area and rough office space.

Basement.—1,600 sq. ft.

Oil-fired steam boilers.

Gas-fired hot water heater.

Electrical panels.

Note.—Passenger service to this station was discontinued on July 1, 1961 and station has since been boarded up.

Train Shed.—75'x480'=36,000 sq. ft.

1 story steel frame and wood deck; steel fence along easterly row columns; concrete paving except around two tracks which will remain; sheds over concrete walkways around building are of wood deck on steel beams and columns.

Driveways.—Paved with brick at front of building and extending to Cathedral Street.

Assessment.—Although property used for railroad purposes is not taxed as individual parcels, the tax assessment indicates a total assessment of—\$151,820.

Definition of "fair market value".—The highest price estimated in terms of money which a property will bring if exposed for sale in the open market by a seller who is willing but not obligated to sell, allowing a reasonable time to find a buyer who is willing but not obligated to buy, both parties having full knowledge of all of the uses to which it is adapted and for which it is capable of being used.

Highest and best use.—From our consideration and study of the subject property, it is our opinion that the "Highest and Best Use" would be of a commercial type such as:

A motor hotel; a drive-in retail outlet; an office building; a large wholesale distributor; a merchandise mart; institutional use; transportation complex (such as bus and/or rapid transit terminal).

Such an operation would require removal of present buildings and could be constructed to have the main floor at the grade of the surrounding streets with a deck over the railroad tracks and the present ground level of the station used primarily for loading, unloading and services.

It is our opinion that the high-rise apartment and office building market is saturated at this time. The only office building type of use which we feel would consider this location would be a type of single use such as home or regional office of an insurance company, commercial or industrial firm or government agency.

Valuation: In arriving at our value for this property, we have considered it for its highest and best use which would remove the present station and utilize the air rights over the tracks.

We feel it is logical to assume that the city park area, surrounding this property, will always remain a city park, since the Park Board has a policy of refusing to allow park land to be used for other purposes. Any purchaser of this property would have the advantage of the landscaping around it without any cost.

We feel that the general area is in the process of improving due to the following developments:

1. Area No. 12 redevelopment.
2. Jones Falls Expressway.
3. The proposed Mt. Royal Redevelopment area recently advertised.
4. Proposed expressway connection between Jones Falls Expressway and East-West Expressway.
5. The main streets surrounding the property.

We feel that the continuation of the operation of railroad freight trains through the lower level of the property is a disadvantage to most of the likely users for the property, with the exception of those few that require rail service, such as a merchandise mart or a large distributor.

We have read the newspaper account of June 21, 1964 of a Philadelphia planner recommending that Mt. Royal Station be acquired by Maryland Institute for its campus. Although this use may be a possibility, we question the feasibility of expanding the present structure with a new addition that would be compatible architecturally and practical economically.

We have considered the location, the facilities, zoning, access, topography, the age, type and condition of the present improvements, the fact that freight trains will continue to operate over the two main tracks, as well as sales and offerings of other properties for comparison.

We estimate the present day fair market value of this property to be as follows:

Land—in fee—2.874 acres, \$600,200.
Air rights over tracks—0.920 acres, \$100,200.
Totals—3.794 acres, \$700,400.

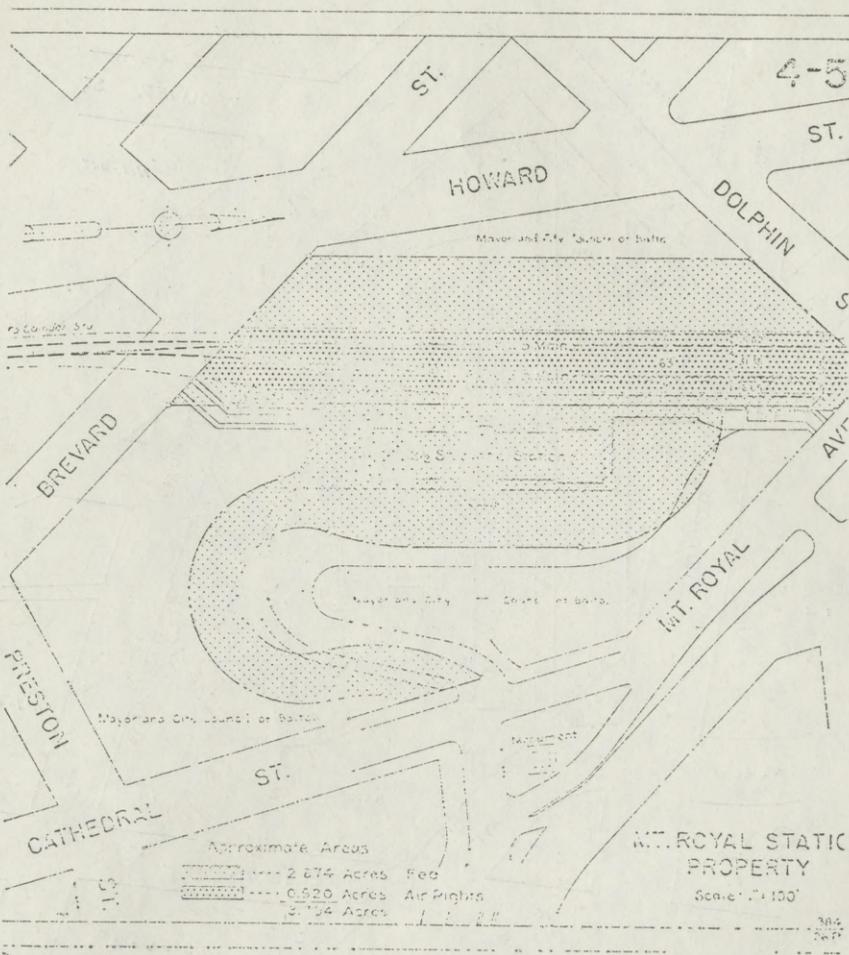
Respectfully submitted.

PARKER W. FRAMES & Co.,
INGRAHAM M. KNIGHT, *Partner.*

MARKET DATA

Mt. Royal Station Sales

	<i>Square foot</i>
May 29, 1964: 1026 Cathedral St. (1694/238)—D. L. Pendleton to Wm. H. Bittorf, 18 by 120 equals 2,160 sq. ft. at \$18,000-----	\$8.32
Feb. 23, 1963: 1024 Cathedral St. (1439/90)—S. D. Kalis to Wm. H. Bittorf, 18 by 120 equals 2,160 sq. ft. at \$15,500-----	7.18
Feb. 16, 1963: 1022 Cathedral St. (1437/406)—S. S. Levin to Wm. H. Bittorf, 18 by 120 equals 2,160 sq. ft. at \$20,000-----	9.26
Nov. 10, 1962: 1020 Cathedral St. (1383/621)—The 1020 Cathedral St. Corp. to Wm. H. Bittorf, 20 by 120 equals 2,400 sq. ft. at \$9,000-----	3.75
Jan. 25, 1963: 1018 Cathedral St. (1425/566)—Kenwood Construction Co. to Wm. H. Bittorf, 20 by 120 equals 2,400 sq. ft. at \$12,000-----	5.00
Jan. 24, 1964: 1008-10 Cathedral St. (1632/439)—John S. Chudzick, Ex. to Wm. H. Bittorf, 45 by 120 equals 5,400 sq. ft. at \$37,000-----	6.85
Dec. 15, 1964: 1004 Cathedral St. (1197/250)—G. A. Walker to Wm. H. Bittorf, 21 by 120 equals 2,500 sq. ft. at \$20,000-----	7.93
Dec. 29, 1962: 2230 North Howard St. (1414/73)—A. & L. Realty Co. to Howard P. Foley Co., 15 by 70 equals 1,050 sq. ft. at \$6,500; subject to GR—\$77.50-----	7.42
July 3, 1964: 2232-2234 North Howard St. (1717/80)—Benj. Perlberg to Howard P. Foley Co., 31 by 70 equals 2,170 sq. ft. at \$25,000; subject to GR—\$80, and \$77.50-----	12.73
Apr. 26, 1963: 100-116 Dolphin St. (1475/169)—O. B. Rutherford to Md. Institute, 2-story building, 108 by 48 equals 5,184 sq. ft. at \$90,500; building area-----	\$8.73
Aug. 9, 1963: 2312 North Charles St. (1535/277)—T. E. Dryden to Assoc. Cannors Corp. 12'4" by 150' equals 1,850 sq. ft. at \$17,000-----	9.19
Aug. 30, 1963: 2308-10 North Charles St. 1545/422)—Samuel Hutman, Jr. to Assoc. Cannors Corp., 49'6" by 150' equals 7,425 sq. ft. at \$50,000-----	6.73
Aug. 30, 1963: 2314-16 North Charles St. and 2309 Morton St. (1545/406)—Harold D. Mondall to Assoc. Cannors Corp., 41'8" by 150' equals 6,240 sq. ft. at \$33,000-----	5.29
<i>Total of three properties assembled</i>	
15,515 sq. ft. at \$100,000-----	\$6.45
Cost to raze buildings—\$9,000. (total cost)-----	7.02
June 7, 1963: 1012 North Charles St. (incl. 1015 Morton St.)—Samuel J. Fonte, Jr., to Md. Title Guarantee Co., 25 by 150 equals 3,750 sq. ft. at \$66,500-----	17.73
June 1961: 1010 North Charles St. (1080/213)—Harrison L. Stives to The H. Chambers Co., 25 by 150 equals 3,750 sq. ft. at \$36,500-----	9.73



MR. BRADEMAS. Let me just ask you a broader question with respect to the legislation because your testimony has been very helpful.

Obviously this legislation is meant to encourage constructive transformation of railroad stations in the communities where those railroad depots are not used. I think that is the principal purpose of Congressman Thompson as sponsor of the bill. So it is not fundamentally aimed at relief, as you say, for the hard-pressed railroad industry, though it is quite obvious it could have that beneficial effect from your point of view.

It is obvious that the cooperation of the railroad industry would be required to make the bill effective.

Would it not be advisable, therefore, and this is only my own suggestion, that the railroad industry, as an industry, put together some kind of an ad hoc or informal committee to take a look at the implications of Congressman Thompson's bill for the railroad industry, all across the country, and assess from your perspective the prospects of conversion of abandoned railroad depots.

Some railroad companies are likely to be more susceptible to the conversion idea than others. To get the industry more directly involved in Mr. Thompson's proposal, perhaps the B. & O. and C. & O. might well take the initiative in putting together such a group. Have you any reaction to that suggestion?

Mr. HANIFIN. Only an affirmative one. There is an association which you possibly know of that represents the entire railroad industry. We can bring this to their attention, and ask them to form an ad hoc committee and possibly call upon you at your convenience or Congressman Thompson and see how this can be done best to suit the purposes and the needs of the community.

Mr. THOMPSON. If the chairman would yield, that would be a most constructive action and most helpful, and I would invite you to pursue it.

Mr. HANIFIN. We certainly will pursue it, sir.

Mr. THOMPSON. Thank you.

Mr. BRADEMAS. Thank you very much, Mr Hanifin. Your testimony has been most constructive and we are grateful to you for having come

Thank you.

Mr. BRADEMAS. Our next witness is Mr. Michael Straight, the distinguished deputy chairman of the National Endowment on the Arts, accompanied by William Lacy, the director of Architecture and Environmental Arts of the National Endowment.

Is Mr. Sena with you also this morning or not, Mr. Straight?

Mr. STRAIGHT. Yes, he is here.

Mr. BRADEMAS. Mr. Sena, of the Princeton School of Architecture.

I think we will call Mr. Sena after we have heard from Mr. Straight and Mr. Lacy.

We are very glad to have you, Mr. Straight, as an old friend of this subcommittee. We look forward to hearing your views on Mr. Thompson's proposal.

STATEMENT OF MICHAEL STRAIGHT, DEPUTY CHAIRMAN, NATIONAL ENDOWMENT ON THE ARTS, ACCOMPANIED BY MR. WILLIAM LACY, DIRECTOR, ARCHITECTURE AND ENVIRONMENTAL ARTS, NATIONAL ENDOWMENT ON THE ARTS

Mr. STRAIGHT. Thank you. I am, as you said, the deputy chairman of the National Endowment on the Arts, designated in this bill as the recipient agency to carry out the program.

With me is Bill Lacy, who is the director of architecture and environmental arts of the Endowment.

Both of us would like, as have the previous witnesses, to commend the committee for holding its hearings in this outstanding example of renovation of an important historic building to an important contemporary use, and also to commend Representative Thompson who was a pioneer in writing the legislation under which we now operate, and who once again in this bill is pointing the way for future programs, as he has done in the past with his farsighted appreciation of aesthetic and social values.

I have a statement, Mr. Chairman, but the counsel has suggested that rather than read it, I place it in the record with your permission, and

simply summarize it, so that we can save time within the limits that we have.

Mr. BRADEMAs. That would be fine, Mr. Straight.
(The statement referred to follows:)

STATEMENT OF MICHAEL STRAIGHT, DEPUTY CHAIRMAN, AND BILL N. LACY, AIA,
A DIRECTOR OF ARCHITECTURE AND ENVIRONMENTAL ARTS

At this moment in our national life, environmental awareness is rising. We are being admonished by scientists and humanists that we must begin to conserve our nonrenewable resources—and to husband our renewable ones. We are being told that those resources which must be tapped to satisfy an industrial society's needs should be used wisely; and when their original purpose has been served, they should be recycled.

The National Endowment for the Arts believes it is no less important that we *recycle architecture*. Of course, a certain amount of recycling in our field has always been done, as witness the economic and environmental comeback of Georgetown in Washington, of Society Hill in Philadelphia, of Park Slope in Brooklyn. But it has been minute in terms of the opportunities and need that exists.

There is reassuring evidence around the country that architectural recycling is gaining momentum. This greatly interests us at the Endowment because we believe, to enlarge on Churchill's aphorism, that people are indeed shaped by the sum total of the art and architecture they are privileged to experience. In harmony with this belief, we are particularly interested in the bill H.R. 9719 introduced last summer by Congressman Frank Thompson, Jr. of New Jersey—a bill that would claim all unused and under-used railroad depots for renovation as community arts and cultural centers. There is plenty of precedent for utilizing old buildings for new purposes: In Tacoma, Washington, the local art center was formerly the city jail. The Yakima art center was once a fruit packing warehouse. In Rocky Mount, North Carolina, their art center is a railroad water tank. In Statesville in the same state, it's an old sewage treatment plant. In Brooklyn, New York, a children's museum was created in a former automobile showroom. In Calgary, Canada, the art center is an old tractor factory. And in London, England, the Roundhouse Theatre was built, appropriately enough, in an old railroad roundhouse.

We are gradually in this country becoming aware that we have a past and we are also realizing that the architectural manifestation of that past can have a rewarding future.

There is a widespread movement to take advantage of our rich architectural legacy and there are countless examples of buildings of the past being "recycled" for entirely new uses.

The Endowment is interested in this movement since it represents a double edged way in which arts activities can be housed in an appropriate manner and at the same time offer functional justification for preserving important sectors of physical environment in our towns and cities.

Our interest in encouraging the reclamation of this country's architectural heritage is not for the purpose of preserving buildings as musty relics of another era, but rather as viable contemporary models that have an association with the past.

Using railroad depots in such a manner represents only one part of the spectrum of abandoned buildings capable of restoration at economically attractive prices.

Our testimony before this subcommittee might consist for the most part of one letter. It is a letter which we receive daily.

The letter comes from all parts of the country—from small towns and large cities. Regardless of its point of origin, however, the message is the same.

In all its forms, the letter is written to request assistance from the National Endowment for the Arts to remodel, renovate, preserve or otherwise restore to useful cultural purpose some local building that has outlived the original function for which it was built.

Our interest in this matter is beginning to be shared by laymen and professionals. A recent issue (December 1971) of the *Architectural Record*, a magazine exclusively for professional architects and engineers, devoted the entire issue to the subject of "New Life for Old Buildings." In it examples were given

of a growing number of building types, including railroad depots, that had been successfully converted to a new and vital community or business role. Railroad stations in particular were referred to as an "endangered species."

Last year three grants were made by NEA to help evaluate the possibilities of railroad stations as community cultural and educational centers. In addition to our own grants, five grants were made through the America the Beautiful Fund, a private foundation which receives partial funding from NEA. Mr. Bruce Dowling, Executive Director of the America the Beautiful Fund reported to us:

"Over the past year we have given five grants under the Rediscover America Program to community groups interested in saving abandoned railroad stations and using them for some community, cultural or civic purpose. We have eight to twelve applications currently pending for similar projects across the country. In addition, we have been in touch with a number of commercial establishments which have taken over railroad depots and stations for various enterprises. Needless to say, we are enthusiastic about the idea of making more of these railroad properties available for constructive and creative use by communities."¹

Since the current NEA grants are not yet completed, our Architecture and Environmental Arts Program conducted a telephone survey of the state arts councils last week to determine the extent to which renovation and conversion of railroad depots by arts oriented groups is taking place. This list, which is only a sampling, nonetheless confirms the existence of this reclamation movement.² Twenty-six (26) of the thirty-nine (39) states contacted reported a total of forty-nine (49) railroad depots that had been remodeled and were currently in use as community cultural centers. Twenty-four (24) additional depot conversion projects were in various stages of planning and development.

One city polled in our survey was Yuma, Arizona. An account of their project serves to illustrate what such a program of support could mean for other communities. The following article from *The Sun*, May 31, 1972, discusses the donation of the railroad depot by the Southern Pacific Railroad to the Yuma Fine Arts Association.

"The promise and vision suggested by spacious quarters in a building architecturally associated with the southwest has sparked the imagination of everyone involved with the restoration. They are envisioning such things as a museum for children housed in a railroad car, a small amphitheater for performances of drama or music and outdoor workshops to be used by all ages. Shady, peaceful grounds promise a haven from the harried world. Activities which enrich the life of the community will be limited only by the imaginations of the participants.

Immediate goals focus on preparing the interior as a showplace for the Association's permanent collection, a gallery for major exhibitions, and a roomy Rental Sales gallery. An altar room featuring religious artifacts and a gallery for contemporary and historical western works of art are outlined. Office space, lecture rooms and classroom space will ease the efficient management of the practical aspects of such a large undertaking. A kitchen will facilitate special dinners and community meetings.

James Liberty and Associates, in drawing plans for the renovation, have made no changes in the structure of the building. The integrity of the depot will be preserved and enhanced through careful planning so that the exterior will be an important architectural contribution to the City and County of Yuma." (Article by Norma Leonard)

When we spoke with the Yuma office recently, they reported that \$100,000 of the required \$150,000 had already been raised.³

At a time when rural communities are declining and our cities lack cultural facilities, the provision of space for community cultural activities in reclaimed railroad stations could be a significant action.

Such action would: (1) preserve an important artifact of an earlier period of American history thereby insuring tangible continuity in an unstable time; (2) provide critically needed space for galleries, art instruction, crafts, and the performing arts to thousands of arts organizations; and (3) assist in physical and spiritual revitalization of our rural and metropolitan areas through culturally centered human contacts.

¹ See Addendum 1 for full text of America the Beautiful Fund report to NEA.

² See Addendum 2 for results of telephone survey of state arts councils.

³ See Addendum 3 for plan and photographs of Yuma, Arizona project. *The Sun*, June 15, 1972.

The National Endowment receives many requests for funds to renovate and rehabilitate old buildings to serve the arts. At present, the Endowment responds to these requests by providing information on other sources within the Federal Government.

We commend the purposes of this bill. However, the long term administration of it, beyond the planning stages, would be inappropriate to the Endowment's present operational capacities.

As a footnote, the Department of Interior currently operates a program which provides matching grants-in-aid to the National Trust for Historic Preservation, and to the states for planning, and for individual preservation projects. The Administration has requested a Fiscal Year 1973 appropriation of \$10 million for this program.

ADDENDUM 1

AMERICA THE BEAUTIFUL FUND,
Washington, D.C., July 24, 1972.

MEMORANDUM

To: Mr. William Lacy, Director of Architecture and Environmental Art, National Endowment for the Arts.

From: Paul Bruce Dowling, Executive Director.

Subject: Adaptive Use of Old Railroad Stations.

Over the past year we have given five grants under the Rediscover America Program to community groups interested in saving abandoned railroad stations and using them for some community, cultural or civic purpose. We have eight to twelve applications currently pending for similar projects across the country. In addition, we have been in touch with a number of commercial establishments which have taken over railroad depots and stations for various enterprises. Needless to say, we are enthusiastic about the idea of making more of these railroad properties available for constructive and creative use by communities. I hope that the following information is useful to you.

Rediscover America Grants:

Colwich, Kansas.—In this town of 900, a local lady who was writing the history of the town noticed that the Missouri Pacific Railroad depot was unused. She contacted the company office in St. Louis and bid a dollar for the building, but no action was taken on it for almost half a year. Other people in the town participated in a letter-writing campaign to the company, and finally, a reporter from the Wichita Eagle picked up the story; two days after an article appeared the Missouri Pacific people responded and turned over the building to the town. We gave them a grant of \$100, and they are now using the building as a museum and an office for the historical society. Volunteer work moved the building near the library, which is housed in a former schoolhouse which is being restored also and now they have a thriving little historical complex getting the enthusiastic use of the entire town.

Laurens, Iowa.—The railroad depot in this town had a sign up that it was to be torn down unless someone objected. The Rock Island Railroad accepted a bid for \$1.50 but the bidder died and in the subsequent bidding the local community group ended up paying \$150 for it. They moved it one mile to the county park and a tremendous amount of volunteer labor is putting it in shape to be used as a community theatre with the stage on the freight platform. It seats 120 but since it is a county park no permanent seating is being installed so that it can be available at all times to all groups for a variety of cultural activities. We gave them a grant of \$500 to assist them in their efforts.

Kenwood, California.—This railroad depot has been the property of the Kenwood Woman's Club Improvement Committee since 1945. Since then, an enormous amount of restoration work has been done entirely by enthusiastic volunteers. They received a grant from us for \$100 to adapt the space for a variety of cultural and environmental activities. It is a great object of pride in the town, being the only stone depot in the valley.

Cazenovia, New York.—The local Preservation Foundation conducted a fund drive and auction to buy the station from a lumber company to be used as a youth center. Originally conceived as part of their campaign to combat drug use among the young people in the town, the scope of the effort has since expanded to cover

a wide range of community activities—athletics, cultural, ecological and social—for hundreds of residents of all ages. There was an enormous amount of restoration work needed which, except for critical plumbing, lighting and heating work, was all done by amateur volunteers. We gave them a grant of \$1,500 for the development of indigenous cultural activities, especially those that bring together the senior citizens and the young people for an exchange of skills, stories and activities.

White Plains, New York.—In the mezzanine of the White Plains Railroad Station a Westchester Black folklore and legend project is collecting oral history on the Underground Railroad.

Hornell, New York.—The recently formed Hornell Arts Council, to whom we gave a grant of \$3,000, is negotiating with the Erie to turn the old Erie station into a museum.

Pending Proposals:

In *Accord, New York*, a local group is trying to restore a privately owned railroad depot as an indigenous crafts center and outdoor theatre with the stage on the train platform.

In *High Falls, New York*, a group of people are interested in obtaining and moving an abandoned railroad depot for use as a student union building on the local community college campus.

In *Lindenhurst, Long Island*, the local Historical Society is trying to restore an abandoned depot so that it can be used as a combination youth center and museum of early implements and artifacts relating to the industrial history (Lindenhurst is home, among other things, of mechanical tin toy manufacturing).

In *Industry, New York*, the local Railroad Society is restoring the building for eventual use as a railroad museum.

In *Skaneateles, New York*, the Historical Society is considering acquiring the old railroad depot and the narrow gauge railway that ran from town to a Utopian community in the country during the late 19th and early 20th century and using the entire complex as a cultural historical facility.

In *Shabbona, Illinois*, a local group is trying to restore the local depot and adapt it to a community cultural use.

Similar but less well-defined projects are pending in *Potwin, Kansas*; *Alden, Kansas*; *Wilson, Kansas*; and *Chicago Heights, Illinois*.

Other Adaptive Uses:

In *Wichita, Kansas*, the local Symphony Association held its annual fund raising ball in the abandoned railroad depot with such astounding success that it has become an annual event.

In *Pittsford, New York*, a converted railway depot and freight house have been connected with a glass-enclosed sunken dining area and turned into a popular and renowned restaurant, The Depot. Adjacent to this restaurant is a dinner theatre/antique shop in a converted railroad warehouse called The Other Side of the Tracks.

In *Victor, New York*, the station has been converted into a successful ski shop.

In *Caledonia, New York*, the old Penn Central depot is now an art museum.

In *Chili, New York*, the Union Street station now serves as an antique furniture store.

In *Honeoye Falls, New York*, the Lehigh Railroad station was bought by an artist, who uses it for his home and his studio.

Throughout *Michigan*, old Chesapeake & Union and Grand Trunk Western stations have been converted for use as city offices and libraries.

In *Ithaca, New York*, the railroad station has been converted to a charming and popular restaurant, The Station.

In *Closter, New Jersey*, the local depot became first an antique store and now is an art gallery.

In *Tenafly, New Jersey*, the depot was made into a clothing store.

The *Tremont Station* of the Harlem Line is now a sign and video shop.

In *New Croton-Harmon, New York*, the depot is now an art gallery.

A paper-back book store now occupies the old station in *Larchmont, New York*.

In *Bronxville, New York*, a branch of the County Trust Bank is in the old depot.

An antique shop is in the station at *Elmsford, New York*.

ADDENDUM 2
 TELEPHONE SURVEY

State and city	Facilities in actual use	Pending project
Alabama		Huntsville, Selma, Fort Payne.
Arizona:		
Yuma	Southern Pacific Railroad Station, renovated by Fine Arts Association	Coolidge
Grand Cayon	Santa Fe Railroad Station, site of art exhibition August 1972	
Arkansas: Prescott	Reader Railroad Station, used as depot for steam driven train ride (original train).	Little Rock: Missouri Pacific
California:		
Sacramento	Old Stanford Railroad Station, Museum Southern Pacific.	
San Diego	Santa Fe Railroad Station (on waterfront), cultural center.	
Arcadia	Santa Fe Railroad Station, cultural center.	
Colorado:		
Creede	Community center	Bailey, Silver Plume, Boulder: Union Station.
Cripple Creek	do	
Littleton	do	
Strasburg	do	
Palmer Lake	do	
Basalt	Restaurant	
Ward	do	
Georgetown	do	
Wagon Wheel Gap	Art gallery	
Steamboat Springs	do	
Connecticut: Hartford	Hartford Railroad Station, used as offices for architects, "Shanti," an alternative high school.	New London: attempts to save; party with outdoor cafe, gallery, etc., illustrates possibilities. (south east Connecticut Arts Council).
Delaware: Wilmington	Penn Central Railroad Station, restored; still in use as railroad station.	
Florida:		
Fernandina Beach		
Pensacola	L. & N. Terminal	
Georgia: Parrott	Parrott Railroad Station, Private encounter groups now used as antique shop.	
Idaho		Boise: Union Pacific Railroad Station, possible conversion to theater.
Illinois:		
Frankfort	Commercial youth center	Galena
McKinney County	Illinois Railway Museum	
Iowa: Webster City	Illinois Central Railroad Depot, relocated; being refurbished as art gallery, studio space, community center.	
Kansas		Chanute.
Kentucky: Eminence	Library	
Louisiana: Baton Rouge	Baton Rouge Railroad Station, Art and Science Museum	
Maine: Kennebunk	Kennebunk Railroad Station, craft and coffee shop	
Maryland: Baltimore	Mount Royal Railroad Station, now Maryland Institute for the Arts.	Oakland, Cumberland, Brunswick.
	Mount Clare Station, now library	
Massachusetts		
Michigan: Petoskey	Station owned 2 years by historical society; plans to become museum.	Plymouth: Site of Artrain; farmers craft market.
Minnesota: Duluth	Great Northern Railroad Station, cultural facility—Duluth Art Institute; Playhouse; Duluth Historical Society; Duluth Ballet and Symphony.	
Montana		
Nebraska		Omaha; Union Station used as a museum by the Missouri Riverfront Development.
New Hampshire: Durham	Durham Railroad Station, now used as sandwich shop	
New York: Briarcliff Manor	Library	
North Carolina:		
Beaufort	Community cultural center	Carrboro.
Sanford	Museum of the Rural Doctor	
North Dakota: Fargo	Northern Pacific Youth Center	
	Southern Depot, 8 businesses related to the arts (wood-carver, architect, interior design, antique, etc.)	
	Glendale Railroad Station, half used as craft shop	
Ohio: Cincinnati		
Oklahoma: El Reno		Seminole.
Oregon		
Pennsylvania:		
Bethlehem		
Erie		
Susquehanna		

ADDENDUM 2—Continued
 TELEPHONE SURVEY—Continued

State and city	Facilities in actual use	Pending projects
Rhode Island.....		
Tennessee.....		Bristol.
Texas.....		
Utah.....		Salt Lake City: Denver and Rio Grande Railroad Station, Union Pacific Railroad Station. Bennington.
Vermont: North Bennington..	North Bennington Railroad Station, used as arts and crafts center.	
Virginia: Strasburg, Herndon.	Strasburg Historical Society Museum.....	
West Virginia.....		Huntington: Huntington Rail- road Station.
Wyoming.....		

Note: Received no information from: Indiana, Missouri, Nevada, New Jersey, South Dakota, South Carolina, Washington, New Mexico, Wisconsin. Unable to contact: Alaska, Hawaii.

Mr. STRAIGHT. Mr. Chairman, in summarizing the statement, let me say that first the need for this legislation and for the program and activity that it envisages, is apparent to us. There are approximately 50,000 of these stations in the country, many of them in our belief very much worth saving.

We are approaching the bicentennial which in our opinion is a celebration not only of the events of 200 years ago, but the entire past of the country. We cannot conceive that a serious celebration of that event and reevaluation of the past can take place while buildings such as this one in other communities are allowed to decay or are torn down.

We agree with the point made by President Urbahn of the AIA that ideally we are concerned not only with railroad stations, but with all comparable buildings of the past which can be saved and can be turned to contemporary use.

I think the point made by Congressman Hansen that these buildings are in downtown areas and that the renovation of one such building can set in motion the whole movement to rehabilitate and modernize and therefore save the downtown area, is a very important one.

I have been around the country and I can bring to mind many examples of the point that Representative Hansen made—Sioux City, Iowa being one where the beginning of an effort to save a downtown area ends up in the rehabilitation of the entire city.

The second point that I would make here, in summarizing our statement, is that activities are already underway in many instances. The invitation to us to come here today was followed by Bill Lacy in making a quick informal survey by telephone. Like Representative Thompson, we were delighted and surprised by the response which our request solicited from State arts councils, from community arts councils and from other agencies which are currently undertaking to save and rehabilitate railroad stations around the country.

We have attached to our statement here a list of current buildings which are now being turned to contemporary uses. That list is very far from being complete, but it is some indication of the really substantial and growing interest in saving these important buildings in the country.

My third point is that it is wholly appropriate that the Federal Government should support these efforts to save these buildings. We are currently making grants in a minor way for precisely this purpose. We have made three grants and one grantee, as you noted, is here today and will follow us. Two more were made to begin to initiate, on our part, Federal support of the activity that Representative Thompson looks for in this bill.

We have made further grants to the America the Beautiful Fund as I noted in the testimony and they have turned up case after case in which small amounts of money given to communities have encouraged those communities to go ahead in the expenditure of much larger funds to save these important buildings.

That is precisely the spirit in which the National Endowment for the Arts operates, to reinforce local efforts with Federal funds.

The fourth point relates in part to this and may be noted on the last page of our statement, namely, a reservation concerning our present capacity to effectively carry out the purposes of this bill as it is written by Representative Thompson.

We note in the paragraph on page 8 that we have a present operational capacity which is limited in terms of the task that Representative Thompson would assign to us under the amendment to the act.

I am speaking, of course, of section 14 where the chairman is called upon to plan, develop, and carry on the program, and of subsection D of section 14 that:

The chairman shall, within the limits of appropriations made for that purpose, acquire by purchase the passenger depots referred to; shall carry out repairs, decorations and minor remodeling and shall subsequently lease to any State or political subdivision of the State for use for the purposes described in the amendment to the Act.

Well, clearly someone must take responsibility and must carry it out. The reservation is simply that at the present time the endowment has been seen as essentially a means of reinforcing with Federal grants local, regional, and State initiatives. To the extent that the Endowment is at the present time a policymaking, grantmaking agency, it is not at the present time wholly able to move into the operational and management field, particularly in the rather sensitive areas which have been brought to the attention of the committee here this morning in the testimony by Mr. Hanifin, on fair market value, and for prime downtown land in his exchange with Representative Thompson, as to how these fair market values are to be determined.

So, with this reservation, which is in no sense a reflection on the basic wisdom of the legislation, we would like to end simply with an unqualified endorsement of the concept and principle of this bill.

To the extent that in the first instance the funds set aside by Representative Thompson in the amendment call for survey and development, we feel that this is wholly desirable and beneficial, and in the course of that survey, which we feel we certainly can undertake, the means of administration and development can surely be clarified.

I would like to end this excerpt with a personal and minor note to Representative Thompson, who is of course a distinguished attorney, that although my boss is not a member of Women's Lib, she may have some objection to being referred to as "him."

I have thought this morning how this could be averted since the phrase "him or her" is awkward and I propose that we come up with a new word in the vocabulary which would be "hem."

Mr. BRADEMAs. Thank you.

Mr. LAcY?

Mr. LAcY. I have little to add to Mr. Straight's comments except that I might explain that, as director of the architecture and environmental arts program at the endowment, I am the recipient of many many requests for assistance in the area of historic preservation, which encompasses not only railroad stations, but all the other many worthwhile buildings that exist in this country.

As architects and as a society in general, we build for 100 years on programs accurate for, at the most in these fast-paced times, 10 years. The railroad depots are one example of this wasteful process.

I think that the bill that Congressman Thompson has recommended is commendable in that it seeks to return to useful purpose one of the most visible and widespread building types in the country. Railroad depots not only geographically span the country, but they also represent the past, and perhaps the future, as previous testimony has indicated.

I believe, like the AIA, that our temporary use of these facilities for cultural purposes would not necessarily remove them from use again as railroad depots at some future times.

The National Endowment for the Arts attempts to support all of the art forms, and architecture is one of those. We see in this bill an opportunity to assist in a very important way to reclaim some of the past. This movement is readily apparent, I think, to anyone in the architectural profession and, as we point out in our testimony, a recent issue of *Architectural Record* devoted the entire December issue to the subject of new life for old buildings. In that issue, railroad depots are singled out as, in their words, "an endangered species."

I will stop at that point and answer questions if there are any.

Mr. BRADEMAs. Thank you, Mr. LAcY.

Mr. THOMPSON?

Mr. THOMPSON. I would like to thank Mr. Straight, Mr. LAcY and particularly the chairman of the endowment for the interest shown. When you return to Washington, would you please give her my best regards?

With respect to the administration and to the responsibilities which the passage of the bill in its present form would repose in the council, I am aware and I was aware in drafting the legislation of that difficulty, but I think it can be rather easily resolved. I was uncertain as to where in the Federal bureaucracy to place the administrative responsibility.

One might suggest that the Department of Transportation be involved, or the Department of the Interior. That is a problem to which I am sure the chairman and the rest of us will give very careful thought, I fully realize that, although there are 40,000 railway stations, probably relatively few of them might be available or usable.

One of the most beautiful, I think, is typified by this building. I don't know of an urban center in the United States that does not have a railway station and most of them are wonderfully constructed. I

have correspondence from Cleveland and from Cincinnati with respect to the availability of really great buildings there.

I quite agree with Mr. Straight's observation that the rehabilitation of a structure such as this in an urban area can generate rehabilitation of the neighborhood and give people pride in the neighborhood.

In rural areas where there are actually more poor people than in urban areas, there are virtually innumerable railway stations not being used. There are also rather limited library facilities in most of these areas and certainly parts of many of those buildings could be considered for use as libraries—gathering places, if you will; the whole spectrum of cultural activities and educational activities.

I have talked with Mr. Lacy on a number of occasions about this and he has been most helpful. I certainly am grateful to the Endowment for this testimony and for your endorsement.

Mr. STRAIGHT. Thank you, sir.

Mr. BRADEMAS. Mr. Hansen?

Mr. HANSEN. Mr. Chairman, I would add my own personal appreciation to both of you, Mr. Straight and Mr. Lacy, for very helpful testimony, and also would acknowledge our appreciation to Miss Hanks for her interest in this legislation and in the whole area of the preservation of our heritage.

One of the things that impressed me most about this building is that you can tell that it was a railroad station. That appealed very much to me. It appears to me that it is obvious that we are obviously in a place where this was the original floor and we have not covered it with some fancy tile.

I am asking if you share at least my great hope that in converting railroad stations to the uses that we have talked about and that are anticipated by this bill, if you think it is as important, as I do, that they continue to look like railroad stations and that the features that were there and a part of the community are maintained?

Is this one of the goals in terms of the architectural principle that you think should be applied in the conversion of these stations?

Mr. LACY. Very definitely. I could not agree with you more wholeheartedly. I think that one of the important steps in the implementation of this legislation would be the drafting of a set of guidelines that would insure that the original architectural character be retained insofar as possible.

I have been involved in several projects of this nature and I realize that it takes a little more care and a little more time and it takes a certain sensitivity on the part of the architect engaged to remodel and renovate. To do otherwise, however, would be simply applying cosmetics to a very important piece of our past, and I think this would be a shame.

But, as this station proves, it is possible to do it in a very sympathetic manner and one which retains all of the character and charm that makes these stations appealing.

Mr. BRADEMAS. I noted in reviewing the telephone survey that you made that there was no information from Indiana. Is there some reason for that?

Mr. LACY. No. I would only apologize for the hastiness with which that survey was taken. We are still getting responses from many of

those States, and many of them are sending in documentation that should prove very valuable.

I would like to add, too, if I may, picking up on a point which was raised earlier. One of the grants that we have given, the results of which are not yet in, was to the Educational Facilities Laboratory who in turn hired a very distinguished architect, Hugh Hardy, of New York City. Mr. Hardy has quite a reputation in the field of remodeling and renovating old structures in a distinguished manner.

We did this intentionally because we wanted to cooperate with the Educational Facilities Laboratory. They have an interest in this area of rehabilitating structures for cultural and educational purposes.

That survey is intended to be a nationwide survey of railroad depots and might fit in with the earlier suggestion.

Mr. BRADEMAS. That is a very good thought, Mr. Lacy. I am sure the subcommittee would be grateful if when that report has been completed we could receive a copy of it. Indeed, I was going to ask Mr. Straight a question about the statement in his testimony indicating that you have undertaken a survey of the extent to which renovation and conversion of railroad depots by art groups is now taking place, and you indicated that 49 such depots have now completed a conversion and that I think 24 are undergoing such an effort.

Would there be anything to be said either for you or for this subcommittee sending a questionnaire to the persons in charge of those several programs, asking a number of questions such as: Where did you get the money? How much money did it cost? Did you think you got fair market value? What kinds of pitfalls did you encounter? What particular use or uses are you making of the depots?

This would enable us to get some data that I think would be valuable to us in getting some idea of how the present effort is going. Does that make sense to you?

Mr. STRAIGHT. It does to me, sir, very much and we would be delighted to cooperate with you on that.

Mr. BRADEMAS. Do I take it that we are going to hear something from Mr. Sena on the operations of the grants that the Endowment has already made in this field?

Mr. LACY. Mr. Sena is one of the three grantees in this area and we have attempted to put all three of the grantees in contact with each other to make this a single package.

One grant will be the survey that I mentioned earlier. Another is a film on actual stations that have been converted, and Mr. Sena is going to conduct a statewide study as a part of the larger survey.

Mr. BRADEMAS. Let me linger on that film for a moment, because I had not been aware of that, and just commend you on that idea. I think Mr. Thompson and I were talking a year or two ago and were suggesting to some people who were concerned about the status of museums generally in the United States—a subject over which our subcommittee has jurisdiction—that a film on museums be made.

It seemed to me that it would be very sensible if a first-class filmmaker were to put together say 30 to 40 minutes on the extraordinary diversity of museums in the United States, historical or scientific, and the wide variety of problems that they have, the new demands being made upon them, the ways in which they are supported. If such

a film were really dramatically and effectively and imaginatively put together, it could be used not only in schools and colleges, but also effectively used by museums to raise funds.

It might well be that the film that you are talking about, that zeroes in on the problem represented by Mr. Thompson's proposal, could be a pilot in this respect.

As I think you know, this subcommittee plans to hold hearings on the changing role of museums in the United States, beginning later this month. Hopefully we will undertake a very extensive series of hearings on museums in the United States in the next session of Congress.

So, I hope, Mr. Lacy, you will keep the subcommittee abreast of the development of that film when it is completed, and will let us have a look at it.

My politician's mind can see ways in which the railroad industry might also put such a film to very good use.

Mr. THOMPSON. Would you yield?

Mr. BRADEMAS. Of course.

Mr. THOMPSON. If that were done, would you consent to be filmed as the introducer?

Mr. BRADEMAS. No. I would yield to my senior colleague from New Jersey for that honor.

Mr. THOMPSON. We will do it together.

Mr. BRADEMAS. Only with Mr. Hansen's accord.

I just have one other question. On page 8 of your statement, you note as a footnote that the Interior Department currently operates a program of grants-in-aid to the National Trust for Historic Preservation. Do you know if any of those grants go for the purposes represented by this bill?

Mr. LACY. I do not.

Mr. BRADEMAS. The reason I ask that question, of course, goes back to Mr. Thompson's earlier observation that he was looking for the right place in the Federal bureaucracy to lodge the program. Maybe we ought to talk to people from the Interior Department to get their views on this as well.

Mr. LACY. I think that might be a good idea and perhaps the National Trust, as well.

Mr. BRADEMAS. Thank you very much, Mr. Straight and Mr. Lacy. We greatly appreciate your testimony.

Have you any other comments or observations you would like to make?

Mr. STRAIGHT. No, sir; just that we are doing this with the encouragement of the committee. We will undertake this initiative.

The only other point is the continuing concern, namely the relationship between the educational and nonprofit activities in the country and those activities which are carried on by the great majority of Americans for economic gain. Many of the stations which can and should be saved will be saved for commercial reasons and turn to nonetheless extra use.

I have in mind one we mentioned, the station in Ithaca, in which the maintenance of a building has been preserved with extraordinary fidelity to the point of stopping the very beautiful railroad clock at the hour at which the last train passed through. That particular sta-

tion and the building which is a restaurant nonetheless is one of the most extraordinarily effective buildings I have seen in the country in terms of preserving the past.

Just how the Endowment could tie into this, I don't know, since the Endowment is properly limited to nonprofit educational enterprises. But perhaps the relationship between the grants we would make and the kind of revolving fund loans that could be made available by the Small Business Administration to entrepreneurs who were prepared to do what was done in Ithaca, and the northern part of New York, I think, is something which might be studied profitably by the group.

Thank you.

Mr. BRADEMAs. Thank you. That is a very fine statement.

The next witness is Mike Sena, school of architecture, Princeton University.

Mr. Sena, we are glad to have you with us.

STATEMENT OF MIKE SENA, PRINCETON UNIVERSITY, SCHOOL OF ARCHITECTURE

Mr. SENA. Mr. Chairman, members of the committee, I am pleased to have the opportunity to appear before you today.

I would like to thank at this time the National Endowment for the Arts that made it possible and Mr. Thompson's staff, they have been extremely helpful to me in continuing the study.

My testimony will focus on a study of passenger depots in the State of New Jersey which I have been conducting for the past month. The overall goal of this study has been to add to the information available to assist in the planning and carrying on of a program under which the United States will acquire unused or underused passenger depots now owned by railroad companies in the United States and make them available to communities for cultural activities, such as libraries, musical and dramatic presentations, art exhibits, adult education programs providing facilities for meetings of groups and providing facilities for carrying on activities supported under Federal laws.

The objective of my study is to undertake a survey of existing railroad passenger depots in the State of New Jersey with a view to determining those which are suited to acquisition, and the approximate acquisition cost thereof.

Perhaps because of the timing of my investigation during the summer, the rate of information flow has been extremely slow. My report, therefore, is not as complete as I had hoped it would be by this time. What data I have obtained, however, is sufficient to permit preliminary reporting on some of the articles listed under subsection (c) of H.R. 9719 as "measures of suitability."

Policy 1: As part of determining cost of acquisition, it was necessary first to determine the number and locations of passenger depots that could be considered abandoned or underused.

Method: Each of the four companies operating passenger and/or commuter service in the State was contacted and its cooperation was requested. These companies and their lines are: (1) Penn Central—Penn Central and Pennsylvania Reading Seashore Line; (2) Central Railroad of New Jersey—Central Railroad; (3) Reading Railroad; and (4) Erie Lackawanna.

As of this date, I have made contact with each company and secured from them a list of stations which they considered either abandoned or underutilized. While the total number of passenger stations listed by the New Jersey Public Utilities Commission as of October 1969 was 257, the companies listed above felt that only approximately 18 of these could be considered abandoned.

Some stations which appear unused are actually being put to other than passenger uses. It might safely be said, however, that a good portion of the 257 stations are underutilized during certain times of day.

The reasons for this underutilization are well known: The trend away from rail service began in the 1920's and 1930's with the construction of bridges and tunnels across to Manhattan. Before this, 150,000 commuters rode the trains and ferrys daily to Newark and New York. At the last reading for which the New Jersey Public Utilities Commission was responsible—10 years ago—only 75,000 commuters took advantage of rail services. The rest either traveled by car or bus.

The Erie Lackawanna carried the greatest number of those commuters per day with 35,000. Penn Central was next with 25,000 per day. The Jersey Central carried 12,000 on its main line; while the Reading operating station in New Jersey only, from West Trenton to Manville, carried as few as 300.

One would think that the construction of such interstate highways as U.S. 287, 78, 80, and 91 would only aggravate the plight of the railroads and a plethora of abandoned stations would be lying along empty tracks. Indications are that this would have been the case had not the New Jersey Department of Transportation intervened in 1960 and agreed to contract with commuter lines to pay for part of the cost of keeping the trains running and the stations open. Since that time, the numbers of applications to the Public Utilities Commission for discontinuance of service to a station have sharply decreased.

Before 1960, however, the railroad companies were actively involved in trying to rid themselves of the financial burden of taxes and upkeep on unused stations either by tearing them down or leasing or selling them. A railroad company must do one or the other to comply with article 13 48: 12-79 of the New Jersey Statutes. Under a State law—the Beetleston Act—a municipality has the first right of purchase of an abandoned station. If a municipality does not wish to acquire the property, any corporation, association, or individual may enter into an agreement with the company to purchase or lease.

Throughout the State there are examples of depots converted into banks, boutiques, restaurants, municipal buildings, or clubs.

The situation at the present time is not that of pre-1960. It is one of financial assistance being afforded the individual companies to preserve and rehabilitate stations and service. Locomotives are being overhauled at the expense of the State; high-level platforms are being put in throughout the Penn Central line; new cars are being given to each railroad; and all lines are in the process of electrification.

It appears that the only chance for more stations being abandoned in the future is if the stations are replaced by new park-and-ride facilities. One of these has already been built at Woodbridge—the new

Metro Park—and at least three more are being considered at the present time.

For those stations that are abandoned, all indications are that, if they were to be purchased, all companies agreed that they would expect a fair market price. It is extremely difficult at this time to hazard a guess at the cost of acquiring all abandoned stations or leasing space in underutilized stations. This information will be included in my final report.

It is known, however, for the largest station under consideration, the Jersey Central's Broad Street Station, the last estimate for purchase was \$200,000. Purchase of the smaller stations might range up to \$50,000. It could be said that higher purchase cost would most probably be directly related to a high potential utilization factor and greater degrees of accessibility to larger population groups.

Policy 2: The suitability of a depot for use by community groups is dependent on (1) the characteristic needs of the population segment the facility might serve; (2) the characteristics of the station; and (3) the size of a population mass accessible to that station.

Method: Each of these elements is in the process of being studied. In general, it has been found thus far that, where passenger service has been abandoned, there is also a lack of the kind of community cultural activities mentioned in subsection (a) of H.R. 9719. This is not to say that in some communities where service has not been discontinued there is also not a lack of community facilities or activities. What is merely being pointed out is that, on a general level, there is a mismatch between community needs and available facilities.

What has not as yet been determined is the demand for space, either by already existing groups or groups that would form if facilities were made available. In this context, demand is being used as describing need plus resources—either financial or human—to satisfy that need. Before leasing a facility from the Chairman of the National Endowment for the Arts, a State, county or local government would have to make sure that there was not only a need, but a demand, either by convincing groups to use the converted stations, or by providing the funds to initiate local action as was the case in Maplewood, N.J., where the municipality turned an abandoned Jersey Central station into a local drug information center.

The possible needs that could be satisfied are directly linked to the characteristics of the station building itself and the size of the population accessible to it. What one might have thought was that large stations would be accessible to large numbers of people since large stations would tend to be located within urban centers such as Newark or Elizabeth, and small stations would tend to be accessible only to small numbers of people because they would be located in less densely populated areas.

With only a limited investigation complete, that generality has been found not quite true. As an example, the Broad Street Station in Newark owned by the Jersey Central is immense. It is totally abandoned and has been on the market by the company's real estate department for several years. Its large spaces would be suitably used as a medium-sized concert hall with practice room and offices; they could become a theater with adjacent rehearsal rooms, they could accommo-

date any type of educational activity, especially those requiring studio spaces; or they could be easily turned into a gymnasium-community center.

However, while it could be argued that there are never enough of the kinds of facilities where the above activities could take place, Newark already has all of them accommodated. So while Newark is potentially accessible to large numbers of people and the station is in a very convenient location within the city, a new use would have to be conceived that would attract large groups of city and suburban residents, but would not conflict with other facilities already present in the city.

On the other hand, such stations as those at Hopewell or Whitehouse lie close to the centers of relatively small residential and commercial communities. These buildings are much more modest than the Broad Street Station. Yet, because of a lack of activities available close at hand and because individuals in these suburban or rural areas have already had to travel longer distances to any community facilities than their urban counterparts, these stations, if converted, could conceivably serve quite easily large numbers of people.

In a final report an attempt will be made to quantify all of this information for each station studied.

POLICY 3

The extent to which the acquisition of a depot will enhance and preserve the architectural heritage of the United States is a matter which would seem to require further clarification within the context of H.R. 9719.

METHOD

Subsection (d) states that funds would be made available to carry out on stations purchased "such repairs, decorations, and minor remodeling as may be necessary to make it suitable for its new use." This seems to imply that a station will be considered first on its architectural value and then a use found commensurate with that value.

What should be noted is that if a station is judged to be of particular merit architecturally, the costs of restoration to preserve this Nation's architectural heritage would be greater than the costs of rehabilitation to provide usable volume for some form of community use. As the bill reads now, some use would have to be found to justify the expenditures for restoration over and above the costs of rehabilitation.

It is imperative, I believe, to be clear on this matter of architectural preservation and how it affects the choice of stations to be considered for reuse. If degree of architectural merit is a qualification for selection, the number of stations selected in New Jersey would be very few and the kinds of potential uses might not meet the needs of the community in which the stations are located. If, on the other hand, architectural value is thought of not as the quality of the building itself, but as the degree of benefit which a station gains from its surroundings and its contiguous areas from it, there would be ample justification for preserving most urban stations and many suburban stations.

The reason for this is simple: to demolish a station and replace it with anything would seriously damage an urban fabric that has taken 70 to 100 years to weave.

This last point may well be labeled romantic and antiprogress, and it is certainly not a widely held view amongst most present-day architects of urban renewal. It is probably less romantic to view a building as part of a total structure than to view it as a single isolated object.

CONCLUSIONS

Though results are still tentative, my study has found the following:

(1) There are abandoned facilities available in New Jersey of a wide range of sizes and in various kinds of communities spread throughout the State;

(2) There are a greater number of facilities that are underused and could become part of a leasing arrangement for shared-use programs;

(3) The railroad companies will be willing to cooperate to any degree which will not interfere with their operations and as long as they are paid a fair price for their property. Because all of the companies are in bankruptcy, all transactions are handled by a board of trustees subject to bankruptcy laws; and

(4) There is some fit between where abandoned or underused stations are located and the lack of community facilities.

The most serious problems which may develop do not appear to come from the architectural, planning, and acquisition aspects, but from satisfying subsections (5) and (6) of H.R. 9719. Finding groups to use the facilities and provide a continuity of use will be the most difficult problem to solve in implementing the bill.

Mr. BRADEMAS. Thank you very much, Mr. Sena.

Mr. Thompson?

Mr. THOMPSON. Thank you, Mr. Sena. I realize that you began this study under your grant and foundation only a short time ago and I think that you have made remarkable progress.

Your grant plus others recently made, when put together, is going to supply us with very much valuable information. We are not yet sure, at least I am not yet sure in my own mind, exactly how I would interpret every line of my own bill. Typically, one gets a legislative idea and puts it in the best preliminary form possible, designing it, of course, as was done in this case, so that it will end up in the hands of a friendly subcommittee or committee chairman, and then one works on polishing it as a result of the information received and the hearings that we have.

Your study, when it is complete, and others to be done will make a valuable contribution, and we might barely recognize the original bill if and when the committee marks it up and amends it.

I will be particularly interested in your findings not because your study is confined to New Jersey, for I am not at all sure that New Jersey is necessarily typical, it being so urban and so crowded now. Moreover, I do think that in some areas you are quite right to find that a continuity of use might be a difficult thing. In which case if conversion can't be done, the property would not be acquired, would not be restored.

I see no conflict between acquiring stations or depots for the purposes set forth in the act, and the possible use of stations such as cited by Mr. Straight for conversion to a restaurant or other commercial purpose.

In any case, I am sure we would all welcome the preservation of a beautiful building whether it be for a public use or whether it be for a private commercial use.

So I thank you very much for coming today. I know that you had to work very hard to put together what you did and we are terribly grateful to you.

Thank you, Mr. Chairman.

Mr. BRADEMAS. Mr. Hansen?

Mr. HANSEN. Thank you, Mr. Chairman.

Let me commend you on a very useful statement and express the hope that we will have a final report in due course which will contribute a great deal to the work of this subcommittee.

On the question of cost, the question that I wanted to raise does not relate directly to what I understand to be the scope of your study, but perhaps you are as well qualified as anyone to answer the question.

Among the costs that are involved in the acquisition and conversion of these stations are a couple of major costs. One is the initial acquisition, and one is the cost of maintenance thereafter.

Have you reached on the basis of your survey any judgment with respect to any unusual cost of maintenance after a facility is acquired and converted, in terms of the cost of heating, the cost of installing modern fire-control equipment, or anything else that may be required to operate the building for the use to which it is put?

Mr. SENA. No, sir. In my study, I have not included that. I have concluded that Mr. Hardy, from our preliminary talks, would touch on those matters, but I am not sure that that is what he will do in fact. In this study those matters were not considered.

Mr. HANSEN. It seemed to me that might be a useful area of study for guidance to those that may be contemplating the acquisition and converting of these stations, because they will have to face the continuing cost of maintenance and operation for the use to which it is put.

If we could gather and present in some useful manner this kind of data, I think it would be very valuable.

I have no further questions, Mr. Chairman.

Mr. BRADEMAS. Mr. Sena, I want to thank you also for your statement and just put one observation to you and invite your reaction to it.

Would there be anything to be said for enlisting the assistance of students of architecture, as well as, perhaps, students of art and the history of art, to undertake surveys in their communities of existing buildings, old buildings, that may be worth at least considering preserving?

I don't really have a good feel for the relationship between this problem of the preservation of interesting and attractive buildings and the extent to which public opinion in a given community is educated to the possibility of preserving them. I know in a community in my own district, the most important hotel for a long time was the Louie Sullivan Hotel. But I don't think anybody in town (*a*) cared very much, or (*b*) knew it and so it was torn down with, so far as I can judge, very little effort having been made even to preserve some of the

artifacts of the buildings that might well have been preserved for museum or other purposes.

So, I am asking a rather broader question; namely, if we write into law Mr. Thompson's bill, which I hope we will, how do we help educate communities toward a sensitivity to the value of preserving attractive older buildings?

Mr. SENA. You originally asked what involvement could students of architecture have.

Mr. BRADEMAS. Right.

Mr. SENA. I believe there is a great deal of interest on the part of architectural students in preserving old buildings. There is a great deal of interest on the part of planning students to work with the existing fabric of our present urban centers.

How do you feel you could educate the public? I think you might be very surprised if you undertook a study of before-and-after reactions to new buildings. In many cases, the new buildings and the new building users are not quite as satisfied with a new building as with the old one, simply because an old building has been there for awhile and people have made use patterns that are tied in completely with an old building, and a new building is something which is thrust upon individuals or groups and they now have to adapt to it.

I think that there is quite a bit of interest in preserving old buildings and using old buildings. As far as architectural students are concerned, I think there is a great resource there. I can say that now because I no longer am a student.

There is a great resource there that could be tapped either by the Government directly or through the National Endowment Fund to undertake studies. In fact, there have been studies, one in particular for the Elizabeth Street Station done by a group of students from Yale, which dealt with the station not only as a historic landmark, but a landmark within a city, and tried to define an appropriate use for that building and tried to determine how it would be worked into new traffic use patterns.

I think that students all over the country would be more than willing to participate in an activity program, in these studios or even in competitions. The students could actively work with community groups and define new uses for old stations and actually come up with feasibility studies.

Mr. BRADEMAS. Let me just ask Mr. Lacy at that point if he has authority now to make grants to enable students to undertake such studies?

Mr. LACY. Yes, we do. A majority of our grants are given to universities who have professional programs in architecture, planning, landscape, and I think it is a very good suggestion. We might either do it directly through the universities, or we might, since we have a network of State arts councils, conduct such a survey in that manner.

Mr. BRADEMAS. Thank you. I think this idea might well be worth further exploration against the broader canvas of preservation of historic buildings.

Mr. THOMPSON. Would the gentleman yield for an observation?

Mr. BRADEMAS. Of course.

Mr. THOMPSON. During the time that I had interested myself, and with others, in saving the Decatur House on Lafayette Square in

Washington, I was raising a tremendous fuss because the preservation proposal included the destruction of the so-called Dolley Madison House. Not being an architect, but knowing that Dolley Madison had lived there, I assumed that the building was more valuable than it turned out to be.

Fortunately, I found an architect who was kind enough to volunteer his services to inform me that the building really was not worth saving anyway. Had I had the type of advice which this suggestion would generate, I would not have made that mistake.

Fortunately, I had something good going in the sense that the Decatur House is indeed valuable, it is an absolutely exquisite building.

Thank you, Mr. Chairman.

Mr. BRADEMAS. I just recall that my colleague from Indiana, Congressman Jacobs, last year proposed an amendment to some bill which went, I think, as follows: Resolved, that the Architect of the Capitol shall be an architect, or failing that that the Capitol Physician shall not be a physician.

We have at least made some headway in that respect.

Mr. SENA. Thank you.

Mr. BRADEMAS. Next is Mr. Francis J. Gasparini, vice president, real estate, Penn Central Transportation Co.

Mr. Gasparini, go right ahead, sir.

STATEMENT OF FRANCIS J. GASPARINI, VICE PRESIDENT, REAL ESTATE, PENN CENTRAL TRANSPORTATION CO.

Mr. GASPARINI. I am sorry I have not got a prepared statement. The chairman's letter was just received by me at noontime yesterday and I was tied up, but I did write down some remarks, and I will just go ahead with them.

Mr. BRADEMAS. Fine.

Mr. GASPARINI. It might be repetitious, as a lot of other witnesses have said, but maybe it is so much the better.

In recent years with the sharp curtailment of rail passenger service throughout the country, a considerable number of passenger station buildings have been abandoned, and with the advent of the National Rail Passenger Corporation, Amtrak, this has been accelerated and accentuated.

These abandoned station buildings are generally centrally located and are, in my opinion, ideal for use as community cultural centers.

In the past few years, I have seen some fine architecturally beautiful and well-laid-out stations demolished or converted to uses detrimental to the surrounding area. In some cases, towns and villages have bought station properties merely as a protection against uses which would eventually have an adverse effect on the neighborhood.

In one case of a suburban station up on the Hudson River, it was advertised that the station in a suburban community area was going to be used for a pizza parlor, and, of course, this immediately caused quite an uproar, and the village was goaded into action to take over the station and prevent the adverse use.

Along those lines, many comments have been made here about preserving the architecture of the beautiful station. That is true, but also the effect on the community is my concern, as well that the station

building might be converted to uses which are detrimental to the neighborhood, and the whole surrounding area goes right down into a slum area.

It is not merely the preservation of the building itself, but it is the preservation of the neighborhood and the whole area.

I have seen station buildings converted to public libraries, drycleaning establishments, artist's studio use, restaurants of all kinds. The gentleman mentioned the Ithaca one—we have one called the Steak House which was quite a railroad motif for a station house. I have seen general retail stores, police headquarters, townhalls; you name it, we have it.

Well, take this structure itself. Some of them are good, some bad, some indifferent. I think we should look at them more carefully and see what we can do to preserve them.

Sale of antiques, too, anything. The railroads in their anxiety to get rid of a burden and liability, many times an eyesore or an attractive nuisance, are not too particular or fussy in marketing these abandoned station buildings for sale and development for other uses, and in many cases the market is restricted by reason of the condition of the title to the property, provision for reversion of title in the event the property ceases to be used for railroad purposes.

In my opinion, H.R. 9719 if passed would constitute an extremely valuable instrumentality not only in benefiting railroads generally in disposing of old railroad stations, which are presently non-income producing and subject in many cases to vandalism and to possible adverse and detrimental effect on communities, but also in giving to our communities additional cultural facilities which are sorely needed at the present time.

As I mentioned before, with the advent of the Amtrak service, the program of abandonment has accelerated. I have in mind particularly that Amtrak is trying to get rid of what we call mausoleum stations such as Cincinnati, Buffalo, Chicago, and elsewhere.

Just recently I found out that in Buffalo our Central Terminal, which is quite a large, imposing structure, which we have tried to market with the city and State to use primarily for cultural purposes, educational purposes, is now to be developed by Amtrak. We tried to get Canisius College interested, but no takers; the price is too much or something or other.

In Cincinnati, we did have a portion of the station utilized as a museum for a while, but the carrying charges proved too great and they ran up some unpaid rental charges of something like \$15,000 or \$20,000 and then they abandoned it. I don't know what is going to happen to the station now because Amtrak is building a new, smaller station about 2 miles out.

Mr. THOMPSON. It might be that a survey would indicate that it would not be economically feasible to do anything with the station in terms of a cultural center. With respect to another very proper comment that you made, disposition of the stations for uses which would be detrimental to the community, is a problem, but in almost every case there is a community planning board or some legally constituted group which makes a determination as to land use or building use.

Those people would be involved in the disposition for such purpose as this or for a commercial use.

Mr. GASPARI. That is right. In the zoning, you see the zoning goes back to the time when it was used as a railroad station and that therefore you can take advantage of a loophole. It is not as stringent as in the newer parts of a city or community.

The only other comment I wanted to make, and I think we alluded to some correspondence that Mr. Moore had with you, Mr. Thompson, was that we think that in addition to the provision of the bill about acquiring properties by purchase, there should be the right to acquire by eminent domain, because in my experience, as I mentioned, many of these station buildings or station properties have defective titles and they can only be cured by a condemnation proceeding.

So, I would strenuously suggest that the bill be amended to give the acquiring authority the right to acquire by condemnation in addition to purchase.

Mr. THOMPSON. I was not aware of that problem until I received Mr. Moore's letter. Mr. Moore is chairman of the board of the Penn Central, is he not?

Mr. GASPARI. He is the president.

Mr. THOMPSON. Or president.

Mr. GASPARI. Yes.

Mr. THOMPSON. I might say that he and Penn Central have been extraordinarily sympathetic and cooperative, and I am deeply grateful.

Other roads also have commented on such legal problems as reversion of title.

Mr. GASPARI. Yes.

Mr. THOMPSON. I realize there are problems relating to unclear title, statutes. State statutes relating to abandoning rights-of-ways. As a matter of fact, one architect wrote and suggested that rights-of-way make splendid recreational facilities for bicycling and for other purposes.

Mr. GASPARI. They use them now for snowmobiles, raceways.

Mr. THOMPSON. Well, I would not encourage that very much except as far out in the country as possible, because those bloody things are awfully noisy, you know.

Mr. GASPARI. I know.

Mr. THOMPSON. There are legal impediments. Whether eminent domain should be considered or not is a question that might generate some resistance and some fear on the part of some railroads that their properties would be taken when they don't want them taken. Nevertheless, some means must be found to clear title.

Mr. GASPARI. My understanding of the law is that you cannot utilize the right of eminent domain if the property is already devoted to a public use.

Mr. THOMPSON. That is right.

Mr. GASPARI. So that they could also question the authorization to condemn because it is devoted to public use. We are talking about underutilized stations or abandoned stations. If it is abandoned, there is no question it is not used for railroad purposes, so therefore the right to condemn seems to be perfected.

Mr. THOMPSON. Thank you.

Mr. BRADEMAS. Mr. Hansen?

Mr. HANSEN. Thank you, Mr. Chairman.

With the advent of Amtrak to which you have made some reference, I assume that just within the last few months a great many railroad

stations have become available; that is, abandoned for railroad purposes. Is this substantially correct? Have we not seen many more just in the last few months?

Mr. GASPARINI. Yes, I would say so, and many more of the larger stations, primarily, as I say, the Central Terminal at Buffalo and Cincinnati, and stations in the larger cities, because Amtrak has determined that they cannot stand the overhead costs of large stations, so they are inclined to abandon the existing passenger stations and go out a mile or two and build smaller modern stations that are suitable for the traffic that they contemplate will be handled.

Mr. HANSEN. I might observe with just a little bit of disappointment that my own State of Idaho sort of missed Amtrak altogether. So you could say that just about every passenger station in the State of Idaho is available for this purpose.

The point of my question is this, that it would seem to me, based on what you say and with this change that has come about under Amtrak, that the time is more opportune now than is has ever been in the past and probably will be in the future for the acquisition of these stations for some immediate or future use.

Mr. GASPARINI. Oh, indeed, no doubt about it.

Mr. HANSEN. The railroads, you say, are actually exploring ways to dispose of this property.

Mr. GASPARINI. Oh, yes.

Mr. HANSEN. And it is going to be disposed of probably one way or another unless cities and universities and museums and other public authorities will acquire them.

Mr. GASPARINI. You try to demolish them to try to save taxes and things of that sort.

Mr. HANSEN. I have no further questions.

Mr. BRADEMAs. Mr. Gasparini, we thank you very much for coming. Mr. Thompson has a question.

Mr. THOMPSON. I realize, as was emphasized earlier, that fair market value should be paid for these properties. I note, however, that you don't emphasize that and probably it is not necessary because the legislation contemplates it.

Mr. GASPARINI. Yes. I just assume as part of the thing that there would be just compensation or fair market value, and for the reasons that Mr. Hanifin mentioned earlier, our corporate mortgages and other considerations, that you must obtain fair market value, there is no doubt about it. I think that goes without saying.

Mr. THOMPSON. Thank you very much.

Mr. GASPARINI. Everything he said along those lines, I subscribe to.

Mr. BRADEMAs. Mr. Gasparini, I want to reiterate our appreciation to you for having come. I must say I suppose the best evidence of the sense of public spirit, in which you testify in support of this resolution, is represented by the fact that a man named Gasparini could frown on the possibility of using an abandoned railroad station as a pizza parlor.

Mr. GASPARINI. If you saw the community in which it would be located, you would frown upon it, too.

Mr. BRADEMAs. Thank you very much, Mr. Gasparini.

The Chair wants in summarizing here on behalf of Congressman Thompson, the sponsor of the legislation; Mr. Hansen, a member of the subcommittee; and himself, to reiterate our appreciation to all of

you here in Baltimore at the Maryland Institute for the splendid testimony that we have had today.

To reiterate, the members of the subcommittee, I think, are unanimous, as you have observed, in our view that Congressman Thompson's proposal to convert abandoned railroad stations into community cultural or educational institutions is an eminently sound one.

The Chair would just like to say, by way of conclusion, a word about our meeting in this old Mount Royal Building here in Maryland.

Observing what Margaret Mead, the distinguished anthropologist, said, in commenting on the building in which we are meeting, that this is perhaps the most magnificent example in the Western World of something being made into something else.

Margaret Mead's observation of what can be done with some imagination and thought and a modest amount of money is perhaps very appropriate as we conclude this hearing.

Thank you very much for having come.

The subcommittee is adjourned.

(Whereupon, at 11:37 a.m., the subcommittee adjourned.)

(The following material was submitted for the record:)

PENN CENTRAL TRANSPORTATION CO.,
Philadelphia, Pa., March 10, 1972.

HON. FRANK THOMPSON, JR.,
House of Representatives, Rayburn Office Building,
Washington, D.C.

DEAR CONGRESSMAN THOMPSON: Referring to my letter of January 27th, indicating that we would canvass our system to secure a list of specific stations suitable for conversion to community cultural centers if House Bill 9719 is passed:

Attached is list of Penn Central stations for consideration. Should there be any interest on behalf of the Federal Government or any Municipal Government prior to consideration of House Bill 9719, we would be most happy to talk to these people with respect to any specific stations.

Sincerely,

WILLIAM H. MOORE,
President and Chief Executive Officer.

ABANDONED PC RAILROAD STATIONS THAT COULD BE MADE AVAILABLE FOR SALE

New York: Albion, Fairport, East Aurora, Olean, Brocton, Westfield, Silver Creek, Charlotte, Brockport, Beaver Dams, Dresden, Mexico, Phelps, Poland, Saranac Lake.

Pennsylvania: Milton, Troy, Parkesburg, Columbia, Christiana, Ford City, Mount Union, Huntingdon, Tarentum, Duncannon, Latrobe, Greensburg, Jeanette, Johnstown, Renovo, Warren, Erie, Rochester, Beaver Falls.

New Jersey: Audubon, Pemberton, Wenonah, Elmer.

Indiana: South Bend, Hobart, Gary, Culver, Crown Point, Monroeville, Royal Center, Star City, Winamac, La Crosse, Kouts, Hebron, Monticello, Wolcott, Goodland, Union City, La Porte, Michigan City, Anderson, Dunkirk, Hartford City, Scottsburg, New Castle, Richmond, Shelbyville, Batesville, Bicknell.

West Virginia: Charleston.

Michigan: Three Oaks, Gallien, Dowagiac, South Haven, Augusta, Niles, Ypsilanti, Chelsea, Albion, Wyandotte, Lenawee Junction, Cement City, Quincy, Coldwater, Lansing, Middleville, Plainwell, Conklin, Ravenna, Howard City, Mackinaw City, Owosso, Saginaw, Grayling.

Ohio: Edgerton, Stryker, Gypsum, Sandusky, Tiffin, Bloomville, Galion, Middlepoint, Mansfield, Wooster, Orrville, Mount Vernon, Crestline, Dunkirk, Columbiana, Cleveland (55th and Euclid), Canton, Steubenville, Alliance, Akron, Massillon, Delaware, Sidney, Covington, Circleville, Zanesville, Cincinnati, Dayton, Newark, Coshocton, Troy, Ludlow Falls, Greenville, Roseville, Hamilton.

Illinois: Olmsted, Mount Carmel.

SAN MATEO COUNTY HISTORICAL ASSOCIATION
AND COUNTY HISTORICAL MUSEUM,
San Mateo, Calif., August 8, 1972.

Hon. JOHN BRADEMAs,
*Chairman, Select Subcommittee on Education,
B-345A Rayburn House Office Building, Washington, D.C.*

DEAR SIR: I wish to highly endorse your H.R. 9719. While there are many other historical and architecturally significant structures in this country, few of them are more a part of the American way than the railroad station. It was the heart of the average town, and it nourished, indeed even spawned countless activities and the town itself.

Every state in the union can claim such important structures and it would appear to me that H.R. 9719 can lead to a most important method of celebrating this Nation's Bicentennial.

At a time when the railroads are finding their passenger terminals of little use to themselves, every effort should be made by the citizens to find meaningful use to assure permanent preservation. But they will need help.

Unlike an historic house, a railroad station has certain built-in advantages for new uses. Its generally open spaces lend themselves to public gatherings of all kinds, and its office areas are readily adaptable to various types of businesses. In our county, the stations are now leased to real estate companies, to Chambers of Commerce and a voting group. Being owned by the railroad, however, there is no guarantee as to future uses of the buildings and citizen groups are not always welcome to use the facilities.

H.R. 9719 is without question the logical method of preserving for our future citizens one of America's most important institutions, the railroad station. I urge its passage.

Sincerely,

LESLIE O. MERRILL,
Executive Director.

ERIE LACKAWANNA RAILWAY CO.,
MIDLAND BUILDING,
Cleveland, Ohio, March 3, 1972.

Hon. FRANK THOMPSON, Jr.,
*U.S. House of Representatives,
Washington, D.C.*

DEAR SIR: Thank you for your letter of February 2, 1972, requesting our views on your bill H.R. 9719 to provide federal assistance for the acquisition of abandoned railroad stations and their conversion to community cultural centers.

You are correct that in many cases these stations constitute financial burdens on the railroads and are unproductive in meeting community needs. Moreover, as you point out, some of the stations are examples of architecture which may not be seen again.

We would be glad to work with any appropriate government official to determine which of our stations would be suitable for conversion to community cultural centers. Our only condition to such conversion would be that we be paid a fair price for the land and facilities involved.

I am enclosing for your information a list of stations which are no longer used by this company and which might be susceptible to community use. If you need any further information, please let me know.

Sincerely,

G. W. MAXWELL,
President and Chief Executive, Officer.

PASSENGER STATIONS NOT BEING USED IN PASSENGER SERVICE

New York Division: Otisville, N.Y., Hawthorne, N.J., Passaic, N.J. 2 buildings, Roseville, N.J., Glen Rock, N.Y., River St., Paterson, N.J., Harrison, N.J., Grove St., East Orange, N.J.

Scranton Division: Gouldsboro, Pa., Clarks Summit, Pa., Foster, Pa., Whitney Point, N.Y., Earlville, N.Y., Richfield Springs, N.Y., Shickshinny, Pa., Nicholson, Pa., Hallstead, Pa., Marathon, N.Y., Clayville, N.Y., Moscow, Pa.

Susquehanna Division: Elmira Heights, N.Y., Endicott, N.Y., Johnson City, N.Y. (D.L. & W.), Bath, N.Y., Perkinsville, N.Y., East Bethany, Pa., Wellsburg,

N.Y., Johnson City, N.Y. (Erie-Lack), Binghamton, N.Y., Cohocton, N.Y., Shohola, Pa., Caldeonia, N.Y.

Mahoning Division: Alfred, N.Y., North Collins, N.Y., Cleveland, Ohio (Lee Road), Union City, Pa., Sharpsville, Pa., Garrettsville, Ohio.

Marion Division: Akron, Ohio, Alger, Ohio, Durbin, Ohio, Ora, Ind., West Salem, Ohio, Harrods, Ohio, Marion, Ohio.

TELEGRAM

BATON ROUGE, LA.

CONGRESSMAN JOHN BRADEMAS,
213 $\frac{1}{2}$ Rayburn House Office Building,
Washington, D.C.

As chairman, Board of Commissioners, Louisiana Arts and Science Center, and as a member of the Board of Directors of Louisiana Council for Music and the Performing Arts, I urge your favorable consideration of the Frank Thompson bill concerning the acquisition by municipalities of old railway stations for use as art galleries. Railway has leased to Louisiana arts and science center for one dollar per year its old Baton Rouge Depot which has been converted into such use with great success.

BENJAMIN B. TAYLOR, JR.

THE CHESAPEAKE AND OHIO RAILWAY CO.,
THE BALTIMORE AND OHIO RAILROAD CO.,
LAW DEPARTMENT,
Baltimore, Md., March 9, 1972.

HON. FRANK THOMPSON, JR.,
Congress of the United States, House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN THOMPSON: This is the follow-up that I promised with respect to your bill to make unused passenger depots available for cultural activities, H.R. 9719.

Our investigation has revealed 41 stations on the B&O and C&O which are presently unused and of such substantial construction as to be likely candidates for conversion to community use. Although it must be regarded as only tentative, I am attaching a list of these stations. You will note that there is broad geographic distribution and that both large towns and small are included.

If your bill is passed, our companies will be pleased to do everything they can to investigate the possibility of selling these or other stations for cultural purposes. I should caution, of course, that each case would have to be examined individually in order to determine whether sale would be feasible. In particular, considerations of safety, mortgages, joint ownership (if any), alternative uses for the property, and fair sale price all bear close attention. Nevertheless, these same questions arise in every real estate transaction, and they are usually solvable. I mention them only to illustrate that not every station building is practical or available for cultural uses. For many stations, however, nothing could be better.

As it is now worded, your bill has our hearty support. Please let me know if I can assist you further.

Very truly yours,

KENNETH H. EKIN.

UNUSED B. & O. AND C. & O. STATIONS WHICH ARE CANDIDATES FOR SALE FOR CULTURAL PURPOSES

Maryland: Aberdeen, Rockville, Oakland.

West Virginia: Martinsburg, Keyser, Clarksburg, Tunnelton, Parkersburg, Logan.

Kentucky: Covington, Ashland, Pikeville, South Portsmouth.

Ohio: Marion, New Castle, Youngstown, Willard, Troy, Wapakoneta, Athens, Mount Vernon, Akron (jointly owned with Penn Central).

Indiana: Muncie, Richmond, New Albany, Connersville, Mitchell, Shoals, Washington.

Illinois: Flora, Carlyle.

Michigan: Mount Pleasant, Clare, Akron, Watervliet, Fennville, Grand Haven, Bangor, Coloma, Benton Harbor (jointly owned with Penn Central).

THE BOARD OF PUBLIC TRANSPORTATION OF
MORRIS COUNTY, N.J.,
Madison, N.J., July 27, 1972.

HON. JOHN BRADEMAs,
Chairman, Select Subcommittee on Education, Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN: Thank you, very much, for your letter of the Twenty-fifth, inviting me to submit a Statement for the Record of the Hearings on H.R. 9719.

The Statement requested will be in your hands within a week, and I shall not make it lengthy. There is so much to be said on the subject that a written statement could not encompass all of the points which could be brought out in oral testimony.

Having collected railroad memorabilia and source material for over a half century; done a little writing on railroad history; been a Trustee of the New Jersey Historical Society for many years; and maintaining my office and Library in a railroad station building which I lease from the railroad, the subject you are interested in has been very close to me for many years. I am a realist—a very practical person who can see all sides of the question and recognizes that it will not be easy to achieve the goals set forth in H.R. 9719, although they certainly are desirable.

A quick reading of H.R. 9719 causes me to believe that some minor changes would be proper, and some safeguards should be added, to insure the job being done as it should be.

I appreciate being given the opportunity to submit a Statement for your consideration, and it will be in your hands by next Friday.

Sincerely,

THOMAS T. TABER, *Chairman.*

STATEMENT OF THOMAS T. TABER, CHAIRMAN, BOARD OF PUBLIC TRANSPORTATION
OF MORRIS COUNTY, N.J.

My name is Thomas T. Taber, and for over forty years I have resided at 43 Hillcrest Road, Madison, New Jersey. For well over a half-century I have been keenly interested in the preservation and dissemination of transportation history and have accumulated a large personal library of such memorabilia. I am a Trustee of the New Jersey Historical Society, and a Member of a half-dozen smaller historical societies. I have served my community as a Borough Councilman; as a Mayor; and as a Member and Chairman of the Madison Planning Board. For over ten years I have been Chairman of the Board of Public Transportation of Morris County, which is an official Agency of County Government. Recently, Governor Cahill appointed me as a Commissioner on the Tri-State Regional Planning Commission. I mention this background only to establish the fact that I have been sympathetic to, and active in the area covered by this Bill.

The idea of acquiring, renovating, and using unused railroad stations for appropriate cultural purposes is excellent, and I heartily endorse it. Using part of such stations as a museum—particularly for transportation items, or other subjects of local or area interest would definitely be in the public interest, and would attract much favorable attention. Traditionally, people have always liked the "Iron Horse", although in recent years the railroads have done a good job of driving away passengers, and trying to dry-up public interest in railroading. It has been my personal experience over many years, that the children have a built-in admiration for the railroads, and want to like them. I have had hundreds of them, especially school classes visit my Railroad Library, and I have arranged train rides for kids who have never before ridden on a train—and without exception they have been most enthusiastic. The kids who know their local history—and who are friends of the railroad—never develop into vandals, for they respect the past and the rights of others. If the schools started the children on local history at an early age, so they would know—before bad habits and attitudes are formed—their, and the community's heritage, they would develop into much better citizens. Consequently, using unused railroad stations for cultural purposes could be of great benefit to many communities.

Obviously, no undertaking can possibly be any better than the capability, interest, integrity, and dedication of those backing and working at it. The selection of those who will administer the project in each community should be carefully done, to get the best people, and on a non-political basis. Unless the right sort of responsible organization enthusiastically supports and operates the renovated railroad station, the Federal money spent in acquiring and renovating

the station will be wasted. Also, the local Governing Body *must guarantee adequate and continuous police protection* for the property.

My personal recommendation as to requirements to be included in H.R. 9719, are as follows:

1. Not over ten per cent of the total funds available in any year can be spent in any one State.
2. The Federal contribution or grant, covering both acquisition and renovation of the station—with adequate provision for parking—shall not exceed \$50,000 for each station approved for acquisition, renovation and cultural use.
3. Unless there is a special, and adequate justification, no Federal funds shall be expended for the acquisition and renovation of a railroad station in any community having a population of less than 10,000 persons, or more than 100,000 persons. (If less than 10,000 there will not be enough people to benefit to justify the cost, unless there are special circumstances; and if the community has a population of over 100,000 it is likely that adequate cultural facilities exist, or those more appropriate than a railroad station could be found).
4. Preference should be given to preservation of railroad stations having historical association, and/or architectural features warranting their preservation. The exterior, and as far as possible the interior, should not be altered so as to give a different appearance.
5. Requests for the preservation and use of railroad stations should originate at the grassroots level, either from the community, a responsible historical society, or other local or area group having substantial backing and status.
6. The sponsoring or operating organization seeking Federal financial assistance should prove that it has the resources and other backing to maintain and operate the property for a minimum of five years. The Federal funds should only be used for capital purposes, and not for operating or maintaining the property and contents of the station.
7. The Advisory Council, mentioned in Section "(f)-(1) should include *people who know something about the subject*—which certainly the railroad companies do not. I would recommend that Advisory Councils be established on a regional, state, or area basis, so as to get down to grass roots. Keep away from National Councils of Arts and Humanities and the Railroads, as they have enough to do and know little if anything about what you are trying to accomplish. The Advisory Councils should be made up of people keenly interested in *AND KNOWLEDGEABLE OF*, the preservation and public use of such structures. By limiting the amount that can be spent on any single project, you can spread the money over a far greater area, and if the projects are handled at and by the local level, under the supervision of the local Agency sponsoring and operating the project, far better value will be obtained for each Federal dollar expended.
8. If you have State, regional, or Area Advisory Councils, they should get no per diem allowance—only reimbursement for out-of-pocket expenses. If there is no money to be made out of this activity, you will get a better class and more dedicated group of individuals involved.

9. It would be well to initiate one or two "PILOT" projects, under very competent, interested people, and based on experience gained from them, subsequently set-up the rules, regulations and red-tape that the bureaucrats thrive on. The simpler, and down-to-earth manner in which the project is handled, the better.

In conclusion, I repeat that you have a wonderful idea that is in the Public Interest, but do not let "Fools Rush In Where Angels Fear To Tread". Make haste slowly, and be sure that the right people are given the responsibility for the execution of the project, if you want it to be the success it can be if done *RIGHT*.

ST. PAUL COUNCIL OF ARTS AND SCIENCES,
St. Paul, Minn., August 1, 1972.

HON. JOHN BRADEMAs,
*Chairman, Select Subcommittee on Education, Congress of the United States,
House of Representatives, Washington, D.C.*

DEAR REPRESENTATIVE BRADEMAs: In response to your letter of July 25, 1972, I would like to indicate my support for any legislation that would allow for the use of railroad depots to be used as cultural institutions. I am personally involved in the renovation of the depot in Duluth, Minnesota, formerly housing the the Burlington Northern Railroad. This depot will be acquired by the Area Cultural Center in Duluth and house the Chisholm Museum, Duluth Playhouse, St. Louis County Historical Society, the art institution, and a railroad museum.

The Duluth depot is a very fine piece of architecture located in downtown Duluth. When renovated it will add to the visual interest of downtown Duluth. It will also serve as an important educational institution and at the same time have economic importance as a tourist attraction. Often times railroad depots that are renovated for these purposes are outstanding pieces of architecture. From that point of view these buildings should be restored. It is indeed more economical to restore them then to construct a new facility.

In Saint Paul, where I am located, there is a great deal of interest in the renovation of our Union Depot, owned by the Union Depot Corporation. This is a major facility with many thousands of square feet to be used for a museum with a major emphasis upon children. The group in Saint Paul is quite always behind the development as compared to the group in Duluth. However, there is a great deal of community interest.

In summary, I would recommend to your committee that anything that can be done to preserve appropriate railroad depots for the purpose of cultural institutions be considered. As one who has worked in behalf of two of these institutions, I heartily support your effort.

Sincerely,

MARLOW G. BURT, *Executive Director.*

NEW LONDON, CONN., August 7, 1972.

MR. JOHN BRADEMAs,
*Chairman, Select Subcommittee on Education,
Rayburn House Office Building, Washington, D.C.*

DEAR MR. BRADEMAs: As Chairman of the Union Station Committee of the Southeastern Connecticut Arts Council, I wish to lend support to H.R. 9719, a bill to amend the National Foundation on the Arts and Humanities Act of 1965 to further cultural activities by making unused railroad passenger depots available to communities for such activities.

The central locations of railroad stations, plus the substantial open space of the waiting rooms, make them particularly attractive for arts activities. Opportunities for increased art activities for young and old alike are essential as a humanizing force in today's life. The arts stimulate awareness of ourselves as individuals, as we relate to others, and as we relate to our environment.

We would like to call to your attention one limitation in H.R. 9719: the requirement that present ownership be by a railroad company. As railroad stations are invariably in the downtown area of a city, they are apt to be included in urban renewal projects. We hope you will consider amending the bill to include railroad stations owned by public bodies such as Redevelopment Agencies as well as railroad companies.

Sincerely,

Mrs. CLAIRE DALE,
*Union Station Committee,
Southeastern Connecticut Arts Council.*

LOUISVILLE & NASHVILLE RAILROAD Co.,
Louisville, Ky., August 3, 1972.

HON. JOHN BRADEMAs,
Chairman, Select Subcommittee on Education, House of Representatives, Congress of the United States, B-345A Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN: Thank you for your letter of July 25, 1972, to Mr. William H. Kendall, whom I succeeded April 1 of this year as President of the Louisville and Nashville Railroad Company, concerning H.R. 9719 on which your Subcommittee is now conducting hearings.

Passage of this bill would enable the U.S. Government to acquire certain unused and underused passenger depots and to restore them for use in the promotion of cultural art activities by the communities in which they are located. The bill is meritorious. Its passage would make it possible to preserve for useful purposes certain railroad passenger depots without detriment to the commercial development of the cities and towns in which they are located. I endorse wholeheartedly the procedures to be followed in evaluating the properties for purposes of acqui-

sition and their use after acquisition and restoration in the programs and cultural activities outlined in the bill.

There are several such depots on the L&N at the present time, which might be considered for these programs.

There is in Cincinnati a very fine station building, constructed in the early 1930's. It is a fine example of the architecture of that time. It contains in it a great number of wonderful mosaics depicting cultural and industrial activities in Cincinnati. It is located in an area at the fringe of the downtown district and has been thought of by some in Cincinnati as being a building which should be preserved and converted into a community activity. The property is held in the name of the Cincinnati Union Terminal Company, of which L&N is a one-seventh owner.

L&N owns passenger stations at Louisville and Bowling Green, Kentucky, Nashville and Knoxville, Tennessee, and Mobile and Birmingham, Alabama, which may also have potential for the type of acquisition and usage that H.R. 9719 contemplates.

Such buildings contrast with others which some groups wish to acquire for preservation but which do not have the overall qualities justifying preservation that are possessed by the Cincinnati terminal and other stations mentioned. It has been our experience that too often various groups looking for a building for their activities look to old station buildings which, while perhaps of some architectural interest, are not at all suitable for conversion either because of tremendous cost of conversion or because to preserve them would be to interfere with the proper commercial development of a city. The proper balance of these considerations is always required.

Very truly yours,

PRIME F. OSBORN, *President.*

ST. PAUL, MINN., *February 29, 1972.*

Re H.R. 9719, a bill to make railroad stations available for community cultural activities.

Hon. FRANK THOMPSON, Jr.,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN THOMPSON: In response to your letter of January 18 asking for comment on this bill, I gave you a preliminary reply on January 24 and said that we would later submit more specific ideas. This is our follow-up letter.

We believe that the concept of your bill is excellent and if sufficiently funded should prove an effective means of providing community centers for some cities. There are, however, some difficulties which must be resolved:

In major metropolitan centers stations were erected under a variety of financial and corporate arrangements but these structures are usually owned and managed by a station corporation; the stock is held by the railroads which originally used the station as a passenger facility. These stations may have a variety of functions in addition to the servicing of railroad passengers. Even in those instances where the structures are no longer required for Amtrak operations, they are usually situated on prime downtown real estate and retain substantial value. These values ordinarily are great and may individually be as much as several million dollars. I do not think you should expect the gift of many properties of this class; hence if your plan contemplates the Federal Government's purchase of any important major stations the bill will require much greater funding than the two million dollar total figure which you propose.

Stations in small communities present a different problem. A railroad's need for land and office space and the local community's needs for particular kinds of buildings in favored locations all affect the possibility of using the local station for cultural purposes. There is therefore no uniformity between cities as to their individual opportunities to obtain useful railroad structures. It would seem that if there is to be Federal funding for the kind of centers you visualize, the Congress will be concerned with problems of discrimination between communities. Would it not be better to provide for some uniform system of financing culture centers, perhaps on a local matching fund basis? Each community could then make its own arrangements in the light of local conditions. This might or might not make feasible the acquisition of a railroad station but each town would then have essentially the same opportunity for a cultural center.

Tax considerations also importantly affect this whole problem. Insofar as large jointly-owned metropolitan stations are concerned, you will wish to consider the fact that under present law only the station corporations themselves would be entitled to claim a tax deduction if their buildings were to be donated. The railroad companies, which are the true owners, can get no tax benefit from such a gift and the station company usually does not either since it ordinarily does not have net earnings. If the law could be amended to permit the deduction to flow through to the owning companies there might be more donations, especially if for valuation purposes the railroads could choose either the original cost of the property or its current market value. If you would like to follow up on this idea, we would be glad to prepare specific language which you might consider for use in a bill. However, we mention a difficulty with this approach, namely, that those railroads which have no net earnings can make no tax saving from any donation and hence might be unwilling to go along with their partners in the gift of a jointly owned facility.

Thank you for having written. We very much appreciate your interest in this important subject.

Sincerely,

LOUIS W. MENK, *Chairman.*

[Congressional Record, Sept. 22, 1966]

HISTORIC PRESERVATION

(Mr. Farnsley (at the request of Mr. Boggs) was granted permission to extend his remarks at this point in the Record and to include extraneous matter.)

MR. FARNSELEY. Mr. Speaker, I include in the Record an article by Alexander S. Cochran that appeared in the May-June 1966, issue of *Historic Preservation*:

"FROM RAILROAD STATION TO ART SCHOOL

"(By Alexander S. Cochran, FAIA, of the firm of Cochran, Stephenson & Donkervoet, architects for the Maryland Institute's old-new Mount Royal Station, Baltimore, Md.)

"Preservation by reuse seems such a simple concept that one wonders why it is not more often successfully accomplished. The almost inevitable disappointment of the barn-made-into-house is due to usual economic failure when cost is compared with that of new construction. The remodeling of street floors of old commercial buildings usually results in destruction of the esthetic totality of the original building. The critical ingredient which must be preserved by reuse would appear to be its basic architectural purpose. Eero Saarinen said the purpose of architecture was 'to shelter and enhance man's life on earth and to fulfill his belief in the nobility of his existence.'

"The Mount Royal Station was designed for the B & O Railroad in 1894-95 by the Baltimore firm of Balwin and Pennington. In this era Carroll V. L. Meeks observes 'Elephantiasis overtook every aspect of railroading including the terminals, now built to dimensions never before appropriated.' Its style was somewhat Richardsonian, but more important was its graceful, composed scale and elegance, in a word, its grandeur. Its tower dominated its part of the city. Its sunken park site related the building gracefully to all approaching users. Above all its high interior concourse gave dignity and importance to all who entered. Meeks observes "a new trend toward comfort began in the late 1920's—and in the Mount Royal Station rocking chairs were provided.'

"The reusing client of the 1960's, the Maryland Institute, could take every advantage of these great architectural qualities of this building. An independent school of art, founded in 1821, headquartered in a nearby building, was a worthy inheritor of the by-then obsolete station. Too much credit cannot be given to the school administration and trustees who saw the potential and to the railroad management and directors who made the opportunity possible.

"The architects and their clients were charged with maximum retention of exterior design and with saving of all possible interior character. This was a fascinating challenge. The exterior was altered only by enclosure of open roofed areas. The interior was high enough to create two ample floors in much of the waiting room with the addition of a grant stair case or axis with a newly opened central

space at the porte cochere. Considerable interior architectural decoration was preserved in toto, such as the central columns, all the waiting room ceiling, much of the decorative floor, and most of the exposed iron structure. While the new auditorium and gallery spaces are created by new defining planes, original elements such as wall paneling were preserved where possible. Always the effort was made to preserve scale and elegance.

"To generalize about the economic comparison of reuse versus new construction is dangerous. The Mount Royal Station was sold for \$250,000, well below its actual value, including nearly four acres of open site. The construction for reuse was accomplished for \$600,000. This was possible because of negotiation with the builder, whose constant consultation with the architect during design was invaluable. The original enclosed area of 22,500 square feet was increased to 47,000 square feet at a cost of \$18 per square foot. Any current estimate of cost of comparable new construction would surely exceed \$25 per square foot. In other words, in this instance the original area was doubled at a cost of around half of what new construction would have been.

"All of those involved, the railroad, the school, the architects are well aware of the peculiarity of the opportunity that was theirs. To Eugene W. Leake, president of the Maryland Institute, goes signal recognition. He discerned the potential which with his constant consultation the architects were able to realize. He now knows of no better art school building.

"Basic to the new Maryland Institute, the Mount Royal Building was not just preservation and reuse of essential architectural distinctions. Said Margaret Meade in the building as work commenced: 'This is perhaps the most magnificent example in the Western World of something being made into something else.' Her praise is deserved only inasmuch as the 'something else' is one of continued grandeur."

IOWA ARTS COUNCIL,
Des Moines, Iowa, July 31, 1972.

HON. JOHN BRADEMAs,
*Chairman, Select Subcommittee for Education,
Rayburn House Office Building, Washington, D.C.*

DEAR CONGRESSMAN BRADEMAs: The need for community cultural centers in rural areas is crucial and I'm pleased to be invited to comment on one possible solution.

Many old railroad stations have the basic qualities necessary for the arts; (1) adequate space, (2) sound structure, (3) aesthetic design, (4) central location.

All stations, of course, do not possess these qualities and therefore would not be considered for acquisition. However, I have seen excellent possibilities on my travels about the State of Iowa and I strongly urge the passage of bill H.R. 9719.

The Art Guild of Webster City led a successful fund drive to relocate the abandoned railroad station (which was donated by Illinois Central) in a park to be designated as a historic village. A hole was dug to set the station upon so that an art gallery and workshop can be established below with a museum for historic objects located in the upper galleries. Webster City is a community of 8,500 population.

All railroad companies are not willing to donate their unused, or little used, depots. I wrote or phoned the railroad companies operating in Iowa and received replies from several administrators (see enclosures). Mr. G. O. Behm, Chicago and Northwestern Railway Company, phoned to discuss the program and seemed genuinely interested. He mentioned several depots that were possibilities and asked if perhaps one room might be retained for the local station manager to handle paper work. Various solutions may have to be realized in order to accomplish acquisition in some communities.

The possibilities excite me for this program. The imagination and determination of people are marvelous when presented with an opportunity. The art association in Clinton (pop. 33,500) was forced to leave a rented warehouse they had renovated and are now existing in other temporary quarters. A railroad depot might well be the salvation of this energetic group.

Congress, through the National Endowment for the Arts, can be of valuable service if this bill is passed.

Sincerely,

JACK E. OLDS, *Executive Director.*

THE CONNECTICUT SOCIETY OF ARCHITECTS,
New Haven, Conn., August 10, 1972.

HON. JOHN S. MONAGAN,
*House Office Building,
 Washington, D.C.*

DEAR SIR: On behalf of The Connecticut Society of Architects, I would like to express support for H.R. 9719, a bill to amend The National Foundation on the Arts and Humanities Act of 1965 to further cultural activities by making unused passenger depots available to commuters for such activities.

We are blessed, in Connecticut, with quite a few fine old railroad stations which are still sound, despite many years of inadequate care and, in some cases, complete abandonment.

A law making it possible for some of these stations to be put to use for cultural activities may give these reminders of a bygone era a new lease on life, one in which they can again serve the public as they did in the past.

I respectfully suggest that their use be expanded beyond cultural activities to permit them to qualify under the law. It is conceivable that they could be used as restaurants or retail establishments still preserving their visual and functional integrity.

I urge you to vote for H.R. 9719. Please keep me advised on your vote and the bill's progress through Congress.

Respectfully,

PETER H. BORGEMEISTER,
Executive Director.

STATEMENT OF THE NATIONAL TRUST FOR HISTORIC PRESERVATION

The National Trust for Historic Preservation in the United States is pleased to have been asked to make a statement on H.R. 9719, a bill to amend the National Foundation on the Arts and Humanities Act of 1965 to further cultural activities by making unused railroad passenger depots available to communities for such activities. The National Trust is charged by its Congressional charter with fostering public participation in the preservation of sites, buildings and objects of historic and cultural significance. We are the only national private, non-profit organization devoted to historic preservation. We believe that buildings are an important resource that need to be conserved just as the natural resources of air and water. We believe that H.R. 9719 will foster this conservation.

Many of the unused or underused railroad stations throughout the nation represent a major achievement in American architecture and building technology. The sheer elegance of structures such as Grand Central Station in New York City, Union Station in Washington, D.C. and in Kansas City and the Union Terminal in Cincinnati, Ohio, cannot be duplicated today. Many railroad stations were innovative in design and space utilization coordinating a host of services in a single structure. Some of America's best architects designed railroad stations including H. R. Richardson, McKim, Mead and White, and Daniel Burnham. As Carroll Meeks pointed out in his book, *The Railroad Station*:

"There was no functional precedent for the depot; every solution had to be invented. The wonder is not that the stations were sometimes awkward and inconvenient but that they were in many respects efficient and audaciously successful. The station was an essential part of the new system of transportation; it reflected the impact of the technology and the mobility of the masses. It played its part in the opening up of the frontier; it is associated with conurbation, the spread of suburbs, the development of resorts. There are enough examples, furthermore, to provide a cross-section view of architecture since 1830. More than 80,000 stand in the United States alone (1964)."

Over a year ago, the National Trust voiced its concern to Amtrak for preservation of railroad stations. In a letter to Amtrak, James Biddle, President of the National Trust, wrote, "Because of the historical associations of certain stations with the development of an American transportation system, as well as the architectural significance of many stations, we are concerned about those properties under your control that might be considered for disposal. * * * The National Trust is anxious to cooperate in any way possible to find means whereby important stations may be preserved." H.R. 9719 will provide the means for preservation of this important building type.

An important preservation technique is the adaptive use of old buildings to serve new and meaningful functions in our contemporary environment. Some unused stations have been preserved and given new and exciting lives; the Mount Royal Station in Baltimore, Maryland, is the home of the Maryland Institute, a college of art; Union Station in Washington, D.C. will become the National Visitors' Center serving visitors to our nation's capital from all over this country and from foreign nations. But, tragically, too many railroad stations that could be given a new lease on life have fallen victim to the wrecker's crane. The Queen City Station-Hotel in Cumberland, Maryland, was demolished during the past year despite the existence of a study, financed in part through the National Trust's consultant services program, which enunciated the feasibility of alternative uses for the building. Today, there are many stations which are battling for survival. Among them are the New London Station in New London, Connecticut, designed by H. H. Richardson; the Santa Fe Railroad Station in San Diego, California, and two railroad stations in Spokane, Washington, slated for demolition to make way for an international exposition. The fact that buildings such as these two in Spokane can be successfully adapted to meet the demand of modern life has been demonstrated over and over again. At HemisFair '68 in San Antonio, Texas, structures from the "historic triangle", a prominent center city area dating from the 1880's were rehabilitated and used to enhance the fair site. In California, the city of Los Angeles, in action taken August 2, 1972, designated the Union Station Terminal as an Historic-Cultural Monument, thus insuring that the low rambling structure of Spanish and Moorish architecture built in 1933 will be protected against demolition by law. Nevertheless, many railroad stations continue to be an endangered species, a point that was graphically illustrated in the December 1971 issue of *Architectural Record*.

Railroad stations were originally designed to serve the public, however, because of the great decrease in passenger rail travel, many stations throughout the country are lying fallow and unused. H.R. 9719 will provide a means for railroad stations to be rejuvenated, given new life and once again serve the public. The National Trust for Historic Preservation wholeheartedly supports H.R. 9719.

STATEMENT OF JEREMIAH FORD III, A.I.A., PRINCETON, N.J.

I. FRUGALITY IN OUR MAN-MADE ENVIRONMENT

Much has been said about preserving the natural environment and the ecological impact of man and his activities on that environment. One direct way to foster the reversal of our destructive tendencies is to find appropriate uses for those man-made facilities that have become obsolete in the use for which they were originally intended.

Consider the impact to our environment if all obsolete facilities are abandoned without provisions for demolition or reuse. Indeed some sections of our country appear to be graveyards of unused buildings contributing to the visual and spiritual decay of the urban environment. The proposed H.R. 9719 is a creative step to reverse this disheartening trend. A demonstration of environmental frugality, as is proposed in this legislation, would do much to demonstrate to state and municipal government agencies and private interests how buildings could be reused and given a new function and lease on life.

II. HISTORIC PRESERVATION OF ARCHITECTURAL LANDMARKS

One of the most significant trends in the architectural history of our country can be traced in the development of transportation facilities such as the canals, the railroads, bus terminals and airports. We have always been a nation that has made maximum use of all transportation means for purposes of travel and commerce. Much architectural skill in the past was dedicated to the passenger terminals that served as a point of public contact with these transportation systems. The railroads in our day of competitive glory spared no expense to make these stations attractive, commodious and prestigious. Most of them were built to last for centuries (a beneficial lesson in this day of designed obsolescence). A great many of these stations are structurally sound, needing only to remove the traces of vandalism and neglect to be restored to their original glory. I hope in the Bill that ample discretion can be used by the "Chairman" to encourage selection of those facilities of historic significance, in addition to those selected for other considerations. It was a great tragedy that facilities such as Penn

Station in New York City were lost due to the overpowering influence of economical considerations. If the Federal Government can help to reverse this trend, we may be able to preserve a very important part of our architectural heritage.

III. COMMUNITY CULTURAL LIFE

As Vice President of the Princeton Arts Council, I have spent considerable time and effort to find space for the variety of cultural activities in our small community. The cost of a new building would be prohibitive. All other available space seems to be far removed from the center of town or convenient traffic access. Many very exciting cultural activities cannot grow or get started because they cannot find appropriate spaces to meet or perform.

In many communities the railroad station is central, convenient to transportation and frequently surrounded by parking space. This makes it ideal for any community group activities. These would also be activities that would considerably upgrade the neighborhoods surrounding the old station, thereby reversing an unfortunate trend of decay in our urban environment around downtown transportation facilities.

This Bill gives Congress a unique opportunity to support the Arts and to support the Arts in a manner which encourages maximum exposure by the greatest possible number of people. This is a most heartening development and could have a profound and far reaching influence on our cultural development.

MURPHY, DOWNEY, WOFFORD & RICHMAN/ARCHITECTS,
St. Louis, Mo., August 9, 1972.

Re H.R. 9719, Bill to amend the National Foundation on the Arts and Humanities Act of 1965 to further cultural activities by making unused railroad passenger depots available to communities for such activities.

SELECT COMMITTEE ON EDUCATION,
Congress of the United States, House of Representatives, Rayburn House Office Building, Washington, D.C.

GENTLEMEN: On behalf on the St. Louis Chapter of the American Institute of Architects and its Committee for the Preservation of Historic Buildings, it is my privilege to submit this statement in support of H.R. 9719.

In its railroad passenger depots, both large and small, the United States possesses a most unusual building resource. These structures are generally of superior design and construction, centrally located, and by the nature of their original function, easily accessible and rather open ended in their siting. They also contain a variety of types of space from office size to some of the few grand public spaces remaining in this country. They usually have played an important part in the life and development of their communities and are landmarks about which large numbers of people care. All of these considerations are positive factors in the process of revitalizing these facilities for public use.

Our primary concern in St. Louis is, of course, our Union Station. This fine building is so much a part of the life and fabric of our city that most of the citizens cannot even conceive of its demolition. However, the fact remains that it is presently very much endangered. Fortunately, several viable alternatives for its future use are now under serious study and we hope to be ready for this crisis *before* it occurs. Inasmuch as these studies are largely the efforts of concerned citizens and funding of such proposals always is difficult at best, the aid proposed in the legislation under consideration represents not only vitally important financial assistance, but a psychological incentive to those engaged in this often overwhelming task.

It is a fact of life in the United States that, with very few exceptions, our great structures cannot be saved for reasons of nostalgia, architectural significance or structural soundness only, but must be revitalized to serve an economically feasible new use if they are to survive. While many of our great structures have been lost in this process, it is not totally a negative concept. A really great building, approached with imagination, sensitivity to its inherent values and recognition of the needs of the citizens it is to serve, should be capable of a strong new life which will enrich the lives of those who use and experience it, and provide the sense of cultural continuity so necessary to the preservation of the "humanity" of our great cities.

Insofar as the legislation which you are now considering will be a major contributor to the enlistment of the type of grass roots efforts to save these fine structures which insure continued public support in their new roles, and the

stimulation of the most dedicated and competent professionals to the task of renovating them to serve new, imaginative and people-oriented uses, to the end that these important buildings can once again assume their rightful position of eminence in the cultural lives of their communities, we strongly support this Bill and urge its swift enactment.

Respectfully submitted,

THEODORE J. WOFFORD,
*Chairman, Committee for Preservation of Historic Buildings.,
St. Louis Chapter, A.I.A.*

[Des Moines Sunday Register, Feb. 13, 1972]

NOW AT LAST THE OLD DEPOT TAKES A TRIP, TOO

(By Joan Bunke)

Webster City's old Illinois Central railroad depot has taken a 20-block trip, across the city, and that may be only the beginning of a journey into the future by a "vehicle" out of the past.

The depot building, says Webster City Park Board member Harold (Skip) Stark, can travel a lot farther, but that all depends on the citizens of this north-central Iowa community of 8,500 population. "The people are in the driver's seat," Stark says.

Last fall, when the Illinois Central announced it was abandoning the depot, planning to tear it down, Mrs. Robert Halliday, president of the Boone River Area Art Guild, began to rally townspeople round the station. Her idea: Save the depot, restore it, use part of it as a museum and art gallery to display traveling art shows from the Iowa Arts Council and works of the "lots and lots of Sunday painters" in the Webster City area. In addition, she hoped there might be space for guild headquarters, and, perhaps, a community center.

In a few weeks, the community did, indeed, rally round with the hard cash needed for the moving project.

PUBLIC CONTRIBUTIONS PAID COST OF MOVING

The time for the project seemed "right," Marian Halliday says. The old City Hall had been torn down last year, and the citizenry seemed "to be tired of losing old landmarks." Besides, there was a kind of "romantic-kissing-sweethearts-good-by" quality about the big old building that Webster Citians seemed to want to preserve. Nearly "everybody" wanted to save the building.

Instead of going ahead with its plans to tear down the depot, the Illinois Central offered it to the city as a gift, provided the building (180 feet long and with an "average" width of 24 feet) could be moved in a few weeks. This meant money, right now. The Park Board and City Manager Ray Schlotfeldt indicated that though a site was available in the city's Bonebright Park and though public funds might eventually be made available for operation and maintenance of the depot-gallery-museum, the \$5,000 moving cost would have to come from public contributions.

The community turned to, with more than 300 persons contributing funds, with youngsters out collecting donations, a "radiothon" and newspaper campaign, an "art sale" and auction by the Art Guild, the sale of calendars featuring work by Webster City area artists (calendars are still available, Mrs. Halliday says). In addition to the cash contributions, there were donations of everything from auction skills to legal aid to lumber to an offer of labor installing the new foundation for the building at the park site.

The Belmond firm of A. R. Dorr Sons tackled the moving job in two parts: the depot was sawed into two pieces, jacked up on dollies, and a Dorr crew moved the building the 20 blocks to the south side of town. City crews raised wires, sawed down a tree and removed some limbs to allow the building's passage. The city's co-operation was "marvelous," says Stark, who is district manager in Webster City for Peoples Natural Gas.

HOPING TO CREATE A "PIONEER VILLAGE"

Stark—who says he was originally a "wet blanket" about the project and its cost, which he estimated at \$20,000, including moving and refurbishing the building—has become a convert to the project. The citizens' contribution of some \$4,100 for the moving expenses, an additional \$1,000 promised by the Hamilton

County Historical Society, and all of the donations of time, talent and hard work, convinced him that there was a "kind of a mandate" for the city's officialdom to back the project.

What the enthusiastic Webster Citians are pointing toward, over the long run, is a "pioneer village." Right now, Bonebright Park, whose site was left to the city by the late F. A. Bonebright, contains three long cabins, from the earliest days of the city. The depot dates from the turn of the century.

ART GALLERY AND MUSEUM FORESEEN FOR NEXT SUMMER

Mrs. Halliday says the restorers want to include an engine and a caboose to dress up the depot site—complete with platform and semaphore—and Stark says there's hope of acquiring an old one-room schoolhouse for the site. Those who yearn for a true pioneer village complex want to include a blacksmith shop and a nineteenth-century general store.

That's all in the future right now. A committee planning the restoration is working on a drive for the additional \$15,000 Stark estimates is needed. If the community continues to back the project, Stark says, Park Board discussions with the City Council indicate the board's budget could be expanded to take care of maintenance.

Citizens' contributions probably won't be a one-time thing, Stark says—residents ought to be thinking in terms of, say, a \$10-a-year gift to complete the project. "The community can take this just as far as it wants," he says. In any case, "it's probable that come this summer we will have an art gallery and museum at the depot," he adds. The rest of the depot's journey remains in the more distant future.

EDINA, MINN., August 8, 1972.

MR. JOHN BRADEMÁS,
*Chairman, Select Subcommittee on Education, Congress of the United States,
House of Representatives, B-345A Rayburn House Office Building, Wash-
ington, D.C.*

DEAR MR. BRADEMÁS AND MEMBERS OF THE SELECT SUBCOMMITTEE ON EDUCATION: Thank you for providing us an opportunity to comment upon H.R. 9719, a bill to amend the National Foundation on the Arts and Humanities Act of 1965 to further cultural activities by making unused railroad passenger depots available to communities for such activities.

This statement is written to emphasize our support of the bill and to familiarize the committee with the situation in St. Paul, Minnesota.

St. Paul was the home city of James J. Hill, one of the pioneering giants in the development of railroading through the Middle West and to the West Coast. It was in St. Paul, Minnesota that his railroading empire developed and flourished.

In 1923, seven railroads then using the city coordinated their efforts and built a 250,000 square foot terminal (with an additional 300,000 square feet of underground parking space) to provide the railroads with increased efficiency and to serve as a statement of welcome as visitors entered "railroad city". This magnificent Tennessee marble structure was in use until the early Spring of 1971. It is located in the heart of an urban renewal area, adjacent to an area planned to recapture the "old town" flavor of the city, and only a short distance from the Mississippi River. The building itself, known as the St. Paul Union Depot, is completely up-to-code with two levels of underground parking (and a facility nearby to handle overflow parking), a restaurant, working elevators and escalators, and great open masses of exhibition space.

St. Paul and its sister city, Minneapolis, are the heart of a population center of approximately one million people. These cities are primarily concerned with distribution and marketing. Together they form the industrial, educational, and cultural hub of the Upper Middle West. Although both communities are commercially oriented, a gentle cultural renaissance has been underway for some time. The Twin Cities are a lively community peopled with families, individuals, and corporations participating in and contributing to an increasingly stimulating cultural environment.

Thus, it is not unusual that within such a community a group of individuals became interested in the preservation of the now vacant St. Paul Union Depot—an important site within the city and a landmark to the development of westward rail expansion for the United States. The building provides a unique statement to "gateway" architecture and is well worth using in a way which would benefit the upper middle west area.

The use to which residents are interested in putting the Depot involves the implementation of a facility as yet unavailable within the upper mid-west; namely, a hybridization of a first-rate childrens' museum and a technologically oriented facility which would present the remarkable development of Minnesota through people-oriented displays and a variety of involvement media.

The "Depot" has the opportunity to provide a significant departure from traditional museum thinking within this country, in that it proposes to tell the story of the uniqueness of the development of Minnesota within the context of the state's dependence upon the railroad in an involving, stimulating, and technically exciting learning medium.

The St. Paul Depot Project was officially born in 1971. Initially incorporated through the joint efforts of the Junior League of St. Paul, the Council of Jewish Women of St. Paul, the American Association of University Women of St. Paul, and the Junior Chamber of Commerce Wives of St. Paul, the board presently consists of representatives from the above named organizations and the following members of the greater Twin Cities community:

Bartlett Baker; St. Paul Real Estate Developer.

Edward Bronstein, Jr.: Past President Civic Opera, Rotary, President of U.S. Bedding Company, St. Paul.

Mrs. John M. Budd, Jr.; Board Member, St. Paul Council of Arts and Sciences, Minnesota Author.

Thomas Carlin; General Manager, St. Paul Despatch and Pioneer Press.

Robert Chinn; President, St. Paul Chamber of Commerce; Vice President, Control Data Corporation.

Mrs. William Frenzel; Interested Citizen and wife of Representative William Frenzel, Minnesota.

Hal Greenwood, Jr.; President, Midwest Federal Savings and Loan Association.

Dr. Wayne Jennings; Principal, Open School of St. Paul.

Mrs. Harold LeVander; Republican Chairwoman from Minnesota and wife of the former Governor of Minnesota.

E. Roger Mandel; Director of Education, Minneapolis Institute of Art.

Mrs. Lee R. McGuire, Jr.; Board member, Friends of the Minneapolis Institute of Art, Minnesota Author.

James Oppenheimer; Partner in the Legal Firm of Oppenheimer, Brown, Wolff, Leach and Foster, St. Paul.

Mrs. Jerry Seldon; Interested Citizen.

Robert Van Hoef; Vice President, First National Bank of St. Paul, former St. Paul city planner.

Mrs. Jean Whitaker; Past President, Jr. League of St. Paul.

By using the railroad as a common denominator of Minnesota's industrial development, a variety of "do touch" exhibits are in the process of being developed to explain the expansion of Minnesota's major industries (fur, lumbering, mining, milling, farming, data processing, railroading, etc.) in terms of their interdependence to and from the beginnings of railroading within the state. Rather than serving as a repository of historic artifacts, the museum is projected as a dynamic, flexible, educative facility.

Our great emphasis is on the education of the public. In order to serve as a mass educational environment, it is our premise that acquiring information, knowledge, and understanding should be a pleasurable experience. To this end, we anticipate the usage of the building as follows:

Entrance.—Brightly colored banners and sculpture relating to the state.

Main Waiting Room.—This vast, two story open space shall serve as the heart of the facility. Herein shall be the walkway through Minnesota's development with exhibits such as ore mining, a lumber camp, an early depot, a diorama of early settlers arriving via the Mississippi, the beginning of milling, etc. Each exhibit shall be emphasized in terms of the railroad's impact upon the industry's beginnings.

Model Railroad Room.—The Model Railroad Club of St. Paul has long occupied this large area. Their elaborate and extensive model railroad is a continuing source of pleasure to both the club members and members of the communities at large who often drop in to share the displays with their families.

Small Ante-rooms off the Main Lobby.—These rooms could serve as office space, private meeting rooms, rooms to hold coats and school children's lunches.

Walkway to the Concourse Level.—Would house a wide range of railroading implements ranging from switching signals (which would be operated by the attendee), to bells, whistles, lights, ticketing implements, etc.

Cafeteria.—Would continue to serve this function, but, in addition, would visually remind the diner of a railroad's impact through small scale model railroad features.

Concourse.—A children's facility where all exhibits are Minnesota-oriented, child-sized, and child-oriented.

Track Level.—A variety of railroad cars have been offered to the committee, including a dining car, box car, caboose, several engines, a president's car, etc. These would be available for the attendee to tour.

Second Floor.—Rooms showing the cultural heritage of the Minnesota population would be featured. The ethnic communities of our area (including Scandinavian, German, Mexican, Japanese, Laplandic, American Indian, etc.) have expressed interest in helping the rest of the community know them and their culture and their impact upon the state through changing displays.

Third Floor.—Continued usage as rental space.

Garage Level.—Parking for museum usage.

Lower Garage Level.—Continued rental and storage space.

Within the above mentioned space context, there also exists space for meeting facilities, a library of railroading, changing exhibitions, and community usage facilities.

According to architectural and city officials, the building is well suited for the use which we describe above. A minimal amount of renovation work would be required, as the building is completely up to code and in good condition at the present time.

A number of foundations have been contacted concerning support for activities which would occur within the building, as well as support appearing favorable from many industries within Minnesota. However, we anticipate the support to be of a non-acquisition nature. Thus, H.R. 9719 is of significant interest to our community.

In conclusion, may we again express interest in H.R. 9719. Perhaps we in St. Paul, home of the nation's major railroad, and home to many railroading families and enthusiasts, are particularly aware of the importance of this bill to preserve depots across the country.

Through depot usage as cultural, educational, and civic centers within our communities, we have the marvelous potential to provide our citizenry an opportunity to both reflect upon an important stage of our development, while preserving significant period architecture for forthcoming generations.

Thank you for providing us an opportunity to comment upon H.R. 9719 and the St. Paul Union Depot Project.

Sincerely,

NINA MCGUIRE,
Mrs. LEE R., Jr.,
(For the Depot Committee).

THE MARYLAND INSTITUTE, COLLEGE OF ART, BALTIMORE, MD.

MOUNT ROYAL STATION: HISTORY

Built in 1896, Mount Royal Station has always enjoyed a special place in the memories of Baltimore and Ohio passengers. Some remember it for its marble-columned interiors, others for the homey touch of rocking chairs placed alongside more conventional high backed benches.

Trains still come by, but they no longer stop. By the Fifties, the bustle that characterized the Station in the early part of the century had dwindled, and, reluctantly, the railroad closed the Station in 1961.

Even today, however, memories linger among long-time Baltimoreans. Many recall leaving for their first train trips, as children, from Mount Royal, and many personalities prominent in national life have come and gone from the Station in years past. Among them were Queen Marie of Romania, Presidents Woodrow Wilson, Herbert Hoover, Calvin Coolidge, Franklin Roosevelt, and Dwight Eisenhower. Al Smith, Bernard Baruch, and even Buffalo Bill Cody passed time, between trains, in the Station's lobby. Arturo Toscanini once had dinner on a private car parked at Mount Royal before appearing at a concert at the Lyric Theater across from the Station. The private car of John Charles Thomas was also parked here prior to a concert. The car was equipped with a piano and Mr. Thomas rehearsed on a siding near the Station.

The Baltimore and Ohio was America's first railroad, founded in Baltimore in 1827. (The Maryland Institute, founded in 1826, is one year older than the railroad.) The Station was built at a cost of \$300,000 although in 1964, the Maryland Institute paid \$250,000 for the Station, air rights over the tracks, and nearly four acres of land.

Designed by architects Baldwin and Pennington, the neo-Renaissance structure is built of Port Deposit granite, with Indiana limestone trim, and glazed tile roofing. Among other highlights of the building are arches, classic columns, mosaic marble floors, decorative ironwork, cast iron radiators, and oak wainscoting. Once seen from miles around, the square tower rises from the center of the building to a height of 150 feet. In the tower is an electric clock with large illuminated dials on four sides, used through the years by Baltimoreans to set their watches. (When the tower and clock were badly damaged by a storm, Jacob Blaustein was kind enough to finance the repairs.)

When the Baltimore and Ohio Railroad closed the Station nearly every window was broken by vandals and the Baltimore landmark seemed slated for demolition. It was not until 1964, when the Maryland Institute purchased the structure that the Mount Royal Station's future became secure.

Margaret Mead said, as she looked about the Mount Royal Station's beautifully detailed columns, moldings, and vaulted ceiling. "This is perhaps the most magnificent example in the Western World of something being made into something else!"

She said this shortly before the Maryland Institute, College of Art, had begun restoring the handsome granite neo-Renaissance building and adapting it as an ingenious art center for the use of a growing art college. The 1896 building had been a favorite landmark in the area ever since it opened, but had decayed and been ravaged by vandals after the B & O Railroad closed it in 1961.

When the Maryland Institute purchased the Station and its nearly four acres of land in 1964 for the remarkably reasonable sum of \$250,000 (it had cost \$300,000 to build in the 1890s), it was obvious that a considerable sum would be needed to repair, adapt, and modernize the structurally sound but largely unusable building. At the same time, care would have to be taken to maintain its architectural integrity, to preserve all savable details, not to spoil its charm.

By Dedication Day, September 21, 1967, all this had been accomplished. Under the painstaking direction of architect Richard C. Donkervoet, partner in the firm of Cochran, Stephenson, and Donkervoet, the Station is now completely suited to an art college's unique needs. The former sweeping lobby is now a dramatic entrance court, left open to the ceiling to maintain a spacious feeling. The original Station was marked by a gallery encircling the waiting room. To increase usable space, flooring was installed at the level of the galleries to create a second floor which now houses the library, classrooms, and offices. Beneath the second floor, on opposite sides of the court, are a 250-seat auditorium and a gallery.

The former baggage room is a cafeteria. Old offices are now studios. A former ladies' lounge is the inner room of the large gallery. Extensive waiting platforms, now enclosed, house a photography gallery, offices and undergraduate sculpture areas. A baggage platform has been transformed into an 80 x 80 foot glass-walled space complete with foundry, kiln, heavy equipment, private studios, and lots of space for graduate students in the Institute's Rinehart School of Sculpture.

Two third-floor lofts, formerly used only by pigeons, are airy, well-lighted studios. An especially attractive feature is a new floating stairway leading to the second floor at the back of the entrance court, exemplifying complementary blending of modern and classical details.