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PRESERVATION AND REUSE OF RAILWAY STATIONS OF HISTORIC OR ARCHITECTURAL MERIT

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HEARING

BEFORE THE

COMMITTEE ON COMMERCE

UNITED STATES SENATE

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

S. 2056


TO AMEND THE RAIL PASSENGER SERVICE ACT OF 1970 TO CLARIFY
PROGRAMS FOR PROMOTING REUSE OF RAILROAD PASSENGER
TERMINALS, AND FOR OTHER PURPOSES

JULY 10, 1975

Serial No. 94-29

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PRESERVATION AND REUSE OF RAILWAY STATIONS OF HISTORIC OR ARCHITECTURAL MERIT

THURSDAY, JULY 10, 1975

U.S. SENATE,
COMMITTEE ON COMMERCE,
Washington, D.C.

The committee met at 10:30 a.m. in room 5110 of the Dirksen Senate Office Building, Hon. Warren G. Magnuson (chairman of the committee) presiding.

OPENING STATEMENT BY THE CHAIRMAN

The CHAIRMAN. The committee will come to order. There will be some other members of the committee here in just 2 or 3 minutes.

We have a busy day in Congress, but they will come here because they have an interest in this matter.

Now, the Chair has a very short statement.

This is an oversight hearing on a program created by last year's Public Law 93-496 to preserve and reuse railway stations of historic or architectural merit.

In creating the program, the intent of Congress was to save unused stations, many of which are magnificent structures worth saving from the wrecker's ball, and convert them into intermodal transportation terminals.

Ultimately, a system of these terminals would create in the United States a system of intercity transportation facilities to aid travelers by bus, car, and train. Such facilities would save a great deal of energy and improve our transportation.

For instance, in my hometown, the Port of Seattle has worked very closely with us on this project, and has gone a long way in planning for the conversion of a presently unused Union Station in Seattle into a multimodal transportation terminal.

Two witnesses are from the port here to talk about that particular project.

Now, the critical part of the program so far is that the administration's request for this program is about \$500,000 out of a total authorization of \$25 million.

And, now, this is a matter for the Appropriations Committee and not for this committee, but we can make a record here, I think, for the necessity of trying to persuade the Appropriations Committee in the House and Senate that we should have more in this particular fund to carry out the act.

Staff members assigned to this hearing: Thomas G. Allison and John Burns.

Now, the Senator from Maryland has to leave on another matter very quickly and I see on the witness list there are some people here from your State, Senator Beall.

Mr. Miller, who is chairman of the Baltimore Regional Planning Council, and George Jude, the chairman of the Baltimore City Planning Commission.

I think you have a short statement you would like to put in the record.

Senator BEALL. Yes.

OPENING STATEMENT BY SENATOR BEALL

Mr. Chairman, I commend you for scheduling these hearings to examine the implementation of the intermodal transportation terminals as authorized by the Amtrak Improvement Act of 1974, Public Law 93-496. I thank you for giving me this opportunity and I apologize to you and to the witnesses for having to leave, but I must go to Baltimore to attend a funeral of one of the pioneer civil rights leaders in our State. Dr. Lillie Jackson, who died a couple of days ago.

This 1974 Act provides for the establishment of a model transportation terminal at Union Station here in the Nation's Capital and for three intermodal transportation demonstration projects throughout the Nation.

I strongly supported and cosponsored the intermodal transportation concept. This Nation's transportation policies have been fragmented and we have examined and supported each transportation mode as separate pieces of the transportation picture, hoping our individual actions on the various pieces would result in a coherent and efficient overall transportation system. Despite our general overall outstanding transportation network we can no longer work on the separate pieces of the transportation system and hope they mesh together. We badly need an overall, comprehensive approach to transportation and the intermodal center, wherein the various modes—high-speed intercity rail, commuter rail, intercity and local buses, and rapid transportation—interface.

In my judgment, there are a number of factors converging which make the time right for the development of intermodal transportation centers to meet the needs of today's and tomorrow's traveling public and at the same time to preserve historic railroad terminals. They are—

The development of the Northeast Corridor as required by the Regional Rail Reorganization Act of 1973, and the growing realization and recognition of the importance of railroads;

Rising energy costs and the need to conserve energy;

Environmental concerns;

Traffic congestion;

An increased awareness by the various modes of the advantages of a transportation center to the public and the economics and advantages to the transportation industry; and

Renewal of interest in the preservation of the past, undoubtedly heightened by the Bicentennial, and a determination that railroad terminals, which the architectural magazine, "Building News", in 1875 said along with hotels were "to 19th century America what monasteries

and Cathedrals were to 13th century Europe * * * leaders of the art spirit of our time.”

Mr. Chairman, I am particularly proud of the energy, effort, and interest, which will be obvious later today by Baltimore in the rehabilitation and repair of Pennsylvania Station and its transformation into an intermodal transportation center. Following citizens' complaints regarding Penn Station's services and facilities, an interagency committee was formed in 1973 to study the matter and to recommend an action program. This resulted in the development of the report entitled "Pennsylvania Station—a Concept Study" which is both ambitious and practical.

I will not go into greater detail, for the witnesses, scheduled from Baltimore, have an excellent and exciting proposal for the committee today.

I am hopeful that these hearings will demonstrate the wisdom of our action authorizing the intermodal concept in the 1974 Amtrak Act and result in increased appropriations to allow cities like Baltimore and Washington, D.C., to have intermodal transportation terminals appropriate to the modern transportation that the Northeast Corridor project will bring to the Northeast and for that matter, the Nation.

The CHAIRMAN. Thank you.

[The bill follows:]

94TH CONGRESS
1ST SESSION

S. 2056

IN THE SENATE OF THE UNITED STATES

JULY 8 (legislative day, JULY 7), 1975

Mr. HARTKE introduced the following bill; which was read twice and referred to the Committee on Commerce

A BILL

To amend the Rail Passenger Service Act of 1970 to clarify programs for promoting reuse of railroad passenger terminals, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That the Rail Passenger Service Act of 1970 is amended
4 in section 305 (i) —

5 (1) by striking at the end of paragraph (1) “and
6 civic and cultural activity centers.”, and inserting in
7 lieu thereof “and into such terminals combined with
8 other commercial, cultural, educational, and recrea-
9 tional activities.”;

1 (2) by amending paragraph (2) (D) to read as
2 follows:

3 “(D) to the extent practicable, the use of station
4 facilities for transportation purposes may be combined
5 with use for other commercial, cultural, educational,
6 and recreational activities, and;”;

7 (3) in the first sentence of paragraph (3), by
8 striking “a civic or cultural activities center, or both;”
9 and inserting in lieu thereof “a commercial, cultural, ed-
10 ucational, or recreational activities center, or a combina-
11 tion of such uses;”;

12 (4) in the first sentence of paragraph (4), by
13 striking “a civic or cultural center, or both,” and insert-
14 ing in lieu thereof, “or such a terminal combined with
15 commercial, cultural, educational, or recreational activi-
16 ties;”;

17 (5) by inserting the following new paragraph (5) :

18 “(5) The Chairman of the National Endowment for
19 the Arts shall provide financial, technical, and advisory
20 assistance for the purpose of stimulating State and local
21 governments, local and regional transportation authorities,
22 common carriers, philanthropic organizations, and other
23 responsible persons to develop plans for the conversion
24 of railroad passenger terminals into commercial, cultural,
25 educational, and recreational activities centers. Financial

1 assistance for the purpose set forth in this paragraph may be
2 granted: (A) to a qualified nonprofit organization to pre-
3 pare informational materials on general issues, problems,
4 and opportunities of railroad passenger terminal reuse, and,
5 (B) in accordance with regulations, to a qualified organiza-
6 tion (including a government entity) which is prepared to
7 develop practicable plans meeting the zoning, land use, and
8 other requirements of the applicable State and local jurisdic-
9 tions under this subsection; who shall incorporate into the
10 designs and plans proposed for the conversion of such termi-
11 nal features which reasonably appear likely to attract private
12 investors willing to undertake the implementation of such
13 planned conversion and its subsequent maintenance and
14 operation; and who shall complete the designs and plans
15 for such conversion within two years following the approval
16 of the application for Federal financial assistance under this
17 subsection. In making grants under this paragraph, the
18 Chairman of the National Endowment for the Arts shall
19 give preferential consideration to applicants whose completed
20 designs and plans will be implemented and effectuated within
21 three years after the date of completion. The amount of
22 the Federal share of any grant under part (B) of this
23 paragraph shall not exceed 60 per centum of the total cost
24 of the project or undertaking for which the financial assist-
25 ance is provided.”;

1 (6) by redesignating paragraph (5) as paragraph
2 (6), by inserting in the first sentence thereof, after the
3 word "Secretary", "or the Chairman of the National
4 Endowment for the Arts, as appropriate," and by insert-
5 ing in the second sentence thereof, after the word "Sec-
6 retary", "or the Chairman of the National Endowment
7 for the Arts, as appropriate,";

8 (7) by redesignating paragraphs (6) and (7) as
9 paragraphs (7) and (8);

10 (8) by redesignating paragraph (8) as paragraph
11 (9) and by striking "\$5,000,000." in paragraph
12 (8) (C) and inserting in lieu thereof, "\$2,500,000; and
13 (D) for the purpose set forth in paragraph (5) of this
14 subsection sums not to exceed \$2,500,000.";

15 (9) by striking paragraph (9) and inserting the
16 following new paragraph (10) :

17 “(10) As used in this subsection—

18 “(A) The term ‘commercial activities’ includes,
19 but is not limited to, restaurants, food stores, craft stores,
20 dry goods stores, financial institutions, and display
21 facilities.

22 “(B) The term ‘cultural activities’ includes, but is
23 not limited to, film, dramatic, dance and musical pres-
24 entations, fine art exhibits, studios, and public meeting

1 places, whether or not used by persons, firms, or orga-
 2 nizations intending to make a profit.

3 “(C) The term ‘educational activities’ includes, but
 4 is not limited to, libraries, schools, laboratories, and
 5 lecture and demonstration facilities.

6 “(D) The term ‘recreational activities’ includes,
 7 but is not limited to, gymnasiums and day care centers.”;

8 (10) by redesignating paragraph (10) as para-
 9 graph (11).

The CHAIRMAN. Now we will hear first from Mr. William Loftus, who is the Associate Administrator of the Office of Federal Assistance, Department of Transportation, Washington, D.C.

That is a pretty big title, isn't it?

Anyway, you are the fellow that handles the money down there; is that right?

STATEMENT OF WILLIAM E. LOFTUS, ACTING ASSOCIATE ADMINISTRATOR, OFFICE OF FEDERAL ASSISTANCE, DEPARTMENT OF TRANSPORTATION

Mr. LOFTUS. Well, I am the person who requests the money, Mr. Chairman.

The CHAIRMAN. Now, pull the mike as close as you can and talk as loud as you can so everybody in the back of the room can hear.

Is the mike on? Turn it up high.

All right, go ahead.

Mr. LOFTUS. Mr. Chairman, thank you for the invitation to discuss the Department's activities in regard to two programs authorized by the Amtrak Improvement Act of 1974.

These are (1) Authorization for the Secretary of Transportation, in consultation with the Secretary of the Interior, to design, plan, and coordinate the construction of a model intermodal transportation terminal at Union Station here in Washington; and (2) authorization for the Secretary to provide financial, technical, and advisory assistance for purposes of demonstrating the feasibility of converting railroad passenger terminals of historic architectural value into intermodal terminals and civic and cultural activity centers.

The CHAIRMAN. I am going to interrupt you for just a moment. I thought you were going to discuss the policy down at DOT regarding the administration of this law, not just with reference to Union Station in Washington, D.C.

Mr. LOFTUS. Sir, there are two parts of the 1974 Amtrak Act that the committee has asked us to discuss. One is Washington Union Terminal.

The CHAIRMAN. Well, if you will delay the part about Union Station for a minute and tell us what your policy down there is, then you can come back and tell us about this specific project.

Mr. LOFTUS. Well, let me go to that part of my statement where we discuss the intermodal terminal program that I believe you are referring to.

The CHAIRMAN. Yes.

Mr. LOFTUS. Yes, sir. With respect to developing historic railway stations as intermodal terminals and for civic and cultural purposes, the 1974 act authorizes the Secretary of Transportation to provide assistance for: (a) Promoting on a feasibility demonstration basis the conversion of not less than three historically distinctive railroad passenger terminals into intermodal passenger terminals; (b) preserving historic railroad passenger terminals that have a reasonable likelihood of being converted or otherwise maintained pending the formulation of plans for reuse; and (c) stimulating [the development of] plans for conversion of railroad passenger terminals into intermodal transportation terminals and civic and cultural activity centers.

The act authorizes \$15 million for section (A) and \$5 million each for sections (B) and (C).

Of the amount authorized, the administration has requested \$500,000 in fiscal year 1976 for planning purposes under section (C).

Our emphasis on planning funds will enable potential applicants who have not yet undertaken any planning to compete with those whose planning is further advanced.

On March 4, 1975, the Federal Railroad Administrator, after staff consultations with the National Endowment for the Arts and the Advisory Council on Historic Preservation, published proposed regulations for administering the program in the Federal Register.

The Department has given consideration to all comments received and the final regulations are due to be published shortly in the Federal Register.

The CHAIRMAN. When?

Mr. LOFTUS. Perhaps today. It is on their schedule; today or tomorrow they will appear in the Federal Register.

The CHAIRMAN. About what date?

Mr. LOFTUS. July 10, 1975.

The CHAIRMAN. In the Federal Register?

Mr. LOFTUS. They have already been sent to the Federal Register and it is on their schedule.

The CHAIRMAN. So these people who are interested will know that the matter will be in the Federal Register?

Mr. LOFTUS. Yes, sir. Our staff has copies here of the typed final regulations.

The CHAIRMAN. And they are available to everyone here?

Mr. LOFTUS. Yes, sir.

For purposes of the demonstration program, our proposed regulations define "intermodal terminals" in a significant way.

Although the term "intermodal terminal" appropriately refers to facilities which are jointly occupied by different modes and carriers providing competing or connecting services for intercity trips—in addition to local public transportation services—a primary factor in selection of projects for funding under the intermodal terminal demonstration program will be the extent to which interline transfers will be possible at the proposed terminal.

Such service, in our view, enables a traveler to change mode with little or no waiting time to complete an intercity trip for which he has purchased a single ticket.

This concept is described in the regulations as intermodal-interline service.

Documentation of an existing or potential market for such service is a prerequisite for eligibility for demonstration funds.

This is not a new concept. But it goes far beyond the physical sharing of a building and parking areas by rail and bus services.

While it promotes the sharing of facilities by competing carriers, it also requires the existence of truly connecting service.

This approach is a logical step in the Department's efforts to establish an appropriate and important role for rail passenger services in our surface common carrier system.

Improving intermodal-interline transfers is one step toward establishing intercity bus services which feed into and complement the national rail passenger system, an issue that is being addressed by the study required in the 1974 act on the potential for integrating Amtrak service with other modes, especially in rural areas.

One difficulty in developing intermodal-interline exchanges is created by the act itself because the two apparent objectives of the legislation—development of intermodal terminals and preservation and reuse of historic railroad stations—are not necessarily compatible.

Requiring that the objectives be combined as a prerequisite for funding means that in many instances neither objective is achieved in a completely satisfactory manner.

For example, it may well be that those applications with the greatest potential transportation benefits will not involve the most imaginative and successful reuse of historic structures as cultural and civic activities centers.

Similarly, in many instances there may not be an eligible station, or any station, at what may appear to be a prime location for establishing an intermodal-interline exchange.

Because of the emphasis placed on planning in our regulations, we have established the deadline for preliminary applications for planning and preservation funds as September 15, 1975.

During fiscal year 1976 we expect planning to be the main activity. Where possible, plans should emphasize interline-intermodal concept between bus and rail modes.

The CHAIRMAN. Let me ask you this: You say—and I think what you said is correct—there are problems here and you have to have planning. We understood that when we passed the legislation, but we hoped that you wouldn't find reasons why it can't be done. Sit down and find reasons why it can be done.

Mr. LOFTUS. Yes, sir.

The CHAIRMAN. That was the purpose of the legislation.

Now, it isn't all going to add up perfectly, I understand that. Nobody is ever going to be completely satisfied. But the intent of the legislation is to go ahead.

Now, you talked about receiving applications up to September 15. Are those applications for the \$500,000?

Mr. LOFTUS. Yes, sir, for planning assistance.

The CHAIRMAN. Well, what do you think that \$500,000 is going to do for the whole country?

Mr. LOFTUS. Well, in requesting planning assistance in their preliminary applications, they will be looking at planning those terminals where there is indeed a chance of interfacing historic preservation with an intermodal use and we don't expect it to be that widespread or of that magnitude that there would be that many applications.

The CHAIRMAN. Well, you could spend that whole amount down here in one station alone, couldn't you?

Mr. LOFTUS. For planning? Yes, sir.

The CHAIRMAN. The rest of the country would have zero?

Mr. LOFTUS. For major planning I think that is correct, but what we are providing for applicants for demonstration funds, is some initial funding so that they could undertake some conceptual planning, provide the sketches that they would need to subsequently submit an application for demonstration funds.

The CHAIRMAN. An application for something within \$500,000 for the whole country?

Mr. LOFTUS. The \$500,000 again only applies to planning, Mr. Chairman, not—

The CHAIRMAN. I know, planning for the whole country; is that right?

Mr. LOFTUS. Available to the whole country; yes, sir.

The CHAIRMAN. Well, now, this is not your fault. I understand that. But it seems to me that you would end up with an application with maybe two or three places.

Mr. LOFTUS. Well, out of five—

The CHAIRMAN. And that would be it.

Mr. LOFTUS. The \$500,000 we are talking about is for conceptual planning within the constraint of both historic preservation and the chance of an intermodal terminal.

The CHAIRMAN. Did you participate in this budget amount?

Mr. LOFTUS. Yes, we did.

The CHAIRMAN. Did you? How much did you ask for?

Mr. LOFTUS. We had asked for a larger amount for planning purposes.

The CHAIRMAN. How much?

Mr. LOFTUS. Frankly, I don't recall.

The CHAIRMAN. Oh, now, you know how much.

Mr. LOFTUS. I am sorry. It sounds like an evasive answer and I guess it is something I could provide for the record. The provision is the authorization for \$5 million for planning purposes.

The CHAIRMAN. That is better. Thank you.

And you ended up with \$500,000?

Mr. LOFTUS. That's correct.

The CHAIRMAN. All right. Well, I am glad you went down there and asked for \$5 million. That would be a little more like it, then.

Mr. LOFTUS. I would say that the \$5 million was discussed within the Department insofar as the Federal Railroad Administration is concerned.

The CHAIRMAN. Well, we will ask the Secretary how much he went down to the Office of Management and Budget and asked for.

All right. Go ahead.

Mr. LOFTUS. The most significant long-range benefit of the program from the Department's viewpoint will be the establishment of a coordinated common carrier surface transportation system incorporating combined scheduling and common facilities.

Key elements in encouraging the use of common carrier surface transportation and discouraging personal automobile trips are improved reliability and convenience.

While it is currently possible to make connections between rail and bus to complete an intercity trip, the process is usually quite inconvenient.

The type of "across platform" interline service envisaged would constitute a great improvement and could make the rail/bus trip a more attractive and more economical alternative to a private auto for the same trip.

In further recognition of the potential interest in intermodal passenger terminals, the Administration has included in its recently proposed highway legislation the availability of funds for intermodal passenger terminals under the urban transportation assistance program.

We believe that this will provide local officials the additional opportunity to review and finance such terminals in the context of their total transportation needs and objectives.

The Department does suggest one change in the act. Because conversion of rail passenger terminals into civic and cultural activity centers are not directly related to present transportation needs, we suggest that responsibility for such projects be transferred to more appropriate agencies.

The result would be that the Department could concentrate on transportation-related projects while purely preservation projects would be the responsibility of other agencies.

The CHAIRMAN. Then you can come back later and talk about the project down here [Union Station].

Mr. LOFTUS. Yes, sir.

The CHAIRMAN. I can understand where you have a problem where you are having a station that is good for historic preservation, but that doesn't lend itself to the intermodal features and objects of the bill.

The only problem that bothers me about this is that if you start to transfer this stuff around to other agencies, we are going to get that little trouble of getting things done.

I suppose after you get all of these applications, you will be able to sort them out as to which is going to serve this one purpose, vis-a-vis the other purposes, couldn't you?

Mr. LOFTUS. Yes, they will show that.

The CHAIRMAN. And then you might have to ask for an additional appropriation for nonintermodal projects, but the law authorizes both.

Mr. LOFTUS. Yes, it does.

The CHAIRMAN. Senator Hartke has a great deal to do with this legislation, and, I think you ought to address your remarks on proposed changes in the act to the Senator from Indiana. Later, you can go back and talk about them and the Union Station in Washington, D.C. You have a lot in your statement about the Union Station.

Anyway, we will take that up.

I can understand your problem there and particularly if you get \$5 million you are going to have more of a problem, aren't you?

Mr. LOFTUS. More activity.

The CHAIRMAN. All right.

Do you have any questions?

Senator HARTKE. I have got some.

I am not exactly sure—you have been discussing only part of the statement, right?

The CHAIRMAN. Well, the general part of it—what the policy is of the DOT, but he has a great deal on the Union Station and he wants to come back and talk about it specifically.

Senator HARTKE. Today?

The CHAIRMAN. Oh, sure. We will finish him today.

Now, the chair is going to exercise his prerogative, I seldom do this but we have two witnesses from Seattle and I am going to call on them next.

Dick, you come on up and Mr. James Dwyer, the general counsel. Pull the microphone up close.

**STATEMENT OF RICHARD D. FORD, DEPUTY GENERAL MANAGER,
PORT OF SEATTLE; ACCOMPANIED BY JAMES DWYER, GENERAL
COUNSEL**

Mr. FORD. I will. I was going to say your weather here has affected my sinuses so it is going to be a little hard for me to come close.

The CHAIRMAN. All right.

Mr. FORD. Senator, I am Richard Ford, the deputy general manager of the Port of Seattle. The Port of Seattle, for those who may not know, is a municipal corporation, which has responsibility for the construction and operation of marine, air and surface transportation terminals in our community of Seattle. The Port is the owner and operator of Seattle/Tacoma International Airport and numerous marine terminals on the Seattle waterfront and we have within the last 2 years gone to look at another phase of our total transportation system, which, we believe, is vitally important and that is the need for an intermodal terminal to serve surface transportation, that is, AMTRAK, the intercity busses, our mass transit system with connections to our airport and in our community the ferry system, which is an important mass transit system in our community.

About 2 years ago our port with the cooperation of Metro, which is our mass transit agency in the city of Seattle, undertook a preliminary feasibility study to determine whether railroad stations at Seattle—we

have two of them—if one or the other could be converted into an intermodal terminal. That study carried out at a cost of about \$145,000.

The CHAIRMAN. Is that this study? [Holds up a booklet.]

Mr. FORD. This is the second phase. We actually have two phases. I have a large book if the committee would like it. That indicated there was feasibility and it also indicated that probably the Port was the proper agency to head up the development of this project.

A second study then to do more detailed planning, approximately another \$100,000 and the summary of that you have before you; so, our community has spent for study purposes, about a quarter of a million dollars plus thousands of hours of staff time from our own agencies to carry out these preliminary feasibility studies and design activities pursuing these projects.

Now, I could belabor our particular project in Seattle, I won't do that to any great length, only to state that we think our project uniquely fits the requirements that the legislation lays down and will make a tremendous contribution to the traveling public in our area.

First of all, the station is located in an area of redevelopment, historic redevelopment where the city with the help of the Federal Government programs and private investment has done a tremendous job of rehabilitating the birthplace of Seattle, what we call the Pioneer Square area.

In addition to that though and perhaps more important from a transportation point of view, it is at the hub of the whole transportation system for our community. The crossing of the main freeway systems, obviously the rail lines pass through the area, and there are other activity developments in the area, most particularly our new stadium that would be immediately served by this project.

The real issue, though, and it is to that that I am just going to paraphrase my remarks, the real issue is where are the benefits and to whom do the benefits accrue. The most important set of benefits that we see are to the traveling public, the conveniences. For the first time we are turning terminals across the country that now are very shabby, very inconvenient terminals into something that is reasonably attractive and reasonably convenient for the traveling public.

I don't know how many members of the committee or people in this room have the opportunity to visit some of our terminals either for the intercity bus systems or the railroads around the country. I think most of us tend to travel more by air now. But if you do have that opportunity, I think it is perhaps one of the most discouraging and difficult things that any of us have to face. They generally are dingy and if a member of the public has an alternative to traveling in some of these modes, I'm sure that the condition of present terminals would encourage him to try some other mode, most particularly probably his own private automobile.

So, we need some leadership, Senator, from the DOT to help us develop an adequate terminal system, which is indispensable to a good public transportation system. You can't have—now, we have learned this in the aviation end and you have been a leader in it and you have worked with us but one of the reasons we have a good airway system is because we also have a good airport program providing adequate terminals and adequate facilities. And it is surprising to me that the DOT, which recognizes very strongly the need to tie the airports into a good intermodal system where you have good access and they work

with us on highway access and the other things that are needed at airports, that they will not vigorously pursue this program because it has all of the same elements and there is a very large sector of the public that must use and a growing sector of the public that should use these surface modes of transportation but we're going to have problems unless we get an adequate terminal system.

So, what we're really hoping will come out of this is a national program, a national policy, if you will, on surface transportation, essentials that will carry through on this intermodal program. But it is going to take some leadership; it is going to take some money.

Now, the logic of the bill that you passed is that you didn't write a blank check. You said, "Let's have some demonstrations; let's see if the idea that is laid out here will work."

But I am talking as one man who is an executive in an organization that is headed up by five citizens who serve for a dollar a year on our port commission, and I am starting to have some problems. We have probably spent \$350,000 on this project already and they're saying, "Where is Uncle Sam? Are they just going to talk, but no money, and, if so, we are going to have to go back into our tepee and see whether we can stick with this project."

So, we can talk anything to death and maybe the idea isn't one that we want to pursue but I don't think we will know that until we get these demonstration programs underway and give them a chance to see how they will produce and when that is done, then this Congress and the Administration will have an opportunity to evaluate and determine whether the Federal Government wants to continue a role in this and, if so, to what extent.

But I hope this doesn't go the way of too many programs, that we talk about them and we think they are a good idea but we don't get the wherewithal together to make at least an attempt to see whether they will work or not. These may be—

The CHAIRMAN. Well, Seattle has gone past—and there may be some other places but I don't know of them—the preliminary stage.

Mr. FORD. Yes, sir.

The CHAIRMAN. You have already spent this amount of money and it seems to me that if we are going to have demonstrative projects we ought to reward those people who have done something about it to get up to that point. We ought to reward those ready for implementation.

Now, I'm a layman compared to you people on this matter, but, it seems to me, what we are talking about is to demonstrate these intermodal places. You didn't say so, but you and I travel around a great deal. We are very fortunate in that we have in Seattle an airport location that is pretty close to the station that we are talking about.

Mr. FORD. That is right.

The CHAIRMAN. I would think it would be one of the closest to train station that I can think of in any place in the United States. We have these two stations; we have the railroad; we have the—very few people at home know we have a tunnel that goes underneath the town down there; we even have a stadium there. How many miles would you say it is to the airport?

Mr. FORD. Well, the airport is about 12 miles, it is a 19-minute ride.

The CHAIRMAN. And we have got the road system in fairly good shape and the trains can still come in there—Amtrak does. But we

have an ideal set up for a demonstration program. We have proceeded very far already.

Other places, like Baltimore, have also gotten going on this issue.

Mr. FORD. They have done a lot of work up in Boston.

The CHAIRMAN. DOT ought to pick out places like these. In Seattle we have almost the best location in town of the stations to do this kind of a job. Usually, when a person gets off an airplane in Seattle and he wants to take a bus some place, he's got to drive through all the traffic in town to get to the bus station, doesn't he?

Mr. FORD. That is right; that is right.

The CHAIRMAN. But here with an intermodal terminal, he could be right there in 15 minutes. Indeed he'd even be at the stadium, which, I hope, is going to use trains to bring people in.

Mr. FORD. I'm sure they will. They have to use trains and charter buses.

The CHAIRMAN. That will take a lot of cars off the highway. It all adds up, I think, to what you people are thinking about in this report.

Mr. FORD. I would just like to make a couple of more—

The CHAIRMAN. Yes, go right ahead.

Mr. FORD [continuing]. Comments and again I tried to paraphrase my written comments, but it seems to me that—and we are back here frankly to put a little heat on the Federal agencies to get this thing off dead center, but with the tremendous investment that the Federal Government is making in the highway systems and in public transportation and Amtrak and these other things, that this idea of a national terminal policy is just good business. And I would hope that the Federal Government would recognize that they haven't done the complete job on public transportation and have ignored the terminal problem with these railroads and intercity bus system and mass transit, particularly, on their express service needs in better facilities and there is a real tie-in by the investments being made everyday and this national policy that I address, and that's really what I think we need.

So, we are already together; we have made some investments; we are prepared to make addition investments, but we need some cooperation, and I think that's about the substance of what we have to say on this thing.

The CHAIRMAN. Well, I don't want to go into the amount of money involved. You heard my questioning of the administration representative on that, and do you have any predictions as to the projected demand for ridership in this area?

Mr. FORD. Yes, we do.

The CHAIRMAN. Jim, do you have that.

Mr. DWYER. Senator, approximately 6 to 8 million passengers will pass through the facility by 1980. That for yourself, who is familiar with our Seattle/Tacoma International Airport, is in excess of the deplaning and enplaning passengers there per year at this time.

The CHAIRMAN. And then the bus traffic would go up if they have that kind of a station, I just am sure. I had some informal talks with the Greyhound and Trailways people and they're in favor of it. Now that brings us to the point, how have they cooperated in this?

Mr. FORD. Wonderfully well.

The CHAIRMAN. How about Amtrak?

Mr. FORD. Yes, on the working level, I might say in our community we have set up a series of committees working with our consultants and with our staff group made up—one of the committees is made up of carrier representatives, Amtrak, Trailways, and Greyhound, and so forth. We have had excellent cooperation, a real fine working relationship and I think if it is possible to make it work in our community, it will be done.

The CHAIRMAN. Now, what about the Union Pacific, what do they say?

Mr. FORD. Again, I will let Jim address that. He was in Omaha yesterday.

Mr. DWYER. Senator, I think we have a fine opportunity.

The CHAIRMAN. I want to say to the Senator from Indiana that the Union Pacific owns the terminal now. They took it over.

Mr. DWYER. We have had preliminary indications and commitments from each of the carriers. The problem we face now is reducing those commitments into something which is truly a binding contract and for this we have been waiting for guidance from the Federal regulations as to times, means, and the dates by which we have to have these commitments. Now with the regulations, as the first witness indicated would be out today, we will have to go back to the carriers, including the Union Pacific, from whom we would purchase the property and determine whether or not their initial cooperation is going to carry through to finalization.

The CHAIRMAN. Now, what's your assessment of the community reaction to this?

Mr. FORD. By and large, it is excellent. We have, I'd say, almost overwhelming support from the community, but I will point out there are some social problems in the immediately adjacent area that we have to address. As you know, the international district is largely older, lower income people. There is some concern that the upgrading of the area with the renovation of the station would raise real estate costs and that would result in higher rents, which could be detrimental to these low-income people, so we do have some social problems.

The CHAIRMAN. Well, I suppose you have the similar problem—I didn't read it all, but I read when they started the stadium they had some problems, didn't they?

Mr. FORD. Yes.

The CHAIRMAN. But it seems to me, this would help these people.

Mr. FORD. I think that's right.

The CHAIRMAN. I mean, there is unemployment in the area. This would be some employment. It would be a sense of activity. You have a buildup of restaurants or stores or whatever you can think of. It seems to me that the reaction should be good. I haven't heard any—

Mr. FORD. No, I think other than the fears and concerns that some of these older people have, generally we are in pretty good shape.

The CHAIRMAN. Now, maybe I'm making a broad testament here, but we can help you get together with Amtrak and Union Pacific. We will see what we can find out from them.

Mr. FORD. OK.

The CHAIRMAN. And then, in closing with these people here from the Port of Seattle who have done such a marvelous job, I'd like to note again the big stadium is right next door, and we have got a football team, and we are going to have a baseball team and we are going to use it.

Mr. FORD. The dedication of the Union Station in Seattle—we can invite the committee out, and we can all arrive by train at the domed stadium for a football game. Wouldn't that be appropriate?

The CHAIRMAN. That's a grand idea. I'm sure they will accept. And then I might tell them that Puget Sound is just within walking distance and I might take you out on a boat trip, Senator.

Now I appreciate your coming here and I think you know the problem that we have. I am familiar with this argument with the budget about their amounts, since I'm on the Appropriations Committee, but it seems to me that we shouldn't strangle this program by giving it only \$500,000. I will guarantee you that the whole amount will be asked for by one or two projects, and there wouldn't be anything left for anybody else. In Seattle's case, for example, they have done their preliminary planning and spent about a quarter of a million dollars already. That's one-half of the amount for the whole country. That's a good local contribution, I would think, in this field.

Mr. FORD. We are not afraid to spend our share, but we think there is a Federal role.

The CHAIRMAN. All right, thank you both very much. If you have anything you want to add to the record, it will be kept open.

Mr. DWYER. Thank you.

[The statement follows:]

STATEMENT OF RICHARD D. FORD, DEPUTY GENERAL MANAGER PORT OF SEATTLE

I am Richard D. Ford, Deputy General Manager of the Port of Seattle. The Port of Seattle is a municipal corporation created under the laws of the state of Washington. The Port is vested with the responsibility for the construction an operation of marine, air and surface transportation terminals and related systems. The Port of Seattle is the owner and operator of Seattle-Tacoma International Airport and numerous waterfront marine terminal facilities, and in 1974, had gross operating revenues of over \$48 million dollars.

It is a pleasure to appear before this subcommittee to comment on the program in Seattle to develop an intermodal transportation facility, and to outline for the committee some of our expectations based on Public Law 93-496.

Approximately two years ago the Port of Seattle joined with METRO (our local mass transit agency) and the City of Seattle in a preliminary study of the feasibility of converting an existing railroad station into an intermodal transportation terminal to serve AMTRAK, intercity bus service, mass transit, with connections to Sea-Tac Airport and the adjacent ferry terminals. This preliminary \$100,000.00 study determined that the Port was the logical agency in our community to sponsor such a terminal, and that the Union Station site could feasibly be developed as an intermodal terminal. Following the preliminary study, the Port Commission authorized another \$100,000.00 to refine design concepts for the intermodal terminal and to coordinate our efforts to participate in projects authorized by Public Law 93-496. We have available for the members of the committee and their staff, an interim report which shows the progress that has been made in studying an intermodal terminal at Seattle. I will not belabor the design concepts that have evolved, nor the specifics of our project; however, the project as now conceived carries with it some very exciting and important contributions for improved surface transportation and historic preservation. Our plan will require substantial capital expenditures, which, in part, is dependent on participation by the Federal government. This is why Public Law 93-496 is so important to us.

I would like to outline some of the public interest benefits which our studies indicate would be served by early implementation of a demonstration program.

Seattle's Union Station is located in the historic area of our community. This area has been undergoing a major rebirth through a historic preservation program carried out by the City of Seattle in cooperation with Federal programs and private investors. It is one of the most vital and interesting districts of our community.

The Congress has recognized the importance of conservation and revitalization of our urban and architectural heritage in other legislation. The intermodal transportation legislation carries this concept into a practical program that not only conserves important historic buildings but returns them to practical use. Historic preservation: (1) conserves resources and brings the old and the new together making history and progress compatible; and (2) it gives a community a sense of place in history, blending general community interests with important transportation requirements.

In Seattle, as throughout the nation, train stations are particularly worthy of special consideration. They symbolize an era of growth and pride for most communities, and they exemplify the importance of transportation. Moreover many of them are excellent examples of past architectural styles. Many of them are grand, almost lavish, in their facility for public transportation, which could not be duplicated with today's construction costs. Moreover, in Seattle, (and many other communities as well) our train station is well suited for reuse because it is well located to the central city, main corridors of transportation and special facilities, including the domed stadium. However, the station is under-utilized, in fact, at present, utilized only for very limited office space.

Railroad stations have essentially gone a full cycle; they have gone into decay and they are now ripe for redevelopment to provide a revitalized gateway to the city.

Rehabilitating older railroad stations has several benefits for travelers, carriers, and the public. Public Law 93-496 will invest a limited amount of money to test these benefits. The Department of Transportation recognizes the advantages of intermodal planning and investment. From our experience with airport development we know this to be of critical concern to the Department of Transportation. Master planning for airports and airways gives such intermodal relationships high priority. Each mode is interdependent for movement of passengers from point of origin to final destination.

But before this bill, with the exception of Washington, D.C.'s Union Station, there was no Federal policy for the development of intermodal surface terminals. This has been the case even though an indispensable party in any system of intermodal transportation must be the Federal government. Your heavy involvement in highway construction, AMTRAK operation, airport development, mass transit and even ferry systems dictates a Federal role.

The traveler, through an intermodal concept, obtains a choice of mode and a simplification of access and through transfer to various modes. By utilizing the intermodal concept we are able to concentrate in a single location many of the amenities and services that travelers need and expect as a part of the transportation process. To carry through on the concept, however, additional developmental funds are required and improvements will have to be made at substantial capital costs to test program feasibility.

For the carriers, the advantages are obvious. It will improve the quality of their services, will make it possible to provide a full range of services, and should reduce the unit costs by the shared use of waiting rooms, baggage handling systems and the related amenities. Through these improvements usage of public transportation should increase.

The advantages to local government agencies are also very great. It is an opportunity to increase use of existing public investment, such as in place utilities, and to make them more productive. It supports the theme of urban conservation and the rehabilitation of our central cities by developing decayed areas and providing a gateway entrance for transportation which reinforces the central city as a transportation hub. Moreover it should assist many social programs, including the employment of people residing within the central city.

The Federal government, representing the public at large, will benefit from a comprehensive national intermodal policy. Public Law 93-496 provides an important missing link to the existing national surface transportation programs. Without a national terminals policy, interstate public transportation by rail or highway cannot be fully developed. You have clearly recognized a need for a national policy on air and marine terminals. A national policy on surface transportation terminals which considers each of the modes is long overdue.

Mass transit, AMTRAK, and highway systems represent massive Federal investments. Improved surface terminal facilities will reinforce the Federal government's existing investment. Frankly, most existing terminals for AMTRAK busses and transit are shabby and inconvenient to the point of driving away potential users that have another transportation option. If we are to encourage the use of public transportation, we must make it reasonably attractive and

convenient. The importance of public transportation in this time of an energy crisis and balance of payments problems should not be overlooked by the Congress or Administration.

Now obviously the feasibility and the desirability of a national terminals policy require some testing and that is why Public Law 93-496 provides for demonstration grants. By demonstration, you will see if local communities and the carriers can collectively develop innovative programs. Congress and the Department of Transportation can evaluate the results and see if indeed the Federal government should play a continuing role in this effort, and, if so, to what extent and in what form.

As one public agency committed to the concepts that we need better surface transportation terminals, I believe the potential benefits of intermodal terminals warrant some "risk capital" at a level adequate to insure complete operation of such facilities in a few cities. We are prepared to do our share if you will join us, and I know other communities also stand ready to step forward. We think that the conservation of the nation's railroad heritage is important, but even more important is the development of a first class public surface transportation system for this nation. A key element of such a system is an adequate terminal. Our community to date has committed more than \$200,000 in local funds plus thousands of hours of agency staff time to show our good faith. Other communities have done likewise. We hope that the Congress and the Administration will recognize the importance of the concepts embodied here, and that they will proceed promptly to provide adequate funding for a series of demonstrations to test these policies.

[The following information was subsequently received for the record:]

The following excerpts, describing Seattle's Union Station Intermodal Terminal proposal, were taken from a report prepared by the Port of Seattle and issued May 13, 1975.

CONCEPT

The Port of Seattle has been studying the development of an Intermodal Terminal at Union Station in Seattle since January, 1974. As envisioned, the Port would purchase Union Station and the adjacent property, and develop and operate a central, common terminal for intercity bus and Amtrak. Greyhound, Trailways and other local scheduled bus companies would move from their existing depots. Amtrak would move from King Street Station across 4th Avenue. The facility would offer direct bus connections with Sea-Tac International Airport, and provide necessary METRO bus connections and taxi service for metropolitan Seattle. It would maintain the option of accommodating any transportation system developed to serve the central city, as well as any future rapid transit or high-speed intercity rail system.

In addition, a major parking garage and a hotel development are being considered to the south of the station. It was initially felt that both a parking garage and a hotel might provide revenue to insure that the overall project was financially feasible. The garage would help in meeting parking deficits projected for the International District, the Pioneer Square area and the Domed Stadium. The Port owns and operates a large garage at Sea-Tac International Airport, but it is conceivable that a private developer could be solicited for this project. The hotel would directly benefit the intercity traveler. A hotel would have to be a private development. Market analysis and impact study are necessary for both the garage and the hotel.

Although other agencies have examined and supported the idea, the Port is best equipped to handle the development and operation of a transportation center. The basic purpose of the Port is the enhancement and orderly management of the flow of freight and passengers through the Port District. The Port is the only local agency with the statutory authority to develop terminal facilities for use by private companies and has considerable experience in the development and operation of large facilities in general and passenger terminals in particular. The Port deals with private transportation companies daily, and has existing staff familiar with normal contractual arrangements and the financing of major facilities. Because of its existing operations and good financial position, the Port is able to borrow money at relatively low cost. And finally, the Port Commission and staff feel the development and operation of an intermodal terminal can be in the best interests of the Port District and want to pursue the project if it proves feasible.

ANTICIPATED BENEFITS

It is appropriate to elaborate on some of the more significant project benefits expected for the traveler, the transportation companies (carriers), and the city and region. It is anticipated that the project will:

Centralize existing transportation choices available to the traveler.

Seattle is the major focal point for the rail, bus ferry, air and highway user in Puget Sound Region. Although major routes for the common and public carriers now originate or pass through downtown Seattle, terminals and transfer points are not always readily accessible to the traveler. Present intermodal linkages are extremely weak due to the distances between terminals.

Centralizing AMTRAK, Greyhound, Continental Trailways, the Airport Bus and the METRO information facilities would improve the visibility and accessibility of all. Transfer between different transportation modes would be relatively easy within the one facility. The long distance traveler would be especially helped by the centralization. Rail passenger service should also enjoy the increased market potential made available by immediate bus connections.

Provide the amenities and comforts offered to the air traveler to those who travel by other modes of transportation.

The existing facilities for intercity bus are grossly undersized and lack the range of services typically offered the air traveler. AMTRAK's facilities are adequately sized but presently lack any commercial amenities. METRO is now providing some partially enclosed bus stops, but there is no central station.

The common use of Union Station by all carriers would support the kinds of commercial services which have not been provided independently by any carrier.

In addition, the facility would offer adequate public waiting space, restroom space and the psychological advantages of new facilities. The comfort and convenience of such improved facilities would directly benefit not only the traveler, but the carrier as well.

Provide facilities and services for the traveler with special needs, including the handicapped, the elderly, the traveler with children, and the foreign-speaking traveler.

Existing carrier facilities are not designed for use by the physically handicapped, or for the traveler with special needs. A modern terminal facility which meets today's federal, state and local standards would be a substantial improvement. The design team will investigate additional improvements and alternative methods of accommodating special needs in coordination with a Community Advisory Committee and an independent City of Seattle study currently investigating the special transportation needs of the handicapped and the elderly. Technology intensive versus human intensive methods of accommodating special needs will be specifically investigated.

Coordinate both public and private investment in transportation facilities and encourage the private sector to invest in these and related and supporting activities.

Currently, both private and public carriers are anticipating the need for capital investment. This includes terminal facilities as well as roadways and busway connections with the Interstate System. METRO now uses some exclusive access points to the interstate highway system, but these are awkwardly arranged for use by the intercity carriers.

Consolidation of terminal facilities would eliminate duplication of investment. The Union Station project will develop an exclusive busway connection to the interstate highway system, which will be used by all carriers. This linkage will be a major element in a comprehensive transit system for Metropolitan Seattle now being advanced by the State and City.

The carriers will be expected to amortize the local portion of the total project cost through normal lease arrangements, thereby directly investing in the facility. The idea of attracting additional private investment in this project, specifically in a hotel, is being investigated should a hotel prove feasible for the site.

Provide a gateway and introduction to Seattle and its transportation system for travelers on all transportation modes.

Currently the traveler arriving in Seattle must seek information about the City and its transit system. There is no central information facility convenient to any mode of transportation. Union Station will provide the traveler with a sense of arrival. A centralized information display will describe the physical layout of the region, will explain how to use the local transit system and provide orientation to the local road system. This will promote the use of transit and decrease the number of disoriented auto trips.

Conserve our historic resources and reinstate Union Station to its historic position as a transportation center and gateway to Seattle.

Union Station was once a vital part of downtown Seattle and today is recognized as an important part of our heritage. The Station is part of the Pioneer Square Historic District, and is listed on the National Register of Historic Buildings. However, the Station is now used only for some minor office and storage activities and is in need of repair.

The project would revitalize the station in the most appropriate manner, underscoring its railroad heritage. In addition, the project will complement the existing Pioneer Square Historic District and will promote further urban conservation. The existing success of the Historic District is evidence of Seattle's ability to support our urban heritage.

Use the necessary investment in transportation facilities in a manner which will simultaneously advance other goals of the City and the region and which will reinforce existing investments.

The development of Union Station will continue the current revitalization of the Southern Boundary to the Central Business District. It will benefit from the existing public investment in the Pioneer Square Historic District which includes the Station and promote the City's goals of urban conservation of existing resources. It will benefit and serve the King County Domed Stadium located immediately adjacent to the Intermodal Terminal site. It will advance the economic vitality of the International District, a unique and emerging area, by making it more accessible, while providing improved mobility to the residents of the District. The station development is expected to buffer the International District from the traffic and parking impact of the Domed Stadium. In addition, the study team is investigating ways in which the project can be of more direct benefit to the International District.

BACKGROUND OF PROJECT (PHASE I)

The Port's involvement with Union Station began in January, 1974, when a cooperative inter-agency study was initiated by METRO. METRO was looking for a consolidated office building and a bus maintenance facility. They retained Naramore, Bain, Brady and Johanson, architects and planners, to investigate the feasibility of using Union Station and the adjacent property for both offices and an intermodal terminal.

The study was to cost \$140,000. The City of Seattle agreed to provide \$15,000 and to sponsor a transportation museum if it would help reserve the station building. The city has been nurturing the Pioneer Square Historic District and generally promoting the idea of urban conservation.

The Port Commission was interested in the potential benefits of an intermodal terminal for the Port District. However, they felt two criteria had to be met before they could participate in the METRO feasibility study. The project had to have some chance of financial self-sufficiency and broad community support.

Community advocates in the adjacent areas were asked for their opinions of the concept before a commitment to the study was made. The idea found no opposition and much support. The major transportation companies were asked if they would consider using a common terminal. They agreed to seriously consider a proposal. The Union Pacific, owner of the property, confirmed that the property was available and there were no conflicting plans.

On the basis of these preliminary discussions, the Port Commission authorized Port participation in the METRO feasibility study for not more than \$32,400.

This initial feasibility study was completed in July, 1974. During the study, a community meeting was held in the International District to explain the idea, answer questions, and ask for suggestions and opinions. The study utilized input and facility requirements from Amtrak, Greyhound, Trailways, Western Tours and METRO. The study showed that an intermodal terminal was feasible. METRO concluded that its offices might be better located elsewhere. The city museum is possible but probably not necessary. Subsequently, the Port staff completed an economic feasibility study which concluded that the project could support itself if the initial capital cost could be reduced.

CURRENT WORK (PHASE II)

Encouraged by the project's potential desirability, by the initial feasibility study, and by the possibility of Federal assistance, on October 17, 1974, the Port Commission authorized \$85,000 for a second phase of study leading to the preparation of a grant application for Federal assistance. A work schedule was established based on assumptions about what would be necessary for a grant

application, and when such an application would be accepted. The joint venture of Ralph Anderson and Partners with Daniel, Mann, Johnson and Mendenhall/Hilton was retained as primary design consultants after an extensive open selection procedure. The consultant's initial task was to develop alternate design concepts for access to and use of the entire project site. These alternatives, with a recommendation and backup analysis, are described in the accompanying consultant report. The report will provide the basis for an environmental impact statement, and for serious discussions about the project's desirability and design.

A governmental affairs consultant was retained to advise of Federal programs. A property appraisal was commissioned to provide a basis for acquisition negotiations.

FUTURE WORK (PHASE III)

The Phase II consultant report, along with this introduction, will be available for general review, and is being given to those residents of the Port District who have participated in the community meetings. It is being given to the carriers, to the Department of Transportation, and to other governmental agencies. The design recommendations and cost estimates are being analyzed by Port staff and the advisory committees. The Port staff will then reanalyze the financial feasibility of a project development. The Port Commission has stated from the beginning that a project will have to support itself, so that there is no annual operating deficit.

If the financial study is favorable, the staff will recommend a comprehensive program of additional study (Phase III) to the Port Commission. The schedule will reflect several other considerations. The impacts of a project development must be analyzed in an E. I. S. The preparation of a grant application will dictate that certain work be completed by a specific date. The City, METRO, King County, and the Puget Sound Governmental Conference are each involved in simultaneous studies which may influence traffic and transportation systems in the Union Station area. The internal operations of a terminal need further analysis. Negotiations for property acquisition and for commitments from potential tenants must be pursued further.

The project's financial feasibility is assumed to rely on the Federal support described earlier. Preliminary guidelines for requesting financial assistance were published in March, 1975. The guidelines required that a final application for capital funds be submitted by January 1, 1976, and include a schematic design, contractual agreements with carriers, legal commitments for the property and a draft Environmental Impact Statement. To accomplish all this work by January 1, 1976, an ambitious time schedule was designed, but will not be implemented until the guidelines are finalized. The final guidelines may differ from the draft.

The Port staff recognizes the need to fully address the impacts of a project before a commitment is made. The Environmental Impact Statement is the vehicle for such analysis. The most significant portions of an E.I.S. for this project are the traffic, air-quality, noise, and social-economic implications.

In addition to the E.I.S., the parking garage will require a market analysis. The City's new parking policy will also influence the garage.

The hotel is not within the statutory authority of the Port. The social and economic implications of a hotel will be analyzed to determine its desirability. Private developers will be expected to provide their own market analysis and financing.

Senator HARTKE. Mr. Loftus, do you want to come back?

I have an opening statement for the record first.

OPENING STATEMENT BY SENATOR HARTKE

Good morning. This morning the Surface Transportation Subcommittee of the Senate Commerce Committee will be examining a number of questions related to the preservation and reuse of railroad stations of historic or architectural merit. We will also be looking at the progress being made in implementing the requirements for construction of an intermodal terminal in Washington, D.C. Both of these programs grew out of Public Law 93-496, which was enacted last November.

Unfortunately, since last November very little has occurred under either one of these programs. The administration has requested only \$500,000 to implement the nationwide intermodal terminal program out of the \$25 million that was authorized by the Congress. Only \$1.5 million was requested to implement the requirements for an intermodal transportation terminal here in Washington, D.C., out of \$5 million that was authorized. Obviously the funding of both these programs has been grossly inadequate and as time goes by the nation loses more and more of its historic and architecturally significant railway stations. Here in Washington, the existing station is being destroyed at an ever-increasing rate in order to make way for the National Visitors Center. As several studies have dramatically pointed out, this country has a rich heritage of historic and beautiful railway stations. Through neglect and oversight, much of that heritage has already been lost, such stations have been destroyed in places ranging from Portland, Maine to Spokane, Wash. At the same time, however, there has been increasing recognition of the fact that quite often historically or architecturally significant stations should be saved and can be put to beneficial use—often as intermodal transportation facilities. Such facilities and terminals could be a key element in the creation of a more energy efficient surface transportation system comprised of energy efficient and environmentally compatible trains and buses.

This morning this subcommittee will be reviewing both the progress that has been made to date in implementing these programs and we will also be considering any amendments to the existing statutes. Only yesterday I introduced an amendment that is now pending before the Committee, and I am aware of several others that will be suggested by witnesses here today. I am hopeful that this program can be refined to foster an active preservation and reuse program which is aimed at not only keeping important stations but also at enhancing intercity passenger transportation.

In order to give everybody an opportunity to present testimony and still allow time for questions, I would appreciate it if oral testimony could be limited to a maximum of 10 minutes. Longer statements may be entered in the record and will appear as if given orally. Because some witnesses will be testifying about both of the programs we are considering today, we may be switching subjects—or at least switching programs. I will attempt to keep things as clear as possible.

You may proceed.

STATEMENT OF WILLIAM E. LOFTUS—Resumed

Mr. LOFTUS. Shall I put on the record my statement regarding Union Station, because I have read the other?

Senator HARTKE. Yes.

Mr. LOFTUS. The Department had an early involvement in developing plans for an intermodal transportation terminal at the National Visitor Center in order to consolidate facilities for intercity bus, intercity and commuter rail, and local public transportation services.

Such terminals will play an important role in the development of better coordinated and more efficient transportation services, benefiting shippers, carriers, and passengers.

Union Station will also be important as a primary station on the Northeast Corridor, serving as the southern terminal of the high-speed rail system.

In our view, the intermodal terminal should accommodate all requisite passenger and vehicular handling functions for improved high-speed and conventional intercity rail passenger service, commuter rail service, intercity and local buses, and Metro rail facilities.

To construct transit facilities at Union Station, the District of Columbia has requested a capital assistance grant of \$8,155,700 from the Department's Urban Mass Transportation Administration (UMTA).

The proposed grant would provide assistance for construction of a main level bus facility in the National Visitor Center parking structure now under construction for the Department of the Interior.

It would also provide ingress and egress ramps to Massachusetts Avenue for public transit vehicles and a mezzanine gallery for pedestrian movement between public transportation modes.

The grant request has been submitted and is now in the final stages of review. If approved, it will represent a significant step toward realization for the Washington metropolitan area of a full intermodal terminal which is, at the same time, consistent with the historic use of Union Station and the development of the Visitors' Center.

As a result of the National Visitor Center Facilities Act of 1968, a replacement railway station is being built by the railroads.

Construction is scheduled to be completed prior to opening the National Visitor Center and will provide passenger handling facilities for Amtrak and commuter rail services for the next few years.

Because it is not likely that the new station will provide sufficient capacity either for vehicular access and parking or for passenger processing facilities to meet projected long-range commuter and intercity patronage levels, the Federal Railroad Administration is undertaking a preliminary concept planning study of how to best provide coordinated passenger processing and additional vehicle handling facilities—ramps, roadways, and parking—as an integral part of a model intermodal terminal at Union Station.

FRA recently interviewed several architectural planning firms as candidates to conduct the study. Detailed cost proposals have been received from the selected consulting group and negotiations are scheduled to commence next week.

The study is budgeted at approximately \$300,000; it is to be completed within 12 months.

FRA's primary objectives are to define the intermodal terminal system concept in terms of facility and service characteristics for Union Station, refine and modify the patronage demand analyses, establish model split characteristics and develop detailed functional requirements and space allocations for an intermodal terminal complex in Washington.

Detailed planning/design criteria will be developed as a framework for evaluating alternative ways of implementing a fully integrated intermodal terminal, including the transit facilities now proposed for construction at the site.

Funding for the conceptual study will be from Northeast Corridor funds provided under the Regional Rail Reorganization Act. The study will then be incorporated with additional architectural and

engineering design work to be undertaken, utilizing the \$1.5 million requested by FRA in the fiscal year 1976 budget under the authorization of the 1974 Amtrak Improvement Act to plan and design a model intermodal terminal at Union Station.

In short, the Department, we believe, has moved expeditiously to undertake the intermodal terminal planning and design work.

I have read into the record the other part of my statement.

Senator HARTKE. What bothers me, Mr. Loftus, and I think the same thing bothers the chairman, is are we really thinking too little in all these programs?

Mr. LOFTUS. On the intermodal terminal program?

Senator HARTKE. In the whole project. In other words, what we are doing in the matter you testified about before.

In the broader scale, I listened to the President meeting with the mayors and saying they have to do more on a local level and I don't see them doing that and I don't see it being done on the Federal level and the net result is it is just not being done on any level.

Are we slowly but surely just going to straggle through the end of this century and then close shop on the whole country?

Mr. LOFTUS. Hopefully not, sir.

Senator HARTKE. Well, that seems to me to be the direction in which we are headed.

To change the subject, let me ask you, how much is it going to cost to construct the model intermodal terminal using the area right behind the Union Station in Washington, D.C., for example?

Mr. LOFTUS. We expect it to be \$40 or \$50 million.

Senator HARTKE. As much as \$60 million?

Mr. LOFTUS. With escalation of costs, it could be. Our current projection is \$40 to \$50 million.

Senator HARTKE. How much could you save if the Visitors' Center was merged with the train facility and the bus portion was the only part that had to be built over the tracks?

Mr. LOFTUS. Well, that is difficult to answer without really looking at the design of an intermodal terminal and where we can integrate intercity bus with intercity rail.

The funds now being spent are largely for parking facilities, interior work on the Visitors' Center and for access and egress ramps for the parking garage.

Much of that work would also be compatible with the highway facilities, as well as with our interest in the intermodal terminal.

Senator HARTKE. How many cars was the garage originally designed to hold?

Mr. LOFTUS. I think perhaps approximately 2,000.

Voice. I think it was 4,000.

Senator HARTKE. How many is it estimated to hold now?

Mr. LOFTUS. I believe 950 cars.

Senator HARTKE. It was originally designed to hold 4,000, was it not?

Mr. LOFTUS. It was originally designed as a larger structure at the time of the Visitors' Center Act package, that's right.

Senator HARTKE. Now, it is down to 950?

Mr. LOFTUS. Yes, sir.

Senator HARTKE. How many of those spaces are going to be available for short-term parking for people meeting trains and using Amtrak's package express service at Union Station?

Mr. LOFTUS. Well, that is a difficult issue now being faced by Amtrak and the Department of Interior. Amtrak's view is there is not sufficient parking being provided for short-term parking. However, I think in the process of working out the relationship between Amtrak and Interior regarding use of the garage, that the issue can be resolved by two parties.

Senator HARTKE. So you don't know the exact number.

Do you have an estimate?

Mr. LOFTUS. About 200 strikes my mind.

Senator HARTKE. How many for people using commuter trains?

Mr. LOFTUS. Virtually none.

Senator HARTKE. No parking available for Amtrak customers is available according to Paul Reistrup, the president of the National Passenger Corp.—Amtrak—no parking for short-term such as meeting trains or using Amtrak's package express services. There is no parking available for all day for business trips up the corridor.

How much is the parking facility costing?

Mr. LOFTUS. The parking facility is costing \$16 million.

Senator HARTKE. How much is that a space? About \$30,000 a space?

Mr. LOFTUS. It could work out to that, yes.

Senator HARTKE. In other words, this is going to be the most expensive garage in the world, right, except the one that is built under the sea in Holland?

Mr. LOFTUS. It is an expensive garage, there is no question about that.

Senator HARTKE. It is true, isn't it, that the DOT is funding a portion of the construction under currently planned District Center Complex, isn't that right?

Mr. LOFTUS. Yes, sir, we are considering that funding.

We have a request to fund the access ramps to be used by the intra-city bus system and Tour Mobiles.

Senator HARTKE. Well, how can we be assured that we are going to use that money to make sure that the needs of the railroad passenger just are not totally overlooked?

Mr. LOFTUS. Well, for the long-term, as the chairman knows, our interest is indeed to develop a prime station for the Northeast corridor. The National Visitor Center, by act of Congress, was established and did indeed impact on the current railroad station.

A replacement station is being built. At best it is a replacement station and is temporary as I have testified.

The Department's purpose in moving into the Northeast corridor program is to develop an intermodal terminal as authorized in the 1974 act and to provide the type of terminal necessary for substantially increased intercity rail patronage as well as for a larger demand of the rail commuters.

Senator HARTKE. Well, let me ask you, it is anticipated when the northeast corridor is finished that that certainly will increase the traffic; right?

Mr. LOFTUS. Yes, sir.

Senator HARTKE. Already the traffic has shot up from what the original estimates were; isn't that true?

Mr. LOFTUS. Very true, compared to what was considered in 1968, when passenger service was declining and the Visitor Center was to use a railroad facility that was losing passengers almost monthly.

Senator HARTKE. Washington, D.C., already is the third most busy passenger terminal for Amtrak?

Mr. LOFTUS. Yes, it is.

Senator HARTKE. And the problem then really presents itself that this station is just plain not going to be adequate, is it?

Mr. LOFTUS. We feel it is adequate given the current level of passengers. We don't feel it is adequate given the projected increase in intercity rail and the projected use of the Metro rail system.

Senator HARTKE. Have you talked to Mr. Reistrup about all this?

Mr. LOFTUS. We have discussed the situation with Mr. Reistrup, Mr. Lewis before him, and the difficulties that have gone on through this whole process of trying to combine the railroad passenger requirements with the National Visitor Center requirements. I think, as you pointed out, it has been complicated by the fact that passenger service did indeed grow, and the fact that Amtrak was not in existence when Congress passed the 1968 act.

Following Amtrak's creation and the planning now underway for improving the Northeast corridor, Amtrak did become involved in discussing its requirements at Union Station.

At one time there was an offer by the railroads to build a \$1.9 million station which was not acceptable to Amtrak nor acceptable to the Department. That station is now being built at a cost of \$5 million and from the standpoint of loading and unloading Amtrak's current level of passengers it will be adequate.

I would agree with Mr. Reistrup that it is not adequate in the long term.

Senator HARTKE. We have a letter here which I am going to include in the record from Mr. Reistrup dated July 9, addressed to the committee and in one portion which he says:

Today I am forced to report that in my view the proposed facilities will be completely inadequate. The current plans present Amtrak and the commuter services with difficult access problems and inadequate space for these support activities as well as inadequate space for the public.

(The letter follows:)

NATIONAL RAILROAD PASSENGER CORPORATION,
955 L'ENFANT PLAZA NORTH SW.,
Washington, D.C., July 9, 1975.

HON. VANCE HARTKE,

Chairman, Subcommittee on Surface Transportation, Committee on Commerce, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I appreciate this opportunity to go on record before your committee concerning the problems we are having at Washington Union Terminal. I regard these problems as extremely important. They involve nothing less than the future of rail passenger travel from and to the Nation's Capital.

This is a far cry from the concern expressed prior to 1968, which at that time was for finding a way to save Washington Union Terminal. Prior to 1968, before the success of the Metroliner demonstration program, before the creation of Amtrak, before the establishment of the Environmental Protection Agency and well before the energy crisis and 70-cent gasoline, there was not much future predicted for passenger trains.

Plans were made then to convert the monumental beaux-arts Washington Union Terminal structure to a national Visitors Center, which would add a useful

facility and at the same time save the architecture. A minimal facility at some distance from the present station was seen as meeting the then-current and foreseeable needs of train passengers. At one point some of the early participants suggested that a "tin shed" would serve the purpose.

Today, of course, the picture is quite different. The Visitors Center project is being pressed forward, although with greatly reduced parking for visitors (and none for Amtrak patrons). Meanwhile, Amtrak traffic is growing and further development of commuter rail traffic is a certainty. Major programs are envisaged for development of the entire corridor between Washington and Boston, with train service extended south to Richmond and perhaps to Williamsburg and Newport News as well. Amtrak's Florida services continue to attract more passengers at all times of year. Today, Washington is already the major southern station for corridor traffic and Washington Union Terminal has the third largest volume of passenger traffic on the Amtrak system nationally. Its further growth is assured.

Since Amtrak's formation in 1971 we have made every effort to assure that the passenger train facility at Union Terminal would be adequate for future as well as present needs. We supported the inclusion of multimodal facilities. We did not oppose the Visitors Center concept, although we have had increasing concerns that the rationale behind the original design was becoming less appropriate. We have participated in the many recurring design crises, and at the conclusion of each we have been led to believe that a satisfactory solution to the passenger service problems would be resolved. As late as March of this year, in Amtrak's annual report, we indicated that after hard negotiating we expected that the rail facility—as we then understood the agreements—would meet the need of "all intercity railroad and commuter passengers."

Today I am forced to report that in my view the proposed rail facilities will be completely inadequate. The current plans present Amtrak and the commuter services with difficult access problems and inadequate space for necessary support activities as well as inadequate space for the public.

We have since learned, for example, that the Park Service has been planning to prohibit all pedestrian access through the Center to or from the rail facility between 10 p.m. and 8 a.m. That is, pedestrians using the rail facility at times the Visitors Center is closed would be able to get out of the station only via taxi or by walking down a roundabout highway ramp. Vehicle circulation will be severely impaired by the decision of the Urban Mass Transit Administration, which is funding the highway ramps, that the upper ramps can be used for buses only. The original concept with the ramps was to have two levels of vehicle access; one for inbound traffic and one for outbound, thus avoiding the present chronic mixup of intermingled traffic with opposing interests. This has also ruled out the use of the upper ramps by taxicabs. There will be no parking available for Amtrak customers, either short term (such as for meeting trains or using Amtrak's package-express services) or all day, for business trips up the corridor. Amtrak's innovative valet parking system will be eliminated as soon as construction on the east ramps begins. Under the plans, Amtrak's patrons are not to use the parking garage being constructed by Interior for the Visitors Center.

Currently at Washington Union Terminal there are 237,500 square feet of floor space devoted to rail passengers including the space out of service due to the hole in the floor but not including offices. The proposed replacement terminal will have 58,000 square feet to serve Amtrak's passengers plus the commuter traffic, and including offices. This space can serve only minimal passenger needs, with no allowance for growth. Moreover, there is no room allotted for crew quarters, commissary activities, or concessions for services needed by waiting patrons. And only a bare minimum of space has been included for Amtrak's office needs, which is a matter of considerable importance at one of the nation's top-volume passenger operations.

We have for four years been trying to work with the other interested parties to constructively resolve disputes while at the same time guaranteeing that present and future passenger needs will be met. One problem seems to be that there are too many other parties. All involved have tried to be cooperative but each group has tended on the difficult decisions to put their own interests ahead of the needs for the rail facility. Last year we supported legislation that would in effect make the Department of Transportation an overall "project manager" for the transportation portion of the Visitors Center development package. This has helped in the coordination for the rail part of the project, but fundamental problems in the relationship between the Visitors Center part of the total project and the rail portion have not been satisfactorily resolved.

Meanwhile, strikes and funding-related work stoppages have slowed construction to the point that completion of the project by July 4, 1976, appears virtually impossible except at greatly increased costs.

Somehow the Visitors Center car has gotten before what used to be called the iron horse. Union Terminal was, after all, originally designed as a "visitors center"—and the visitors in those days came by train. The result was a structure fitting to be the gateway to the Nation's Capital, so well expressing this function as to be well worth saving, a half-century later, from the wrecker's ball. It now appears not only possible but desirable to save Union Terminal for use as a railroad station, a purpose for which it was admirably designed.

The Visitors Center concept is an appealing one, and potentially useful, if it is not permitted to destroy the passenger station function. The present concept, which has been described as "radical sex-change surgery" for one of America's great architectural spaces, has already been overtaken by events.

Increasing crowds of automobile-borne tourists are not the likely prospect they were seven years ago. Already, environmental planners have recognized the undesirability of building another magnet for automobiles in the center of the city, and the parking spaces have been accordingly reduced.

We can expect large crowds in Washington during the bicentennial period, which is already under way and will be almost over before the Visitors Center on the grand scale now contemplated can be possibly completed. It seems to me that a more temporary center could be mounted more quickly to handle the bicentennial crowds. These facilities could later be removed and replaced by more modest permanent facilities, perhaps with an orientation center in what is now the Presidential Wing.

More and more of Washington's visitors will, after all, be arriving by train. A railroad station appropriate to the Nation's Capital can be in the longer run the most appropriate Visitor's Center for Washington.

There is no better site in Washington for a major rail passenger facility. Whatever we do at Union Terminal, we will all have to live with the results for many years to come. It is our hope that we will properly build for the future as we can see it today, not in terms of the much more limited future that was envisaged a decade ago.

Sincerely,

PAUL H. REISTRUP,
President.

Senator HARTKE. Would you agree with that?

Mr. LOFTUS. Yes.

Senator HARTKE. You do agree with that?

Mr. LOFTUS. The point that Mr. Reistrup is raising relates to one area where the flow of passengers using Amtrak stations and access to the commuter rail facility results in a crossflow of passengers. It may be a design problem. I think we are faced at this stage of trying to do the best we can on a temporary or short-term basis because the Visitor Center is under construction. The replacement station design has been vastly improved from what it had been.

We still have problems with flow of passengers and we certainly have a problem, as Mr. Reistrup pointed out, in providing parking for Amtrak passengers and that has to be resolved.

It is an issue between Amtrak and Interior and it is being discussed regularly. I would suppose they would resolve that before the Visitor Center opens.

Senator HARTKE. At the present time, though, you are using the money, the Northeast Corridor money for the purpose of study of what type of future station facility you are going to have here; is that right?

Mr. LOFTUS. Yes, sir.

Senator HARTKE. Why are you using that money instead of the money specifically authorized under Public Law 93-496?

Mr. LOFTUS. Primarily to get an early start on the project because while we requested the \$1.5 million in fiscal year 1976, the appropriations bill has not been passed.

Senator HARTKE. Will you have the model intermodal terminal finished as required—

Mr. LOFTUS. Our planning is to do that. Yes; 2 years of planning and 3 years of construction.

I should not say 2 years of planning. Two years of planning and design and 3 years of construction.

Senator HARTKE. Is the Office of Planning and Budget trying to come through with any realistic approach of solving this problem with the Union Station? In other words, are they really interested in what is going on down there, do you think?

Mr. LOFTUS. I can't comment on the problems as they exist at the National Visitor Center. I can comment on their support for the \$1.5 million which was what we asked for in planning and design work. We felt this was the appropriate move for fiscal year 1976. They never questioned it and they gave their full approval.

Senator HARTKE. On the question of the preservation of the reuse of railroad stations of historical and architectural merit, does the administration really support this program?

Mr. LOFTUS. Support it in terms of—

Senator HARTKE. Or is it lip service?

Mr. LOFTUS. The point that we made, and I would like to again state it for the record is that, in some of the issues that Mr. Ford raised in his very fine statement, the Department does indeed support the development of interline-intermodal stations.

Much of the transportation planning goes on in urban areas and is pointed that way. Much of the funding that is available to urban mass transit, the highway legislation, some of Amtrak facility funding, all really need to be coordinated and used in a planned way toward developing that type of surface terminal, as Mr. Ford has properly pointed out.

The program that we have looked at in the historic preservation area, is a mandatory requirement in providing an intermodal-interline facility and combining it with historic preservation. Use of historic preservation and use of historic railroad terminals at times can be counterproductive to that point.

We have asked for \$500,000 in appropriations for planning.

True, I can see that Seattle is quite far along, obviously quite far along. There are many smaller communities interested in the program. Their interest is in combining Amtrak's service with intercity bus that serves rural areas and our planning program would allow them to compete for demonstration funds and also would allow us to take a look at a much broader spectrum of demonstrations that would flow from this planning activity.

Senator HARTKE. As far as you are concerned, then, I suppose that you recognize that there are a lot of places where there are not existing buildings, you will need to build a completely new intermodal terminal.

Mr. LOFTUS. Yes, sir.

Senator HARTKE. And would you support, then, an amendment to the existing law which would say in fact the DOT has the authority to build a new terminal with new suitable structure if historical or architectural merit exists in order to facilitate the development of a surface transportation system?

Mr. LOFTUS. I think one amendment that the committee could consider is to remove the mandatory requirement of historic preservation in the current act.

Senator HARTKE. Well, in other words, you would have an amendment which would say if there is no suitable building there that you would go ahead and you could have a new building or is it just you want to remove the mandatory section?

Mr. LOFTUS. Well, removing the mandatory section I believe provides for a much broader demonstration project.

Senator HARTKE. What about expanding the number of demonstration projects?

If you want to do that, I think we can arrange that.

Mr. LOFTUS. I think again the decisions that would be made in this program would flow from the planning exercise.

Senator HARTKE. Which is a polite way of saying we just don't really want to do much.

Mr. LOFTUS. The decision has not been made until we see the results of the planning phase.

Senator HARTKE. In other words, we are going to think little again; right?

You know, I just wonder where the spirit of this country has gone. We wonder why everything is breaking down. It is quite obvious there is no thrust left, there is no verve left in the Nation.

It has just sort of been whipped to its end and we are ready to go ahead and collapse.

All we are looking for is a decent burial of the country in 1976 and 200 years, not the celebration of a new spirit of enthusiasm, but, you know, in 1976 begins the burial ceremony for the United States of America.

Isn't that right?

Mr. LOFTUS. Hopefully not.

Senator HARTKE. Well, I know, hopefully not but, you know, bite the bullet, tighten the belt, think small.

Mr. LOFTUS. The program we have here goes back to Mr. Ford's testimony on the value of intermodal terminals.

Most of the work done in metropolitan planning these days requires that anyone with Federal funds in transportation undertake a planning exercise that would emphasize the development of just such terminals.

This committee and the Public Works Committee has been very supportive of requiring that type of planning.

That type of planning also provides the ability of the local communities and the States to utilize funds that are already authorized for many of these programs.

Senator HARTKE. Let me ask you: How much money do you think in would require to really provide a system of intermodal terminals this country, not just a demonstration project that is currently authorized?

Mr. LOFTUS. I think it would probably approach the billion-dollar mark.

Senator HARTKE. How much?

Mr. LOFTUS. The billion-dollar mark.

Senator HARTKE. In view of the fact that we have the potential for energy crisis and trying to bring the people together and really save money, wouldn't that be a pretty wise investment?

Mr. LOFTUS. Well, I agree that the investment would be a wise one.

The investment decision, though, should flow from how we are funding highway and urban transit programs.

Senator HARTKE. We are going to rob Peter to pay Paul. I am not in agreement with all these people. I happen to come from the southern part of Indiana and although part of the Interstate Highway System is done, the one that comes closest back there to where I happen to be is still just a line on a map, and we have bridges galore out there which are absolutely death traps.

There is plenty of room to go ahead and improve the highway system of this country.

I am not one who is just convinced that we can dispense with highways, especially when you go down through that section of the country where there is not any railroad passenger service.

The fact of the matter is the only way we can get from Evansville, my hometown, to Washington, D.C., is take a little hitch up to Indianapolis and then change planes. You spend all day getting here when it should take only about an hour and a half at the most with the sophisticated transportation that we have.

But all I see is a lot of excuses.

Well, I sure don't see much imagination or vision. Do you?

Mr. LOFTUS. I think the—

Senator HARTKE. We worship the office of almighty budget; right?

Mr. LOFTUS. Well, that is one issue that is always here, I would guess; but the fact that we have funded Amtrak, that we have—

Senator HARTKE. With a great deal of enthusiasm from the OMB and we have not started the Northeast Corridor, although it was mandated and agreed to by the Office of Management and Budget. I mean, you know, delay and procrastination and thinking little—

Mr. LOFTUS. The Amtrak Act of 1975 I think was quite a step forward in changing views toward Amtrak.

Senator HARTKE. Let me just say something to you. So the new Amtrak Act provides \$1,118,000,000 over 2½ years. Everyone tells me how great the German system is—they had a \$2 billion deficit for their passenger system last year in Germany. They have autobahns connecting all major cities, and they still spend \$2 billion in 1 year. We have 2½ years and we are going to spend only a billion and 118 million on a much larger geographical area. I would imagine Germany covers about the size of the State of Texas at most, probably smaller than that.

That is what I am talking about.

In other words—well, I get to talk to the Secretary this afternoon and I will tell him that you would like to do more, but you have been restricted from it; right?

Mr. LOFTUS. We would like to be able to proceed with the planning of the program, yes.

Senator HARTKE. I want some planning, too, but—

Mr. LOFTUS. I think the work is preceding quite well and our schedule as we see it is an appropriate schedule for the intermodal terminal at Union Station and it is our intent to make sure that that intermodal station is compatible with whatever is being built at the present time.

Senator HARTKE. Are you in favor of intermodal terminals?

Mr. LOFTUS. Yes, sir.

Senator HARTKE. There is authority to move into that field now; right?

Mr. LOFTUS. There is planning and funds available and three or four programs to move toward that.

Senator HARTKE. Now, the President has come in and has a new program in this highway program; right?

Mr. LOFTUS. Yes.

Senator HARTKE. He says there they are going to come in and do exactly the same thing you already have authority to do.

Mr. LOFTUS. Well, in the area that we are talking about, there is quite a significant change.

I am not that familiar with the numbers and so forth, but it does indeed provide funding for investing in intercity, intermodal transportation facilities.

This is the first time, in my recollection, that such funding has ever been requested.

Urban transportation funds generally are limited to where there is a clear urban benefit and have been generally restricted from any intercity benefit.

Senator HARTKE. You have indicated the Department supports the concepts of transferring the responsibility for stations that are to be reused for nontransportation use to more appropriate agencies, in your words.

Earlier this week I introduced an amendment to the law which would transfer some of these responsibilities to the National Endowment for the Arts.

Would you support transferring a portion of the responsibility under the existing law for planning moneys to the Endowment or would you support transfer of both planning and capital assistance to the Endowment?

Mr. LOFTUS. We are supportive of transferring the responsibility to the Endowment. On the question of the Endowment receiving capital funds, I am not sure that they are an agency that can receive capital funds. That is a legal or a technical question that I am not able to comment on.

But we are supportive of providing the Endowment or another appropriate agency, if they are not the appropriate agency, funds for planning and for the preservation of terminals that are nontransportation related.

Senator HARTKE. Thank you, Mr. Loftus.

I will tell the Secretary—I will give him your good words.

Mr. LOFTUS. Thank you very much, Mr. Chairman.

Senator HARTKE. I will help you out.

Mr. Fish, the Director of the National Capital Parks, Washington, D.C., Dr. Ernest Connally, the Associate Director, Professional Services, National Parks Service.

STATEMENT OF MANUS J. FISH, DIRECTOR, NATIONAL CAPITAL PARKS; ACCOMPANIED BY DR. ERNEST CONNALLY, ASSOCIATE DIRECTOR, PROFESSIONAL SERVICES, NATIONAL PARKS SERVICE; AND LARS HANSLIN, SOLICITORS OFFICE

Mr. FISH. Good morning, Mr. Chairman.

Mr. Chairman, and members of the committee, I am Manus J. Fish, Director of National Capital Parks. I appreciate the opportunity to appear before you today to discuss the preservation of historic

railroad stations and the progress of the construction of an intermodal transportation facility located at the National Visitor Center.

Before I begin my statement, however, I would like to introduce Dr. Ernest Connally, on my left, of the National Park Service, who is the Associate Director of Professional Services, and Mr. Lars Hanslin, on my right, of the Solicitor's Office.

The conversion of the classic Union Station building into the National Visitor Center, which was authorized by Public Law 90-264 in 1968, represents one of the National Park Service's major Bicentennial efforts.

However, I want to point out a National Visitor Center will also serve as a permanent orientation/reception center for the multitude of visitors who will come to see and learn about this Nation's heritage in the years following our Bicentennial celebration.

If I may, I think it might be helpful to the members of this committee to recount a bit of the background on the conversion of Union Station into the National Visitor Center, which is now targeted to open on July 4, 1976.

Senator HARTKE. Are you going to hit the target?

Mr. FISH. Yes, sir; we feel that we will.

Senator HARTKE. You think it is going to be open on July 4, 1976?

Mr. FISH. Yes, sir. We are shooting for that.

Senator HARTKE. I know you are shooting for that, but I just want to remind you that next July I am going to ask you to come back—what is today?

Mr. FISH. July 10.

Senator HARTKE. I will give you a chance to visit us on July 10, 1976.

Mr. FISH. I am very hopeful that the chairman will visit the National Visitor Center on July 4th.

Senator HARTKE. I am not going to hold my breath. I am just going to hold your feet to the fire.

Mr. FISH. In November 1966 Public Law 89-790 established a National Visitors' Center Study Commission to analyze and recommend various uses that might be made of Union Station.

The Commission's report to Congress in 1967 recommended that Union Station be converted into a National Visitors' Center.

In turn, Congress passed Public Law 90-264 in 1968 authorizing this conversion.

Further, Public Law 90-264 authorized the railroad owners of Union Station to make such alterations to the building as the Secretary of the Interior determined necessary to provide adequate facilities for visitors.

It also provided that the railroad owners, in consultation with the Secretary, would construct a parking facility to accommodate as nearly as possible 4,000 motor vehicles in the airspace northerly of and adjacent to the Union Station building.

There was an additional requirement that the railroad owners build a replacement railroad station, which, by the way, is currently under construction.

In March 1969 the building was placed on the National Register of Historic Places, thereby bestowing appropriate recognition as one of the finest buildings of its kind in the country.

The Department of the Interior is proud to have the leadership role in converting this majestic structure into what we believe is an unusually exciting adaptive use of this railroad depot.

Public Law 90-264 has been amended to delete the requirement of any specific number of parking spaces to be built.

This same amendment also granted the Secretary the authority to designate certain portions of the automobile parking area for use by several modes of transportation.

Thus, the parking facility, now under construction, will also be used as a mass transportation staging area for metro buses, tour-mobiles, and charter and school buses during off-peak traffic hours.

During the history of the National Visitor Center, several factors have impaired the project's progress, including the Penn Central Railroad's bankruptcy and the filing of a lawsuit by Amtrak against the Washington Terminal Co. which in part challenged the "adequacy" of plans for the replacement railroad station.

As a result of intense negotiations by many, including the Congress, Interior Department officials, the railroad owners, and Amtrak, these problems have been resolved and this important project is once again "on target" for completion next year.

The total funding package consists of \$16,000,000 of construction loan money arranged for by the railroads; \$16,180,000 of appropriated funds; and \$8,150,000 as a grant from Urban Mass Transportation Administration—UMTA—for transit-related activities, totaling \$40,330,000; \$23,000,000 of this total has been obligated to build a parking garage. The balance, \$17,000,000, is either contracted for or being negotiated now to completely renovate and refurbish the building itself inside and out, and to build ramps which are necessary to provide adequate pedestrian and vehicular circulation.

The project is a complex one due to the involvement of so many parties.

For example, the Columbus Plaza rechannelization plan and the H Street overpass is the responsibility of the D.C. Highway Department.

The new replacement railroad station is the responsibility of the railroad owners.

But, fortunately, all parties are fully committed to their various responsibilities.

As your committee addresses itself to the reuse of other historic railroad stations throughout the country, the example of Union Station should be kept in mind.

Many of these buildings are a significant part of our heritage and should be preserved as symbols of our history and culture. A dual-purpose approach may well meet the needs of other cities for a central visitor facility.

The Department of the Interior has long supported the concept, first proposed by the Study Commission, that Union Station also be used as an intermodal transportation terminal.

Over a year and a half ago the Department took the lead role in bringing together all the parties interested in this concept and worked to develop a financing proposal for the construction of additional transportation facilities at the National Visitor Center.

Unfortunately, adequate funding for an intermodal facility was not within reach at that time. Therefore, we determined to move forward

separately on the construction of the National Visitor Center, which involved isolating the intermodal transportation terminal concept, but leaving open all options for its future development.

Since then the Congress has enacted Public Law 93-496 which places the major responsibility for conducting a feasibility study of an intermodal transportation terminal with the Secretary of Transportation.

We recognize that there is a pressing need to encourage the development of energy-efficient mass transit and related facilities.

The DOT can best address these needs as they relate to the development of an intermodal facility at Union Station.

We certainly agree that there is not only room, but also a requirement for both the new terminal and a National Visitor Center.

Similarly, we believe that an intermodal facility could also be built, assuring for the entire project a level of service and convenience unparalleled in this country.

With visitor center construction under way, it was been our observation that there has been minimal, if any, inconvenience to long-distance rail passengers and commuters.

We are committed to do everything we can to continue to keep any disruption to an absolute minimum during this critical construction period.

Finally, I would like to extend my personal invitation to the members of the committee and to the staff to visit this exciting project. We would be more than happy to arrange such a visit which, we believe, would impart a keen understanding of the scope and utility of this project.

Mr. Chairman, that concludes my prepared statement.

At this time I would like Dr. Connally to address the broader issue of railroad stations throughout the country and the responsibilities of the National Park Service in that area.

Senator HARTKE. Go ahead.

Mr. CONNALLY. Thank you, Mr. Chairman.

I would like to suggest a correction in the list of witnesses. I am the associate director for professional services of the National Park Service, not the National Capital Parks alone.

I am in the National Park Service headquarters in the Interior Building.

It is under my direction, Mr. Chairman, that the National Park Service's programs for historical preservation are administered.

As you are aware, we conduct a coordinated group of programs under various statutory authorities to encourage the retention and use of our historic patrimony all across the country.

We call these our extramural programs, those that go beyond the borders of the National Park system itself.

There are quite a number of these programs; the most important one I believe that would be of interest here today is the program that comes under the authority of the National Historic Preservation Act of 1966, which states as its purpose the retention and continued use of the cultural foundations of the Nation, really referring to the built environment.

Retention and continued use is the principle of the historic preservation movement today, rather than the earlier museum approach, because it provides for continuity in the everyday environment in

which we live and work and teach our children, and that is the purpose of the act.

The two main things that are done by the National Park Service on behalf of the Secretary under the act are the expansion of the National Register and the administration of a grants-in-aid program for preservation. The National Register now numbers about 10,000 entries and is the official Federal definition of what is historic: All historic and cultural resources on the National Register or are eligible to be registered.

These resources include not only archeological sites, but, also buildings, structures, objects and, of course, districts, whole groups of buildings.

The act also authorizes a program of grants-in-aid to the States for the acquisition and development, including adaptive use as well as other purposes, of properties that are on the National Register and that are in conformity with an approved statewide plan.

All of the States have developed statewide plans.

Now, we are all aware, Mr. Chairman, that railroad stations are among the most conspicuous structures in our cities. Built at a time when the railroads, like the Federal Government, employed the best architects and built in the best materials, the stations are some of the most monumental and most permanent buildings in many of our cities and help give them a strong sense of identity.

The one in Indianapolis, for example.

Senator HARTKE. Yes. A copy of that is very good.

I just want you to know that it is a beautiful building.

Mr. CONNALLY. That is a very good instance of one that is being recycled, so to speak.

Senator HARTKE. Dirty as the devil, though. Sure is dirty.

Mr. CONNALLY. Yes, sir. Well, you need a grant-in-aid to get it clean.

Senator HARTKE. Reminds me of some of the buildings that I see around the Capital.

Mr. CONNALLY. We made a survey, Mr. Chairman, through our several programs, for a conference that was held in Indianapolis in July of last year on the reuse of historic railroad stations.

That was sponsored by a grant from the National Endowment of the Arts and among the cosponsors was the DOT, the National Park Service and the National Trust for Historic Preservation.

The publication which resulted from the conference is the one you see here.

Senator HARTKE. All right.

Mr. CONNALLY. Then our National Register staff, to assist that meeting, prepared an inventory of 526 selected railroad stations across the country that illustrate the scope of the problem.

We have been astonished to learn that there are still 20,000 passenger railroad stations left in this country. That is half the number standing only 20 years ago.

Of course, there are numerous problems associated with their preservation, principally financial.

Now, the best principle in historic preservation, of course, is to keep the building going on in the use for which it was built.

I would observe that many railroad stations, especially the larger ones, were built for multiple purposes. Some of them had hotels in them; many of them had shops and restaurants.

Also, they are very spacious buildings, so they have a certain flexibility along with the permanency of their construction and the identity that they give to their communities.

We see a rising public interest as expressed in the nominations to the National Register, a program conducted, Mr. Chairman, in cooperation with the States.

Each State has a State Historical Preservation Officer appointed by the Governor to implement this program, Joe Cloud in Indianapolis, for example.

According to the criteria we establish, the States nominate properties to the National Register. They are reviewed by the States and in Washington, and if they meet the criteria and everything is in order, the properties are listed in the National Register.

Last year the number of nominations of railroad stations to the National Register had increased by a third so there is obviously a great interest all across the country in preserving them.

There are now 174 passenger railroad stations listed on the National Register.

The registration is the first requisite for financial assistance under our grants-in-aid program and for the fiscal year that we are now entering, fiscal year 1976, we have requests with certified matching capability behind them for assistance to 21 railroad stations at a Federal cost of \$2.1 million, Mr. Chairman.

That is a little over 1 percent of the total asking of the States for financial assistance under our program in 1976.

The purposes for those vary a good deal. Some of them are for studies, studies for reuse. That is part of the planning process. That is eligible.

In others, the Omaha station which was mentioned earlier in these hearings for example, the requests are for development projects.

The matching money being put up by the city of Omaha is for the stabilization and restoration of the building for use as a western heritage museum.

This is one of the larger requests: \$350,000.

Another, in Ogden, Utah, is for the stabilization of Union Station for continued use as a railroad station and museum function combined: \$75,000.

Requests for studies are smaller, on the order of \$6,000 and \$7,000.

We have here a few examples of railroad stations that have been successfully adapted. Mr. Chairman, we were informed that the committee was interested in how well these adaptive uses and combined uses have worked, and I have some information on several of those and would be glad to answer any further questions you might have.

Senator HARTKE. All right.

Mr. FISH. That is the end of our testimony, Mr. Chairman.

Senator HARTKE. You have asked us to visit the Visitors Center; right?

Mr. FISH. Yes, sir.

Senator HARTKE. Are you going to conduct that tour?

Mr. FISH. I would be delighted to do that, Mr. Chairman.

Senator HARTKE. The last time I was there all I saw was a big hole.

Mr. FISH. Well, Mr. Chairman, I have a photograph here of what has happened in that primary audiovisual space and we have tried to get away from referring to it as a hole.

About half of the exterior of the building has been cleaned. We are working on the ceiling of the concourse area and the ceiling of the main hall area and in the well.

Senator HARTKE. Couldn't you have really done without that big hole, though?

Mr. FISH. Well, that has been a part of the basic concept for a long time.

Senator HARTKE. I know, but, you know—what does it do, except more places to put potted plants?

Mr. FISH. Well, it is really the primary audio-visual experience for the visitors after they come in from the parking facility and go through the concourse area where there will be information booths, food service, various exhibits. When the visitors come into the main hall into this space there is a series of terraces that are already built into the well area where people will stand for a 5- or 6-minute audio-visual presentation.

Senator HARTKE. How are they going to get down into that well?

Mr. FISH. There are stairs and escalators.

Senator HARTKE. Well, I am going to go over there and look at it. I hope you have somebody there that can, you know, explain it.

Mr. FISH. We do, Mr. Chairman.

Senator HARTKE. I hear you. I didn't say you didn't. I just hope you are right.

Go right ahead. Do you have something else?

Mr. FISH. We have completed our testimony, Mr. Chairman.

Senator HARTKE. Let me ask you this: Originally there were going to be 4,000 spaces, right? Are we down to 950 now?

Mr. FISH. That's right.

Senator HARTKE. Where are the people going to park? In other words, really the passengers, the commuters, the visitors, where are they going to park cars?

Mr. FISH. The visitors primarily will park in the 950 spaces. We have had some discussions with Amtrak about parking for rail passengers. I understand there has been some discussion with the terminal people regarding perhaps adjacent sites to Union Station for parking where perhaps the concept of a shuttle bus between the parking and the new rail station could be utilized as is done at National Airport.

Senator HARTKE. The station goes underneath the garage; right?

Mr. FISH. That's correct.

Senator HARTKE. But there will be no parking there?

Mr. FISH. At the concourse level the new rail passenger station is being built under the parking facility. Then the main deck in the parking facility will be used for the metro buses, tourmobiles, school-buses and charter buses. The three floors above the main deck will accommodate about 950 parking spaces.

There will be a ramp built from the H Street overpass under construction to the north of the project that will connect the parking facility with that which is a few blocks away from I-95.

Senator HARTKE. Are any of these spaces going to be available for short-term parking for people who are going to meet the trains, for example?

Mr. FISH. Those spaces right now are primarily for the visitors.

Senator HARTKE. For the visitors, but not for people who are going to meet the trains?

Mr. FISH. Well, I am sure anybody can use them.

Senator HARTKE. What about the parking for people who are using commuter trains, no spaces for them; right?

Mr. FISH. Not designated, no, sir.

Senator HARTKE. How much is this thing going to cost, this parking facility?

Mr. FISH. Well, we indicated \$23 million. There may be some additional costs because we had to close down for about 3 or 4 months while the Amtrak lawsuit was in existence.

Senator HARTKE. How much is that per space, do you know you are up to \$25,000, maybe \$30,000 a space; right?

Mr. FISH. About \$25,000 I would think.

Senator HARTKE. About \$30,000.

Mr. FISH. You figure about 1,000 into 23 million. That includes some of the ramp costs, too, Mr. Chairman.

Senator HARTKE. Nine hundred and fifty cars with an average of four people to a car, a high average, probably.

Mr. FISH. I would think it is high, yes.

Senator HARTKE. That is about 3,600 people, right? I think visitors are running into the neighborhood of 25,000 every day in the capital.

Mr. FISH. The capital is one of the most visited.

Senator HARTKE. And this Visitor Center is going to accommodate about 3,600.

Mr. FISH. Well, you have to figure on the turnovers, too, there, Mr. Chairman.

Senator HARTKE. Well, 3,600 you would have to turn them over, you know, about every 10 minutes; right?

Mr. FISH. Right.

Senator HARTKE. The people who are going to be there are——

Mr. FISH. The idea of getting visitors to the Visitor Center is based on a satellite parking concept also, Mr. Chairman, and that is part of a recent DOT request for a \$10 million program that will establish satellite parking at R.F.K. Stadium and at the south post of Fort Myer. Then a shuttle bus system between those two areas would operate to the Visitor Center.

Senator HARTKE. Wouldn't it be better to take over R.F.K. Stadium? We don't have a baseball team anymore. What about the parking lot out there for the Visitors' Center?

Wouldn't it have been better to have put the Visitors' Center out where the parking spaces are?

I don't think they are going to stop visiting in 1976 unless this whole thing is going to collapse, I mean, unless we are just, you know, preparing for, as I said, for the graveyard.

Mr. FISH. We are trying to encourage visitors, Mr. Chairman. One parking facility at R.F.K. would really not be sufficient for the anticipated visitation.

A Council of Governments Study that was conducted in cooperation with the DOT a few years ago indicated a need for 21 satellite parking facilities.

Senator HARTKE. Why not do that?

Mr. Allison suggests that since you are going to put part of the visitors out at R.F.K., why not just say all visitors go out to R.F.K. and let all passengers park at the station?

Mr. FISH. As I have indicated, Mr. Chairman, the Council of Government's report prepared in cooperation with the DOT, Metro, and other agencies a few years ago indicated a need for 21 satellite parking facilities and a shuttle system.

I don't think that the National Visitor Center will handle every visitor that comes to town, but to just have one satellite parking area at R.F.K. Stadium in my estimation would not be enough, Mr. Chairman.

Senator HARTKE. Will people be able to easily walk to and from the station?

Mr. Reistrup, the president of Amtrak, is under the impression that the Park Service has been trying to discourage access to the Visitors' Center when the trains will be arriving and operating; is that true?

Mr. FISH. Well, our projected hours of operation will be from 8 o'clock in the morning until 10 o'clock at night. I think that we do need to look at that situation and see if a need exists to keep certain areas of the center open for easier access of rail passengers depending on the amount of activity in the new railroad terminal.

Senator HARTKE. In regard to the historic railroad stations, does your statement that "Many of these historic buildings are a significant part of our heritage and should be preserved as symbols of our history and culture" indicate support for the program designed to do exactly that which the Congress passed as part of Public Law 93-496 and if that is true, would you really be willing to support increased funds over the \$500,000 now budgeted for fiscal year 1975?

Mr. CONNALLY. Mr. Chairman, any property that is listed on the National Register of Historic Places is worth preserving and is worth an effort to do it and wherever Federal programs are involved, the heads of all Federal agencies are under orders from the President by Executive Order 11593 issued by the White House in 1971 to take care of the cultural property under their administration affected by their programs, so it seems to me that the answer has to be yes, certainly.

Senator HARTKE. In other words, you would.

How much would you support? How much money?

Mr. CONNALLY. You are speaking just for the historic preservation part?

Senator HARTKE. Yes.

Mr. CONNALLY. Well, I am not sure that I have a figure that would be absolutely reliable, Mr. Chairman.

The requests that we have in from the States for this year for financial assistance to registered railroad stations total a little over \$2 million in Federal assistance.

I would expect that a figure would rise to a higher amount in succeeding years.

Since there is obviously not only a need, but an interest and an ability to match Federal assistance to this level, as indicated in our program, it can certainly be demonstrated, I think, that a reasonable program for DOT would require several million dollars.

Of course, in saying that, I don't presume to speak for the DOT.

Senator HARTKE. That is all. I will let you guys go.

Mr. FISH. Thank you, Mr. Chairman.

Senator HARTKE. Thank you.

Mr. Bill Lacy, Director, Architecture and Environmental Arts Program, National Endowment for the Arts, and Susan Wagner, the Cultural Facilities Program Coordinator, Architecture and Environmental Arts, National Endowment for the Arts.

STATEMENT OF BILL LACY, DIRECTOR, ARCHITECTURE AND ENVIRONMENTAL ARTS PROGRAM, NATIONAL ENDOWMENT FOR THE ARTS; ACCOMPANIED BY ROBERT McNULTY; AND SUSAN WAGNER

Mr. LACY. Good morning, Mr. Chairman.

I'm Bill Lacy, Director of Architecture and Environmental Arts, NEA, representing Miss Hanks.

With me this morning are Robert McNulty and Susan Wagner of the Endowment's staff. Mr. McNulty is Assistant Director of the Architecture Program with major responsibilities in the conservation/adaptive use field.

Miss Wagner has been most closely involved with the Endowment's efforts regarding the reuse and rehabilitation of railroad stations.

Miss Hanks has asked me to express her disappointment in being unable to present her testimony today. A scheduled appearance before all the Associated Arts Councils of the United States in Cleveland today prevented her from being here, but I think I need not assure you, as does her testimony, that the matter before your committee is one of long standing interest to her.

With your permission, I would like to enter Miss Hanks' statement into the record and summarize the high points only.

[Pause.]

Senator HARTKE. That's fine.

Mr. LACY. It is not generally known that the Arts Endowment includes, among the more traditional arts, forms of dance, theater, and music, a program to support architecture and design, which I have the privilege of directing.

Over the past 8 years of its existence, we have awarded over \$7 million in grants to individuals, nonprofit organizations, and governmental units to maintain and improve the quality of the built environment.

One of the major thrusts of this program in the past few years has been the preservation and adaptation of older buildings and sections of cities to contemporary uses. One of the most prominent building types which came to our attention, through the numerous grant

applications we receive, and through House bill 9710 introduced in 1972 by Congressman Frank Thompson, was the ubiquitous railroad station.

Deputy Chairman Michael Straight and I testified at that time as to the strong interest of the National Endowment for the Arts and the National Council on the Arts, our advisory group, in using whatever influence and resources we could bring to bear to save the remaining 20,000 stations of the estimated 40,000 original ones that had once served this Nation's transportation needs.

As a consequence, the Endowment produced through its grants, two books on the subject of reusing railroad stations by the Educational Facilities Laboratory in New York City. I believe you have one, and I would like to submit the second for the files. A film entitled "Stations," by Roger Hagan of Seattle was also produced, which has become quite popular and whose closing refrain sums up many of the issues at stake—"We might just pass this way again" and was premiered at this national "call to action" workshop which we sponsored in Indianapolis last year. This conference has resulted in widespread public interest in the subject and was reflected in the passage of Public Law 93-496.

I think the reasons for the selection of Indianapolis have already been discussed, because it represented one of the best examples of private- and mixed-use adaptation of a railroad station. As a result of assuming this leadership role, the endowment has been beset by inquiries for assistance over the past year—primarily small towns where the railroad station still occupies a prominent and strategic place of long association with the communities' past. Most of these requests wish to use these stations for commercial, cultural, or education purposes, in conjunction with rail passenger use, where that option is still a possibility.

Steps have been taken by many communities, which are documented in our publications, to convert stations to restaurants, schools, museums, offices, and even hotels, and although we feel that perhaps the best new use for railroad stations would be their original use, still we recognize that without feasible plans for interim use, they may not survive the next wave of progress.

We are, as Miss Hanks stated, in complete accord with the intentions expressed in Public Law 93-496 but feel that modifications proposed under the present amendment, under discussion this morning, might better serve the interest of the Department of Transportation, the Endowment, and the public.

I would like to quote directly one paragraph from Miss Hanks' testimony:

The Endowment has long advocated that specific action be taken by the federal government to assure that architecturally and historically significant buildings, which have outlived their original function, be recycled and put to contemporary use. The Endowment believes this concept is especially important at a time when we are all critically aware of the need to conserve our nation's resources especially energy and materials. Because of their "endangered" status, we have taken a particularly active interest in the fate of railroad stations. In the process, we have become acutely aware of the great value—both symbolic and practical—which is attached to railroad stations by communities throughout the nation.

This concludes my remarks, Mr. Chairman. I appreciate the opportunity to present the views of Miss Hanks and the Endowment

and would be happy to answer any questions which you feel require elaboration.

Senator HARTKE. Let me say to you, Mr. Lacy, the committee really does appreciate the work you are doing in this field. I introduced S. 2056 on July 8, a bill which is pending before this committee that would amend Public Law 93-496 in order to provide the Endowment with more responsibility in this area, especially in connection with those stations that are not suitable for transportation use anymore.

Do you feel that the Endowment should be able to dispense funds for purposes other than planning? In other words, should the Endowment be able to contribute to the preservation and reuse of the stations and should you be able to help with the capital needs or should you only be able to help with the planning?

Mr. LACY. Although our legislation does permit us to engage in capital construction, we have never exercised that option because the National Council on the Arts has felt that this would change the nature of the Endowment. We have always been an agency that stimulated ideas and tried to bring issues before agencies that already have construction responsibilities and the administrative capabilities to supervise that kind of grant. We are in agreement and support this amendment because we feel that the need that has been demonstrated by the some 700 requests we have received in the past year would be served by this amendment very well, as it would permit us to continue to do on a scale more suited to the great need, what we already do, in fact, by awarding feasibility and planning grants and studies.

Senator HARTKE. The law currently provides that the National Endowment, along with the Advisory Council on Historic Preservation and the National Trust for Historic Preservation is to participate in the review of the architectural plans of the DOT terminals.

Now, do you think that the Endowment should continue to have this role?

Mr. LACY. Yes, sir.

Senator HARTKE. Has the DOT been cooperative with the Endowment in implementing this program?

Mr. LACY. Yes, sir, they have been cooperative, but I think in testimony this morning, it is becoming evident that there is a certain difference of priorities that exists between the two agencies.

Senator HARTKE. The Department has informed the committee that in some cases it may make sense to construct an intermodal transportation terminal where no building of historic or architectural significance does exist. Do you think that the Endowment should participate in the design and construction of these facilities?

Mr. LACY. Yes, sir, I would like to have the Endowment participate since—I probably should clear up at this point the fact that we are not totally interested in historical preservation. I think that that's been overemphasized at least from the standpoint of the Endowment's interests. We are interested in the total environment that this country has inherited and buildings, both new and old, are of interest to us.

We are particularly interested in the adaptive use and mixed use characteristics because we have recently published a study that resulted in a bill introduced by Senator Buckley that would require GSA to consider adapting old buildings for Federal Office use.

Senator HARTKE. Is it your judgment that quality design generally speaking is not new, that most of it is old?

Mr. LACY. No, sir. As an architect, I would not subscribe to that entirely.

Mr. HARTKE. I will tell you, I always get the impression when I look at some of the designs here in Washington, that about all that they can do is design what I call caskets on top of one another. I look at these others and they look like a crypt. You know, we are going to bury somebody in each one of them and that's about all the imagination that there is available.

Mr. LACY. Yes, sir, I would have to agree that Washington doesn't represent the most inspired architecture in the country.

Senator HARTKE. And the great style of the Rayburn Building, for example, and the great functional use of this building. I mean, they are really pretty sad. You know, we still have the seniority system which provides the space available to Senators and, although there is not much space available up here for anybody, I find most of those with seniority go to the old building rather than go to this building. I'm in the old building, for example.

Mr. LACY. There is a distinct preference for the old and it's been manifested most recently by all the requests we receive and by the Endowment's involvement in this whole field of adaptive use of older buildings.

Senator HARTKE. Are you familiar with the design of the building in Christchurch, New Zealand, the city hall there?

Mr. LACY. No, sir, I am not.

Senator HARTKE. I think that you would find that's one of the most unique, and I don't know—it may be a Frank Lloyd Wright building. It is something to behold. I mean, you know, I don't blame those people in Christchurch for being proud of it. They have every reason to be. You know, city hall just doesn't have to look like city hall, if you know what I mean.

All right. I'm sure that the Endowment is aware that the President has recommended that the Appropriations Committee provide a total of only \$500,000 for this entire program for fiscal year 1976. What has been the level of response to the need to preserve and reuse railroad stations that the Endowment experienced since the conference in Indianapolis?

Mr. LACY. Well, we have had around 700 requests, as I mentioned earlier, for assistance. It is difficult to average out, if we had been able to respond to all of them, what the level of funding would have been required. Our pattern is, generally, to fund about 1 out of 10. So, I'd say \$4 million would have enabled us to respond this year—for the planning and feasibility portion only.

Senator HARTKE. I have two books here, which I include by reference, two of them, one covering from the Atlantic to the Mississippi, the other from the Mississippi to the Pacific. They are called "Lost America." The buildings they mention are gone. Included, of course, are a number of railroad stations that have been destroyed in the last few years. Is Grand Central terminal endangered at the present time?

Mr. LACY. Yes, sir, it is my understanding it is critically in danger, maybe mortally.

Senator HARTKE. In your judgment should it be preserved?

Mr. LACY. Yes, sir.

Senator HARTKE. Do you think then \$4 million would be enough money if that's the case?

Mr. LACY. Well, I'm basing that on the past year's estimate for an unannounced program.

Senator HARTKE. Well, you would agree that \$500,000 is thinking little.

Mr. LACY. Yes, sir, extremely.

Senator HARTKE. Maybe I can get Abraham Beame to take some of the money out of the budget of New York City and get them to—maybe if we can dispose of Penn-Central quick enough we can preserve Grand Central.

Mr. McNULTY. Senator, may I add a remark? I think probably one of the difficulties with the small amount requested through the DOT has been the conceptual problem of seeing that these interests are not separate, that preservation and cultural interests could be a component of an efficient transportation system. The Endowment's interest in urban designing and planning is in saving the best and trying to stimulate the best of new architecture and in showing where strategies do overlap and they do come together; a cultural and an artistic component of a use of a building which may be a stimulant to the rebirth of a whole area of a city is a very key component. The difficulty, I think, in working with transportation is that they see things in two segments. One is intermodal transportation and the other is in cultural facilities and the two don't meet.

I think our proper position is that the two enhance each other and can best serve the interests of the city.

Senator HARTKE. What about the terminal in Cincinnati?

Mr. LACY. It is my understanding that it's been abandoned but I could be corrected on this and that a new facility has been built just to meet transportation's needs.

You might wish to get an update on Cincinnati.

Senator HARTKE. OK, well, we will find out about it.

Mr. LACY. The same architectural firm who authored that railroad station's book for us is working on an adaptive use plan now for Cincinnati, but the fate of the station is still in question.

Senator HARTKE. Thank you. Thank you for coming.

[The statement follows.]

STATEMENT OF NANCY HANKS CHAIRMAN, NATIONAL ENDOWMENT FOR THE ARTS

Mr. Chairman, I am pleased to have this opportunity to comment on S.2056, a Bill which would amend the "Rail Passenger Service Act of 1970" to clarify programs for promoting the preservation and reuse of historically and architecturally significant railroad passenger terminals.

As you know, the National Endowment for the Arts has long been a strong supporter of the recycling of architecturally significant structures. In the past few years, particularly, our Architecture + Environmental Arts Program has given many grants to support the burgeoning movement across the country to save and reuse old buildings—courthouses, warehouses, surplus Federal buildings, and even entire derelict sections of cities. Our interest in railroad stations therefore, came as a natural outgrowth of this expressed agency interest, and one which I might add is enthusiastically endorsed by our advisory group, the National Council on the Arts. It is an interest which relates directly to one of the Endowment's three legislated mandates—the preservation of our Nation's cultural legacy.

Back in August of 1972, Michael Straight, Deputy Chairman of the Endowment, and Bill Lacy, Director of the Architectural Program, expressed the Endowment's keen interest in this subject in testimony on H.R. 9719 before the Select Subcommittee on Education which was held appropriately in one of the finer examples of a reused railroad station, the Mount Royal Station in Baltimore, Maryland, now in use as a part of the Maryland Institute, College of Art.

In their testimony they noted that the Endowment was interested in this "widespread movement to take advantage of our rich architectural legacy" and that there were "countless examples of buildings of the past being 'recycled' for entirely new uses." It was further pointed out that the Endowment was 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 the physical environment of our towns and cities."

Two years later, in July 1974, the Endowment organized a national call-to-action workshop on reusing old railroad stations. The City of Indianapolis, Indiana served as the fitting host for the meeting since they are in the process of successfully converting their historic station to a commercial shopping mall to augment its continued use as a train station.

This meeting brought together 300 mayors, city officials, planners, urban renewal specialists, bankers, developers and other interested individuals to explore ways to restore stations and to find sources of financial support for their adaptive use. Featured at the conference was a book, "Reusing Railroad Stations," and a 30-minute film, "Stations," both also funded by the Endowment.

The book was written by a New York architecture firm, Hardy, Holzman, Pfeiffer, for the Educational Facilities Laboratories, also located in New York City, who helped plan and organize the meeting. The publication contained dozens of selected examples of stations that had been successfully reused, as well as those still endangered. It also discussed potential strategies and inherent problems in mounting successful community programs for adapting old stations to new uses.

The book was complemented by Roger Hagan's film which had its premier showing in Indianapolis and has since been in great demand by civic groups all over the country. "Stations" was made to develop awareness of this man-made resource in our midst, and to provide a variety of models for action. Included were schools, museums, restaurants, shops, offices, hotels and other entertainment and cultural centers that were once terminals or depots. The film concludes with these words:

"Old things around us help us find our bearings. I found Americans more inclined to believe this than they once were. Perhaps we will not be so quick to rip this root out of the land.

"We might just pass this way again."

A second publication in this series is now at the printers, and will be available in August. It is a compilation of the papers presented at the Indianapolis Conference entitled "Reusing Railroad Stations—Book II." Also produced by the Educational Facilities Laboratories, it will provide more detailed information on ways to go about developing and financing such projects. The publication also documents 16 additional case studies of successful railroad station reuses. At this time, I would like to submit an advance copy of this publication for the record.

Although we have been close to this issue for several years, we were unprepared for the outpouring of public sentiment and interest which the conference and our other activities evoked. Suddenly a focus had been created for the widely held opinion that our Nation's railroad stations had not outlived their usefulness in the thousands of communities where they still occupy a prominent central location.

Magazine articles, newspaper columns, public lectures, and the passage of P.L. 93-496 have served to keep this public hope and interest unabated.

Over the past year we have received approximately 700 requests from cities, towns, public interest organizations, and concerned individuals asking for help in converting their stations into civic and cultural centers—only occasionally in conjunction with their use as intermodal transportation centers since many significant railroad stations are simply not large enough to serve in this capacity today. Typical of these letters is the following from Calvin College in Michigan:

"DEAR MISS HANKS: . . . I am particularly keen to learn of any ways in which the National Endowment for the Arts can be useful in saving the Durand Depot near Flint. The latest news, after plans to demolish have been on and off again, is that it will be bulldozed soon.

“ . . . Durand is a very small town which cannot make this its priority. Yet, good planning, and some has been done, could make this an excellent specialty shopping center and tourist stop as well as an Amtrak office. The depot which was highlighted in *Reusing Railroad Stations* is the largest and most magnificent left in Michigan.

“What can you do to help?”

RONALD VANDERKOOI.

Of the ten case studies of successful reuses documented in *Reusing Railroad Stations*, eight were funded by private means or foundations (in one case the municipality purchased the initial option). Of the other two, one received preservation funds through HUD and the other received National Park Service funding. Of the 16 case studies which are being documented in the Endowment's second volume of *Reusing Railroad Stations*, the majority again are privately financed—either through private developers or nonprofit citizens' interest groups. One is receiving some funds through Amtrak. The tendency for adaptive-use projects to be privately financed is evident throughout the country. The Endowment applauds this tendency. In the Endowment's view, however, Federal funding in the planning and feasibility stages of a project often generates the necessary private or municipal funding to implement the project.

The Endowment has long advocated that specific action be taken by the Federal Government to assure that architecturally and historically significant buildings, which have outlived their original function, be recycled and put to contemporary use. The Endowment believes this concept is especially important at a time when we are all critically aware of the need to conserve our Nation's resources, especially energy and materials. Because of their “endangered” status, we have taken a particularly active interest in the fate of railroad stations. In the process, we have become acutely aware of the great value—both symbolic and practical—which is attached to railroad stations by communities throughout the Nation. Thus, the Endowment takes a special interest in seeing that the implementation of P.L. 93-496 is accomplished in a manner which most effectively carries preservation and reuse of railroad stations.

As written, a certain dichotomy exists with regard to carrying out this intent. While the Endowment would be the first to agree that while perhaps the best possible reuse for all the endangered stations in the country would be as railroad stations to provide the Nation with a balanced transportation system, this is not presently possible. The Department of Transportation is interested, and rightly so, in seeing that certain major stations, usually those located in large metropolitan areas, should be converted for use as intermodal transportation centers. The Endowment on the other hand, is interested in preventing the loss of the many smaller stations that do not lend themselves to purely transportation uses as a means of salvation. And even in those stations whose primary purpose should be for transportation, we feel that the inclusion of certain commercial, educational, and cultural activities could enhance that objective to the benefit of the public and community at large.

Thus, we fully support the suggestion provided by the amendment to P.L. 93-496 under discussion which would assign to the Department of Transportation responsibility for those railroad stations to be utilized as inter-modal transportation terminals, and which would assign to the National Endowment for the Arts responsibility for those railroad stations which will be utilized for nontransportation purposes, such as cultural, recreational, educational or commercial uses.

In addition, the Endowment fully supports that portion of P.L. 93-496 which calls for the Endowment to recommend consultants to be retained by the Department of Transportation to review final architectural plans under Section A of the program to assure that architectural quality and integrity are maintained, and to review and select those stations which shall receive funds under Section B of the program for interim maintenance and preservation.

Although the revised wording of what is amended paragraph 10B does not specifically call for uses such as poetry readings or exhibits of folk or craft arts, I am sure it is your intent to include these in the scope of uses, and I would hope that the language can be modified to specifically include these items.

Mr. Chairman, we are grateful for the opportunity to comment on this amendment to P.L. 93-496. We believe it is an extremely important effort to make use of a man-made resource that exists throughout this land, and one that represents a high point in this country's architectural achievement. We are pleased that the

Endowment has been able to make a contribution in bringing its existence to the notice of the public and Congress and would welcome the chance to be of additional assistance in whatever manner seems appropriate. Thank you.

Senator HARTKE. Mr. Milton Miller, chairman, Baltimore Regional Planning Council, Baltimore, Md., accompanied by George Jude, chairman, Baltimore City Planning Commission.

STATEMENT OF GEORGE JUDE, CHAIRMAN, BALTIMORE REGIONAL PLANNING COMMISSION, BALTIMORE, MD.; ACCOMPANIED BY MILTON MILLER, CHAIRMAN, BALTIMORE REGIONAL PLANNING COUNCIL, BALTIMORE, MD.

Mr. MILLER. Mr. Chairman, it is a pleasure to be here, particularly to testify before you, Mr. Hartke. The citizens of Maryland have long respected your leadership in promoting railroading, Maryland being the birthplace of U.S. railroading, and we think we have some interesting plans to bring up before you today and tell you about our position.

You just mentioned Cincinnati and I happened to be at their Amtrak facility on Monday, which is located now not in the magnificent Cincinnati Union Terminal, which was a great masterpiece of art, but between two junkyards somewhere behind the city of Cincinnati and with a platform so short that it took the train, which is named after an eminent citizen of your State, I believe, Whitcomb Riley, four different movements to unload passengers in that station itself, so inadequate.

So I think that would be one thing that would command the attention of everybody. I'm not here to talk for the city of Cincinnati. I would like to introduce first the people we have here with us staffwise, Mr. Siegbert Schacknies, staff member of the planning department of the city of Baltimore. Then I have Mr. Joe Clark who is the deputy director of the Greater Baltimore Committee and to testify first before you, sir, is the very honorable Mr. George Jude, who is the chairman of the planning commission of the city of Baltimore.

Mr. JUDE. Thank you very much, Mr. Miller, and thank you very much, Chairman Hartke.

Ladies and gentlemen, I am representing the mayor of the city of Baltimore, who has asked me to express to you his regrets that he is unable to appear in person before you today, and to relate to you his sincere concern about the state of rail passenger transportation in general, and specifically, his hope for a resurgence and revitalization of high speed rail passenger service in the Northeast Corridor.

Mr. Miller, of course, is chairman of the regional planning council and he will provide you with a brief testimony and also the others that he has introduced.

We come before you in support of the intermodal terminal demonstration program for which the Congress in its wisdom authorized in 1974 the expenditure of \$25 million, but which has not been appropriated. We understand that the President in his budget message requested only \$500,000 for fiscal year 1976. With all due respect for the President's call for fiscal responsibility we hope that you and your colleagues in the Appropriations Committee and in the Congress will not only restore the original \$25 million appropriation but add

substantially to that amount in order to meet the very real and urgent need in this area of surface transportation. We hope that our arguments—when added to those of the other witnesses—will be sufficiently persuasive to include the Baltimore rail terminal facility on your and the Administration's list of priority stations, deserving of immediate and substantial financial aid.

In support of this contention, Mr. Chairman, permit me to briefly outline some of the reasons why the public agencies at every governmental level should promote the "intermodal terminal" concept, what features we feel are important and should be included in such facilities, where such terminals should be developed, and how much and what kind of Federal support would be necessary to implement an intermodal terminal program. Presumably, we need not reiterate to you the benefits of improved high speed rail service. You have been convinced of that for a long time, as evidenced by the fine legislation that has come from your committee. The planned system in the Northeast Corridor, for example, in terms of travel times, frequency of service, and convenience, will be competitive with the air mode; it will make significant contributions to the national goal of energy conservation and will have a real, positive, and long-lasting impact on the physical environment.

However, the intercity rail service is only as good as the local terminal facilities, including the collection and distribution system. The interface between the intercity modes—air, bus, rail—and the local networks—regional commuter rail, subway, bus, local streets and highways, and parking facilities—is the most crucial element in the overall effort of shifting travelers from the highly energy inefficient to the efficient mode, from the environment degrading to the environmentally sensitive transportation mode. It has been obvious to us—and it has been strengthened by our recently completed study of the Baltimore rail terminal—that the public sector must take firm leadership in promoting a better use of the existing rail infrastructure and in enhancing its utility and effectiveness by planning and implementing intermodal transportation centers. They, more than any other marketing device, can achieve synergistic effects which will more than justify the initial capital expenditures. Individual and separated modes of transportation may serve a highly useful, though geographically restricted purpose, together and interrelated in a convenient, comfortable, pleasantly appointed intermodal terminal, they have a greater total effect than the sum of their individual effects. This truism has been demonstrated in the large cities of Europe, in New York, Chicago, and San Francisco.

We in Baltimore are proposing to undertake a major revitalization effort of our terminal facility and will attempt to integrate as many modes as possible in the Baltimore Transportation Center. When completed, it will give a focus to all local public and private transportation services. It will facilitate and simplify the dissemination of information about transportation opportunities; it will entice a major shift away from the use of the private car to public and private transit modes. It will significantly reduce the overhead cost of the transportation agencies or companies in terms of operating and capital costs. It will reduce energy consumption, air and noise pollution, and most importantly, it will induce a pattern of land use development

along the local and intercity routes which will generate higher levels of patronage and thus increase the efficiency of the whole transportation network.

The interrelatedness cited above is obvious. The role of the intermodal terminal as keystone in a complex structure should be obvious as well. Obvious should also be the necessity of having intermodal facilities not only in the largest of the Nation's cities, but in all of the cities in the most heavily traveled corridors. If Washington and New York provide convenient transfers to intercity passengers, the other large cities along the corridor must provide the same convenience in order for the high speed rail service to be fully utilized. If potential rail passengers in Baltimore—destined for Boston or New York, for example—cannot find a parking space at or near the rail terminal, are delayed by heavy congestion on the city streets or have a circuitous local bus connection, they may choose to travel by car via the nearest interstate highway connection to the elegant, comfortable, and spacious Baltimore/Washington International Airport and waste precious resources. It is time to counter the attractiveness of the air mode with a comprehensive and costly program of rail service improvements.

In short, we urge your support for a regional and national program of promoting and implementing intermodal transportation facilities and services. We commend the Federal Railroad Administration's Office of Northeast Corridor Development for having identified the funding needs in a recently published report and we encourage you, when you are wrestling with the question of funding, to think in terms of a \$250 million demonstration program rather than a \$25 million program as proposed in last year's legislation. The Baltimore project alone could swallow the amount authorized for a nationwide program, and Baltimore's terminal is only one out of 450 still active rail terminals

Recognizing the obvious limitation on funding all improvement projects throughout the Nation, we would like to recommend that the scarce resources if and when they become available, be concentrated where the potential increase of rail travel is greatest and where local and State governmental agencies have made or are about to make substantial commitments to providing improved local transit service via fixed alignment rapid transit systems. We believe that the opportunities for demonstrating the effectiveness of an integrated intercity and local transportation system are greatest in Baltimore, and we are ready to prove our contention.

Thank you.

With your permission we would like to present again Mr. Milton Miller to continue with this presentation. I think it was earlier stated that he was chairman of the Baltimore National Planning Council.

Mr. MILLER. The Regional Planning Council, for the record, represents and coordinates the planning efforts of four county governments surrounding the city of Baltimore and the city of Baltimore itself.

You have heard Mr. Jude espouse on the benefits of promoting intermodalism in public and private intercity and local transit networks. I wholeheartedly agree with his statements and only wish that we could have come before you several years ago to plead our case. We might have implemented our plans long ago and at a significantly lower cost.

The years of neglect have eroded not only the facilities but the levels of service and, most unfortunately, also the people's faith in the Government's willingness to take corrective action. A rescue program is necessary now, not next year or the year thereafter, in order to restore our "valuable asset under the grime," as one editor of a local newspaper aptly characterized our Baltimore Railroad Station.

A year ago the staff of the regional planning council conducted a survey of the station users to ascertain origin and destination data and attitudinal comments on the quality of local station access and the station environment in general.

Senator HARTKE. Just a moment. Can I interrupt you just a moment?

Mr. MILLER. Yes.

Senator HARTKE. There is a quorum which requires my presence on the floor, and I am going to ask you to continue, and I am also going to ask Mr. Dobyms to give your testimony too.

If it's all right with you I would like to get them both in, so we can move ahead with these hearings. I would like to have a quick look at your drawings, since you put so much work into them. I would like to take just a second and have those explained to me, if you could now.

Could I interrupt you and do that?

Mr. MILLER. Absolutely, sir.

Senator HARTKE. Otherwise, I have to leave.

Mr. MILLER. We understand perfectly. I just wanted to say that we have been very aware of this project. We have undertaken this study with our own resources, hoping to get this situation moving. The gentlemen will show you now some of the plans we have.

Senator HARTKE. You are going to have an automatic ticket window? What are the flags there? I recognize the American flag.

Mr. MILLER. That is the Maryland flag.

Senator HARTKE. Why don't we put this off the record and indicate that we discussed the exhibits.

[Discussion off the record.]

Senator HARTKE. I am going to let Mr. Allison proceed here with this, and I want to apologize, but I do have to get to the floor.

Mr. MILLER. We thank you for looking at our plans.

Mr. ALLISON. Go ahead.

Mr. MILLER. Let me just check here. I was talking about the attitudinal comments of the public and the survey that the regional planning council did. The results were very revealing and provide a significant impetus for our study efforts. The hundreds of handwritten comments on the backside of our survey forms were particularly interesting in that they reflected a sense of agony and frustration over the deterioration of a once magnificent service and facility, yet there were also expressions of hope and many helpful suggestions for meeting today's expectations and standards of comfort and convenience. We organized an intergovernmental advisory committee composed of representatives of State and local governments, as well as citizens' interests. We retained a local architectural and planning firm to help with the concept development and plan preparation, and we are now ready with a plan for action.

With your help we will be able to implement the project. I left up there a summary of the plan and you saw some of the graphics. It is a long-range project which will take years to complete and it will

be expensive. But it is also a plan that can be implemented in phases with the elements of the plan standing independently. That means each phase independently. It is not a card house program that collapses when one building block fails to materialize. Our first phase program focuses on immediate esthetic improvements, on passenger convenience, and on minimum access improvements, and it will cost, at today's prices, \$8.5 million.

Our second phase program which centers around the provision of intermodal transfers to regional commuter rail and the subway, to intercity bus lines and perhaps helicopter services, also includes the renovation of the old rail terminal offices on the second, third, and fourth floor, as well as the promotion of station area redevelopment to maximize on the area's development potential.

The cost of this package, including the construction of the subway station and commuter rail and bus transfer facilities—but not route segments of the subway and commuter rail, that is excluded from this figure—would exceed \$35 million.

Obviously the second phase program is the plan for the future. Our immediate needs can be satisfied by the first phase or bare bones program. This program includes the cleaning of the old station, repainting deteriorated wooden and metallic surfaces, landscaping the drab environment, meeting the standards for passenger convenience as identified by the Federal Railroad Administration and Amtrak, and providing an adequate, that is, minimum number of parking spaces at the terminal, and improving local bus connections.

By the way, I think that that also includes air-conditioning. I think any citizens of this country who walked into an airport at this time that didn't have air-conditioning would be shocked, although it is accepted as the norm for our railroad stations. Sometimes even heat isn't provided.

The fact that this program still costs approximately \$8.5 million is indicative of the severity of the past neglect and serves as a warning that if we don't improve the facility now, it will cost twice as much by the time we are ready to consider funding again.

Mr. Chairman, Senators, I urge you to lend your considerable support to our effort of maintaining and improving such a vital part of our national heritage. The Baltimore Railroad Station, as well as other functioning and architectural significant terminals should not be permitted to go to waste. They have reached a threshold level beyond which there is only ruinous decay, or a Phoenix reborn from the grime.

I am confident that you will choose to support the comprehensive rail service improvement program in Baltimore, in the Northeast Corridor, and throughout the Nation. We will gladly answer any questions you may have. We have brought with us extra copies of our draft report, plans and renderings of our proposed improvement program and copies of press reports and editorials from our local newspapers. We have made them available to staffs of Amtrak and FRA for their considerations.

Thank you for granting us the opportunity to come before this committee.

Mr. ALLISON. Thank you very much. The Senator did have a couple of questions he wanted to get in the record.

Mr. MILLER. I will be glad to answer them, if I can.

Mr. ALLISON. All right. The DOT has informed us that they plan to fund the development of Northeast Corridor stations through the Northeast Corridor project rather than through the intermodal terminal program that is the subject of the hearings today.

We wanted to know if you had been in contact with the Department.

Mr. MILLER. Yes.

Mr. ALLISON. He also wanted to know that that shouldn't make you feel confident that it is funded through the Northeast Corridor project.

Mr. MILLER. We are always hopeful.

Mr. ALLISON. I noticed that two of the Department's experts on the corridor are here today. You may want to discuss this with them. There is—

Mr. MILLER. We have had continual attendance by Amtrak officials at this intergovernmental committee that we have formed. They have been most helpful; they have given us some good suggestions. We are pursuing the matter with Amtrak further, also with Penn Central, but we have some complicated legal programs.

Mr. ALLISON. You may want to follow the progress of the legislation implementing the financial plans, because that legislation will probably assign development roles, and the ownership roles to the corridor, including your station, which this should be before the Congress after the recess.

Mr. MILLER. We certainly will.

Were there any further questions?

Mr. ALLISON. Yes, there were.

There was one that he was interested in. There has been talk in connection with the Northeast Corridor projects of putting a new tunnel through Baltimore. If that occurred, it would bypass your station, and we wonder if you were in contact with that possibility with the Department.

Mr. MILLER. There has been conversation of putting a freight bypass route through Baltimore.

Mr. ALLISON. There also has been some long-range planning on a passenger terminal.

Mr. MILLER. There has been some talk about it, but it has not been presented to us so far, and I have requested a meeting with Mr. Reistrup to clarify that.

Mr. ALLISON. This would probably be more likely to be coming from the Federal Railroad Administration.

Mr. MILLER. Well, he was the one who mentioned it in an interview that was picked up in a technical publication. However, I did pursue this with staff at Amtrak. I have not pursued it with staff at FRA or the Secretary of National DOT. However, we feel from the indications we have received at this point that, because of costs and other priorities, a passenger rail bypass of the present Baltimore station is so far in the future that we need not concern ourselves with it.

I think that what we are talking about, as far as a new line through Baltimore is concerned, may be an apt subject 30 or 40 years from now. However, we can't wait that long.

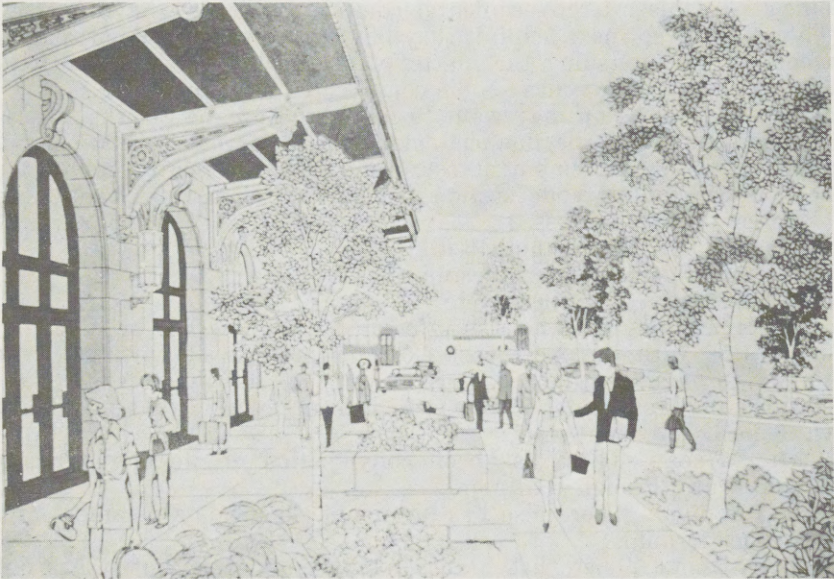
Mr. ALLISON. That is all I had. He did want to suggest that you support appropriations with your Congressmen and Senators.

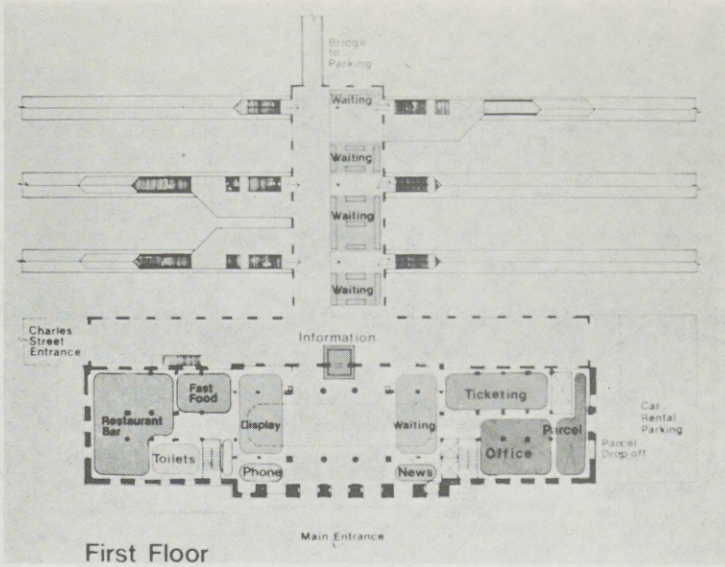
Mr. MILLER. We have done so, sir, both personally and in writing and we accept his suggestion and, if I might just leave one thing for the record and possibly it will be passed on to the Senators of the committee, I feel that planning is good, and we are very grateful for the FRA's interest in planning and Amtrak's interest in planning, but we would hope this committee would seriously consider a major capital assistance program for railroad terminals in this country. It is desperately needed in Baltimore and it is needed all over the United States, and we respectfully suggest that that may be an apt subject for consideration and deliberation on the part of this very fine committee.

Mr. ALLISON. Thank you Mr. Miller. Thank you, sir.

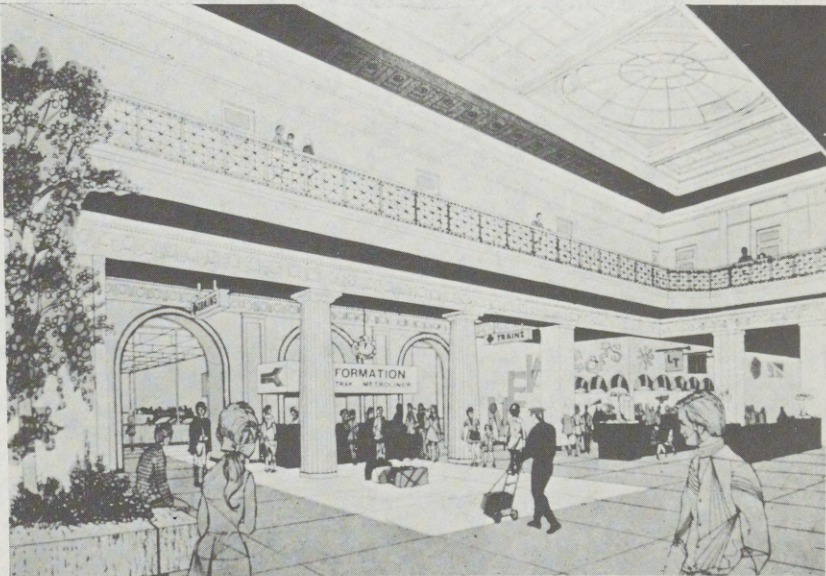
Mr. JUDE. Thank you.

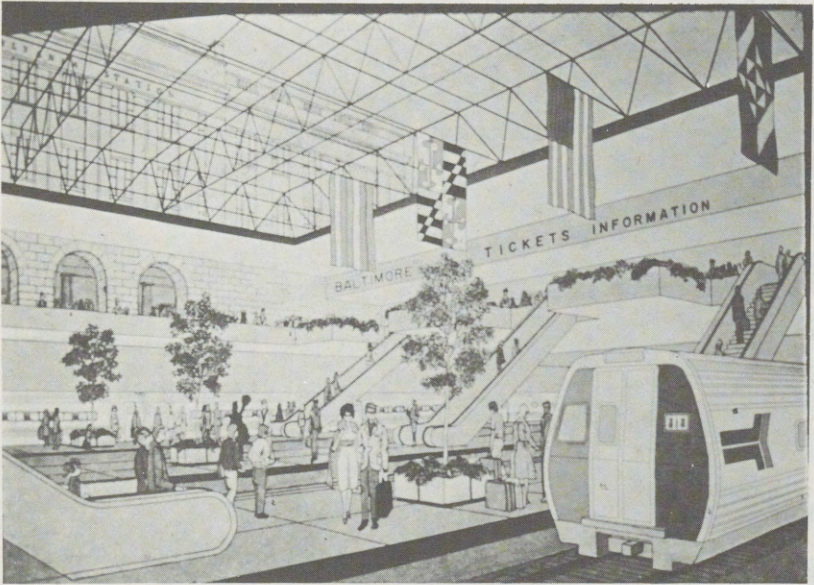
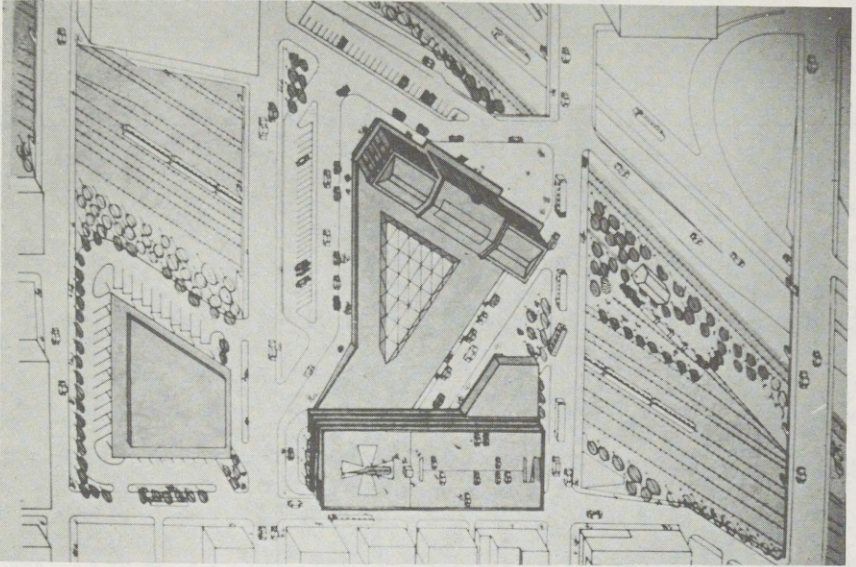
[The exhibits referred to earlier follow:]

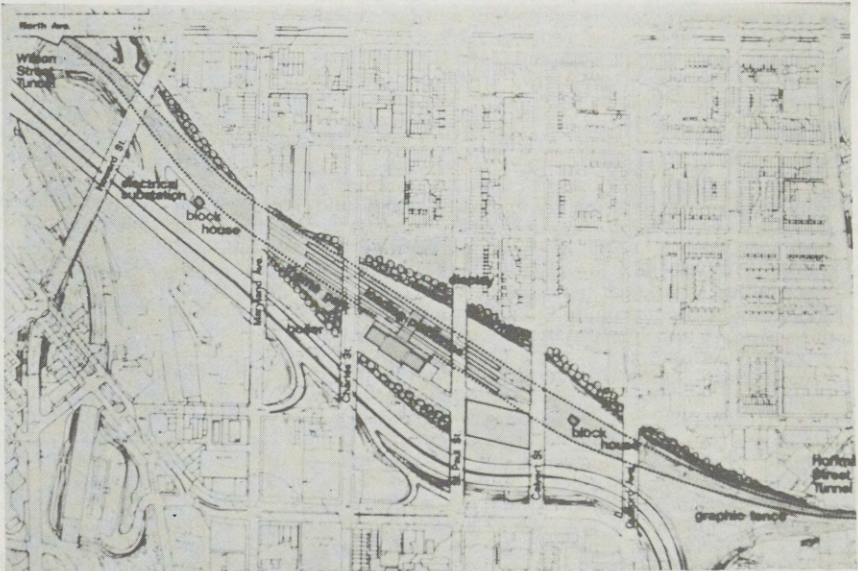
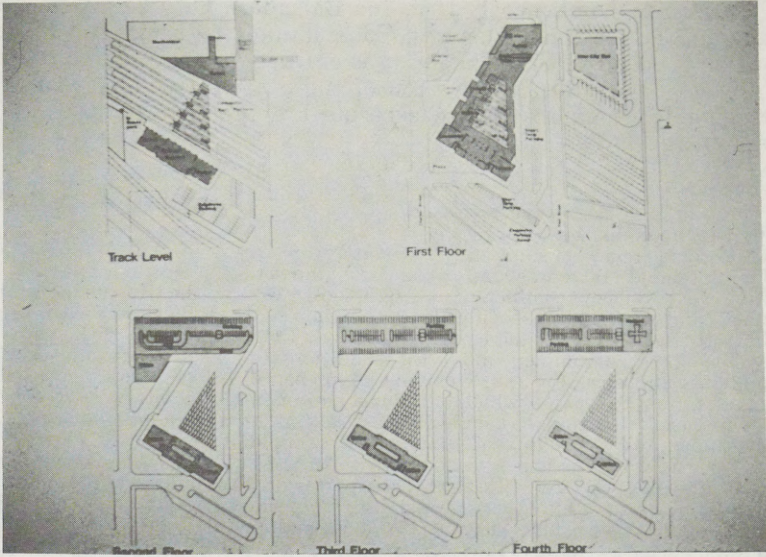




First Floor







[The following are excerpts from the study prepared by Cochran, Stephenson & Donkervoet, Inc., for Baltimore City Department of Planning, the Regional Planning Council, and the Maryland Department of Transportation. The study is entitled "Pennsylvania Station, a Concept Study for Preservation of the Station and Creation of an Intermodal Terminal." These excerpts are taken by a draft dated April 1975:]

I. PREFACE

A. Introduction

"The station looks second rate . . .

"Baltimore is not a second rate city . . .

"A civic disgrace! Do something about it!"

The statement above was made by an anonymous respondent to a Pennsylvania Station User Survey conducted in August of 1974 by the Regional Planning Council, and typifies the sentiments of the thousands of Baltimore citizens and visitors to the City who have passed through the station and with increasing frequency have complained about the conditions of the facilities and services. Complaints and pleas for improvements have been directed to the Penn Central Transportation Company, which still owns and operates the station but because of its financial situation has little interest in sinking additional funds into the maintenance and upgrading of the station. Complaints have been sent to the National Railway Passenger Corporation (Amtrak) which leases space in the station and pays the Penn Central Transportation Company for the operation of the train service, but otherwise has no responsibility for the station facility. Complaints have also been directed to the Secretary of Transportation of the Maryland Department of Transportation, the Mayor of the City of Baltimore, the Chairman of the Regional Planning Council, political representatives in Washington and Annapolis, and local and State planning officials. The expressions of concern were readily accepted and an intergovernmental Policy Advisory Committee, composed of representatives of local, state and federal governmental agencies, the railroad company, and citizens was formed in 1973 to study the problems and recommend an Early Action Program. The search for resources, the development of a work program and the selection of a consultant team began in 1974. Subsequently, the Committee recognized that the original objective of "cleaning, painting and fixing-up" of the Pennsylvania Station would be insufficient to meet the future demands placed on such an important gateway to the City. Newly emerging federal requirements and the expression of interest from major intercity bus companies in a consolidated terminal facility, focused the study on the development of an Intermodal Terminal Complex in conjunction with a major renovation of the aging railroad station. The task calls for linking the old with the new, for establishing an interface between the high-speed rail and the long-distance motorcoach service with the existing and proposed local and regional circulation and distribution systems, such as commuter rail, subway, bus network, taxi service, and car parking.

The following report represents the result of the first in a series of specific analyses leading toward the ultimate implementation of the Terminal Complex. It presents the parameters of the planning framework, it identifies development options, the direction and sequence for further study efforts and it offers preliminary cost estimates for various elements of the Project. After review of this Concept Study, it is suggested that an economic feasibility study be undertaken. Subsequent project studies would include environmental impact, program development, criteria refinement and design development. As the Project progresses, agency involvement, legal refinement and funding participation will be required. The Committee has expressed its determination to the people of Baltimore City, the Region and the State of Maryland, to see the Terminal Complex implemented at the earliest possible date.

* * * * *

IV. CONCEPT PROPOSAL

The proposal to create an Intermodal Terminal would not be complete without the renovation of the present station, and treatment of the entire Railroad Property by cleanup and landscaping. Therefore, the total Concept Proposal includes renovation of the present station, landscaping of the entire site, and the Intermodal Terminal itself.

A. Renovation of the Present Station

1. Station Exterior:

Pennsylvania Station facing its seventh decade displays signs of neglect although quality workmanship and good materials used in the initial construction contributed to the functionally sound condition of the exterior of the station. The following is a list of major items proposed for the exterior renovation.

- Clean and reseal the existing roof skylight; remove ventilators (coordinate with new HVAC system).
- Refinish and make operable the flagpoles.
- Clean and make more legible the clock on the south elevation.
- General cleaning and repair of stone facade of entire building.
- Improve legibility of "Pennsylvania Station" letters on south facade.
- Remove window airconditioners (coordinate with new HVAC system).
- Replace windows with aluminum frames and insulating glass.
- Clean and repaint marquee; replace glass and backlight with new exterior lighting.
- Remove the east building addition to station.
- Replace green fiber glass screen at west entrance with clear tempered unbreakable glass.
- Replace main entrance doors with aluminum frames and tempered glass.
- Create a uniform signing system at the station entrance, coordinated with directional graphics throughout the station.
- Integrate trash collectors, seating, and telephone booths as new designed elements.
- Clean and repaint wall mounted lights at station entrance.

2. Station Interior:

The station interior is in good condition structurally, but surfaces and finishes have aged from neglect and uncoordinated improvements. In addition, the location of functional elements is poor. The following is a list of major items proposed for the interior renovation.

- Remove paint on three interior glass domes and backlight with artificial light.
- Clean marble columns in main lobby space.
- Create coordinated graphics for ancillary functions on the first floor.
- Relocate newsstand, fast food, barber shop, lockers, shoe shine, vending machines and advertisements as part of new functional layout.
- Define waiting areas and circulation spaces throughout the first floor.
- Create waiting lounges on Concourse Bridge.
- Replace HVAC system providing heating and cooling the entire building.
- Add fire stairs as required by code.
- Replace existing elevator with new elevator and create a lobby area on each floor. Remove second elevator.
- Recondition all toilet rooms with new finishes and fixtures.
- Replace electrical power and lighting throughout the entire building.
- Create special lighting scheme for first floor.
- Create uniform directional graphics throughout the station.
- Recondition restaurant area and office areas suitable as rental space.

A specific program for renovation will require an analysis of the requirements of Amtrak and other proposed users of the station. The proposed renovation scheme assumes that the station will remain a functioning train station initially, and an active element of a future Intermodal Terminal. The trend throughout the country has been to renovate unused stations, not as railroad stations, but as retail shopping malls, professional offices, schools, etc. However, two factors indicate that Penn Station will remain as a train station. One factor is the continued growth of passenger train service on the Pennsylvania trackage in Baltimore. The other factor is the station's workable size and scale.

The proposed renovation scheme requires an overall reorganization of the first floor consisting of four elements. 1) A primary and secondary axis intersecting at right angles is created. The primary axis provides north-south circulation to and from the trains. The secondary east-west axis provides auxiliary circulation that supports food concessions, newsstands, gift shops, toilets, etc. 2) The ticket counter, baggage drop-off and train information is relocated at the intersection of the two axes. 3) A temporary pedestrian bridge is proposed to span the tracks from the end of the existing Concourse Bridge to the parking lot. A temporary bridge would provide direct and secure passage to and from long-term parking lots. 4) The existing waiting area on the Concourse Bridge is reoriented to create waiting lounges. The new lounges are defined with new furniture, carpet, acoustical ceiling and other modern improvements. The renovated waiting area would serve passengers until construction on the Intermodal Terminal begins.

Additional reorganization of the first floor includes the consolidation of the restaurant and fast food facilities at the west end of the building. The restaurant is provided with an outside entrance from Charles Street as well as direct access from the Concourse. A parcel area is created at the east end of the building with its own entrance allowing direct access. The main lobby space remains open with additional waiting and display areas for civic or cultural events.

The basement is renovated into three zones. The west zone is rental where entertainment activities would link to the track level Theme Park proposed for the area west of the station. The middle zone is railroad related activities (locker rooms, service equipment, etc.). The east zone is parcel processing, shipping and storage.

The three upper floors are renovated for general office use. If existing railroad monitoring activities were removed, the upper floors would be available as rentable office space. By constructing a floor over the light shaft at the fourth floor, an additional 2,500 square feet is added to the rentable office space.

A total renovation must include updating the building to comply with local codes and life safety requirements. Appendix D is a brief summary of applicable codes and safety requirements. The mechanical and electrical survey (Appendix B) resolves that the building will require a complete new mechanical system (heating, air conditioning, ventilating and plumbing) and will require a complete new electrical system (power and lighting). The structural survey (Appendix C) appears to indicate that no major structural defects exist in the building proper; and the structure is capable of adapting to the proposed renovation.

3. Alternative Space Proposals:

Renovation of the station's first floor for rail passenger functions is a preferred immediate action plan. However, in the construction of the Intermodal Terminal, ticketing and waiting areas will be consolidated in the adjoining Terminal Complex. The flow of people through the first floor of the existing station would continue, making it attractive to enterprises requiring large public exposure. Uses of other parts of the building will be determined by the eventual owner of the building. For the purpose of this study, City and/or State ownership of the building and a majority of the surrounding land is assumed.

The available gross floor area breakdown is as follows:

	<i>Square feet</i>
Basement.....	¹ 19, 200
1st floor.....	² 26, 000
2d floor.....	15, 200
3d floor.....	15, 200
4th floor.....	³ 13, 100
Total.....	⁴ 88, 700
Subtotal.....	⁵ 43, 500

¹ Plus mezzanine 4,600 sq. ft.

² Plus concourse over tracks 6,000 sq. ft.

³ Plus 2,200 sq. ft. by flooring over the open light shaft.

⁴ All floors.

⁵ Upper three floors.

The following are renovation alternatives that were studied, but they are not necessarily feasible:

Hotel.—The main interior space would serve as a logical hotel lobby with support facilities surrounding the lobby and three floors of hotel rooms above. The maximum number of hotel rooms that could be created is approximately 120 which is normally too few for an economical hotel.

Apartments.—Conversion to apartments would be similar to the hotel conversion with an average of 800 square feet per apartment, 30–35 apartments would be possible. Location and renovation costs exceed economic feasibility.

Retail.—The two-story interior space lends itself to a shopping mall concept. However, due to the limited space, major retail stores would not be attracted. Specialty shops oriented toward serving the intercity traveler, and which do not need large amounts of space, would benefit from the uniqueness of the location. Use of the third and fourth floors for retail would require major renovation to provide adequate access to the floors.

Education.—The second, third and fourth floors are suitable for subdivision. Large classrooms could be located in the east and west wings while seminar rooms and faculty offices would adjoin the corridor surrounding the central light shaft.

The load carrying capacities of the existing structure are sufficient for classroom or limited library use. Institutions such as the neighboring University of Baltimore, the City government departments, or State agencies might find the spaces suitable for their needs.

Civic displays.—The main lobby of the station could serve as an excellent backdrop for large art objects or industrial displays. High ceilings on the second, third and fourth floors make that space ideal for art gallery displays. While it appears doubtful that the station could be converted into an extension of the existing municipal museums or private art galleries, it may be feasible to provide space in the station for a permanent showcase of Baltimore's Industrial productivity. Office space and conference facilities could supplement the industrial displays.

Office.—The most likely use of the space in the terminal would be for administrative functions. As the State or the City becomes the owner of the building, suitable uses for upper floors can easily be identified. Space will be needed for offices to administer the Intermodal Terminal Complex. If the Maryland Department of Transportation should create a State Railway Administration, the new agency should locate in the facility it was created to promote. Office space for private concerns that maintain frequent personal contact with clients in New York, Philadelphia or Washington would be desirable in the station where transportation is readily available.

The most reasonable alternative proposal is to continue the office use concept although the civic display and specialty shop proposals appear to justify further study. A complete economic study is necessary to identify potential users.

B. Landscaping

Landscaping is considered from two perspectives: 1) track level as viewed by the train passenger, and 2) street level as viewed by the arriving or departing visitor or resident. The importance of landscaping cannot be overstated. The terminal serves as one of the major gateways to the City of Baltimore for millions of visitors. First impressions are lasting impressions. Comments received from rail passengers that responded to the User Survey (Appendix A) bear witness to the claim that a "beautiful" environment creates spirit and civic pride in people.

1. Track Level Improvements and Theme Park: (Figure 23)

Pennsylvania Station lies in a well defined zone bounded by the Hoffman Street Tunnel to the east and Wilson Street Tunnel to the west, and by the embankment to the north and Jones Falls Expressway to the south. The entire area is an important part of the total station image.

A general cleanup and repainting of various support structures for catenaries and yard lights is proposed. Structures not in use should be removed. Unused parts of the electrical substation located near the west block station (signal house) could be removed to allow the block station to visually stand free of its surroundings.

In accordance with the Federal government's policy to protect the right-of-way of high-speed passenger trains, a continuous fence is proposed on both sides of the high-speed tracks. The fence would not only serve as a protective barrier, but would be designed to serve as a revenue producing billboard for general advertisements or as a graphic display introducing Baltimore to the train passenger. On the embankment to the north, general planting is proposed to serve as a backdrop for the fence and help to soften the transitional environment between the land use activities above and the train tracks below.

Treatment of the supports and undersides of the six bridges which cross the tracks should be coordinated with the painting scheme proposed for the Howard Street Bridge.

The two block stations are in excellent condition and enrich the track level environment. It is proposed that they be decorated employing a theme of railroad nostalgia. A theme park with an eating and high quality nighttime entertainment area is proposed for the west side of the station. The park area consisting of a triangular parcel of land would permanently house historic trains on existing track spurs. Visiting exhibits (Art Train, Freedom Train, etc.) could be parked for the duration of their stay in Baltimore. Heavy planting is proposed to shield the boiler house and freight tracks. The theme park is designed to create a pedestrian environment. Access to the park from track level under Charles Street would be from stairs located at the restaurant and rental area at the west end of the station. Also, a new exterior stair would provide access from the west side of Charles Street.

Passenger loading platforms at track level should be updated in four stages: 1) platforms should be raised to provide level entry to trains similar to the existing Metroliner platform; 2) seating and planters should be provided on the platforms; 3) the canopies require cleanup and repainting, retaining the ornate columns and replacing roof sections outside the area covered by the proposed space frame for the terminal; and 4) the lighting and advertising scheme should be integrated with the graphic scheme proposed for the station.

The north embankment immediately opposite the station requires special treatment since stopped trains allow passengers time to obtain a lasting image of Baltimore. A landscaping plan has been developed, independent of this study, for the north embankment from Charles to Calvert Streets; however, implementation has been delayed pending funding by the City and resolution of responsibility for the maintenance. Landscaping between Charles and St. Paul Streets would only be temporary until the Intermodal Terminal begins construction.

2. Street Level Amenities:

The topographical situation forces people to arrive at or leave the station via bridges, where there is a conspicuous absence of natural features. The safety barriers along the narrow sidewalks block the view of the pedestrian and vehicular passenger. It is proposed to eliminate the high steel solid barriers on both sides of the bridges crossing the JFX and the railroad tracks and to replace them with low level cantilevered planters providing low level planting areas. In addition to planters on the bridges, planters containing trees are proposed for the approach ways to the station. At the three entrances to the station, sculpture or other appropriate art objects are proposed. Also, modern lighting fixtures would improve the appearance of the station area.

Across the Jones Falls Expressway at the east corner of the Charles Street Bridge, a small park is proposed. A fountain with landscaping and benches would invite the passing visitor, student or resident to rest and view the station. A plaque certifying the station as a National Historical Landmark could be located in the park.

C. Intermodal Terminal Complex

The proposed design unites the various modes of transportation into a single terminal facility enabling direct transfers between intercity rail, intercity bus, and local commuter rail, rapid transit (subway), MTA bus, charter bus, private car, rental car, and taxi. The proposed design for an Intermodal Terminal represents a composite of the most desirable features identified in the concept development plans.

Massing of the new building forms was kept in scale with the existing terminal station, allowing the station to remain visually prominent. The main feature of the new terminal is a central space for departing and entraining passengers, covered by a clear glass space frame, reminiscent of the great train sheds of the 19th century. The five-story parking structure was placed at the rear of the development site, and its size was restricted in scale to harmonize with the existing station. A two-story consolidated bus terminal east of St. Paul Street is physically connected with the main terminal through an underground mezzanine level of the proposed subway station.

The levels of the existing station are part of the Terminal Complex, and their description is contained under the renovation section in this study. A brief description of the different levels of the new terminal follows:

Track level.—The mezzanine level of the rapid transit station opens into a large rental space, which can be viewed from the rail loading platforms. The three existing renovated rail platforms and a new commuter rail platforms are connected to the first level above by eight new escalators. Each platform also has an elevator connecting it to the ticket area above.

First floor (Figure 24).—The new terminal segregates passenger flows into entraining and detraining sides. The ticket counter and waiting areas are on the entraining side; and rapid transit, intercity bus and parking connections are on the detraining side. Short-term parking is located near the detraining side and near the main entrance of the existing station. The entrance to the 800 car parking garage is from Lanvale Street.

Second level (Figure 25).—The second level becomes the first level of the parking garage. Charter bus offices are located above the bus pullover and have direct vertical access to the bus loading platform.

Third and fourth floors (Figure 25).—Because of the difference in floor-to-floor heights between the existing station (14–16 feet) and the new parking garage (10 feet), there is no direct relationship between the floors of each structure. The

total parking structure consists of five parking floors accommodating 160 cars on each floor for a total capacity of 800 cars. The top parking level also accommodates a heliport.

Sections (Figure 26).—The sections depict the massing of individual elements and show the vertical relationship between the three levels of transportation modes: rapid transit at the lowest level, intercity rail and commuter rail at track level, and intercity bus and charter bus, local bus, and automobile at the first floor level. The new parking structure forms the upper levels of the terminal, connected by a central elevator shaft to all levels.

Circulation (Figure 27).—The circulation figure indicates how the major modes of transportation are integrated within the Terminal Complex. One-way traffic flows clockwise around the terminal, allowing drop-off on the passenger side of the vehicle and minimizing points of crossing traffic. Pullover space is provided for those arriving at the station via Charles or St. Paul Streets. On-site bus movements are separated from the automobile. Entering and exiting from the parking structure, exiting from the bus station, and exiting from the terminal are accommodated on Lanvale Street. Lanvale Street as a secondary road has limited use now and is more suited for increased vehicular traffic than is either Charles Street or St. Paul Street. Intercity rail and commuter rail movement is one level below vehicular circulation, and rapid transit is two levels below vehicular circulation.

Mr. ALLISON. The final witnesses today are Mr. Dobyms from Greyhound and Mr. Trice from Continental Trailways.

**STATEMENT OF JEROME M. DOBYNS, DIRECTOR OF PROPERTIES,
GREYHOUND LINES, INC.; ACCOMPANIED BY RICHARD A. TRICE,
VICE PRESIDENT-TRAFFIC & SALES, CONTINENTAL TRAILWAYS
LINES-EAST**

Mr. DOBYNS. In the absence of the chairman and the other committee members, I suggest that we summarize our remarks, and have the statement printed in the record if we may and entertain any questions you may have of the chairman.

Mr. ALLISON. Very good.

Mr. DOBYNS. My name is Jerome Dobyms. I represent Greyhound Lines and I have with me today Mr. Richard A. Trice, vice president of traffic and sales for Continental Trailways, who will also respond to questions to his company's interest in intermodal terminal concept.

We are delighted to be here and to learn the status of the intermodal transportation facilities at Union Station and also the status of the legislation and appropriations to fund the law that permits the conversion of historic and architectural significant rail stations to intermodal terminals, and we want to indicate that the intercity bus industry has been very active for the past 6 to 8 years in the intermodal concept. I believe that Mr. Trice and my experience here in Washington dates back to 1968, as far as the Union Station Visitors' Center project is concerned.

We were quite hopeful at one time that that intermodal concept at the Union Station would proceed quite rapidly. In fact, several years ago, we had participated in design efforts that we thought had brought the project very close, and then we were very disappointed to find that became dormant.

We are delighted to hear that the Department of Transportation is going to take active leadership in undertaking preliminary design and the law, I think, requires 5 years completion for the intermodal facility.

Briefly, we favor development of intermodal transportation centers and have studied them and have concluded that they're of significant benefit, particularly to the traveling public. We are in favor of one-stop shopping for the traveling public. We think that the transportation center provides the means for a passenger to select any or all or a combination of modes of travel, to check his bag and go through to the ultimate destination and that is the essence of an intermodal facility.

We want to go on record as in support of a revision to the Amtrak Improvement Act of 1974 concerning the development of intermodal terminals that restricted the conversion to existing rail passenger terminals. We can conceive and have encountered with various exploratory planning that we have had with various municipalities, situations where the existing rail terminals do not economically or conveniently to all concerned meet the need.

And in those cases, we feel that we should undertake to construct a new modern intermodal facility from the ground up.

Second: We believe that the Public Law 93-496 should be amended, so that the conversion of existing rail passenger stations is not restricted to those having historical or architectural distinction. We have encountered and we are sure there exist locations where the use of a rail station is not economically or functionally feasible, and its preservation should be the responsibility of some other agency other than the Department of Transportation.

On the other hand, there are undoubtedly stations, though lacking in historical value could readily be converted to convenient and efficient intermodal stations.

As I have said, the intercity bus operators have been involved in the study and planning and active development of multimode passenger terminals, actively, currently in such major cities as Washington, and Boston.

We have been in discussion with the witnesses here earlier in Seattle, and a number of other locations. I might add that both the major intercity bus carriers, Greyhound and Continental Trailways have expended substantial sums of their own money in pursuing these plans. And we feel that particularly here in Washington at Union Station and at Boston that these are very advanced in planning and have the best prospects of becoming intermodal transportation models for other systems through the land.

[The statement follows:]

STATEMENT OF JEROME M. DOBYNS, DIRECTOR OF PROPERTIES, GREYHOUND LINES, INC., ACCOMPANIED BY RICHARD A. TRICE, VICE PRESIDENT, TRAFFIC & SALES, CONTINENTAL TRAILWAYS LINES-EAST

Mr. Chairman and members of the subcommittee, my name is Jerome Dobyms. I appreciate this opportunity to appear before you and to explain the interest of Greyhound Lines, Inc., and other intercity bus operators in the development of intermodal passenger terminals. Sitting with me is Richard A. Trice, Vice President-Traffic & Sales, Continental Trailways Lines-East, who will respond to questions concerning his company's particular interest in the intermodal passenger terminal concept.

We are delighted to be here this morning to learn of the status of the proposed intermodal transportation facilities at Union Station. Mr. Trice and I have been

deeply involved in the planning of the proposed facility since 1968. Several years ago we believed we had reached a satisfactory design concept to include intercity buses, only to see the project become dormant. We are happy you are holding these hearings and providing the leadership necessary for implementing this project.

The intercity bus industry strongly favors the development of intermodal transportation centers. Both Greyhound and Continental Trailways have investigated and been involved in the planning of intermodal facilities. As a result we have concluded that the concept offers significant advantages to the traveling public.

The interests of the traveling public would be promoted by having a single point in metropolitan areas where all modes of surface transportation interface—intercity and commuter passenger trains, intercity buses, rail rapid transit, local and suburban buses, sightseeing buses, airport limousines and taxis. However, only by actually constructing and operating a few intermodal passenger facilities can we determine the pertinent cost-benefit factors.

It is essential then, we believe, to provide a total transportation system that serves from origin to destination. For example, a passenger with a need to travel from a smaller town intermediate to Seattle and Portland to a destination in the middle of Missouri, should be able to buy a thru ticket which includes checking his baggage and transportation by bus, air or rail or all three of these modes. The only consideration should be what best serves the customer's need.

There are other important advantages to be derived from the construction and operation of intermodal transportation centers. Existing passenger terminal facilities in many large cities can be markedly improved. We are sure the traveling public would welcome improved terminal facilities and that such improvements would encourage public passenger transportation. Construction of new and improved terminals where easy transfer could be made to other modes of travel should result in significant increases in tourism without corresponding increases in congestion and pollution.

Inclusion of intercity buses in intermodal passenger centers would be consistent with energy conservation efforts. Intercity buses are the most energy-efficient mode of intercity passenger transportation. A 43-passenger intercity bus obtains six miles per gallon of fuel and thus, fully loaded, can produce 258 passenger miles per gallon. By contrast, a standard automobile carrying a driver and three passengers obtains only 72 passenger miles per gallon of fuel and only 18 passenger miles if the driver is the only occupant of the vehicle.¹

For these reasons, we believe the Congress acted wisely when it authorized in the Amtrak Improvement Act of 1974—Public Law 93-496—\$5 million to be appropriated for design and planning a model intermodal transportation terminal at Union Station in Washington, D.C., and \$25 million for the preservation and conversion of railroad passenger terminals of historical and architectural distinction. We are deeply disappointed, however, by the action of the House Appropriations Committee in appropriating only \$2 million of the \$30 million authorized by Public Law 93-496. At that rate of expenditure few, if any, intermodal transportation centers would ever be constructed.

We believe Section 305(d)(1) of the Rail Passenger Service Act of 1970, as amended by section 6 of Public Law 93-496, should be amended in several respects. First, we do not believe the development of intermodal transportation terminals should be restricted to the conversion of existing railroad passenger terminals. In some instances it would be more economical and more convenient to all concerned to construct a modern intermodal transportation center.

Secondly, we believe Public Law 93-496 should be amended so that conversion of existing railroad passenger stations is not restricted to those having historical or architectural distinction. If a station has historical significance or architectural integrity but its use as an intermodal transportation center would not be economically or functionally feasible, its preservation should be the responsibility of some agency other than the Department of Transportation. On the other hand, there are no doubt some stations which, though lacking historical value, could readily be converted to convenient and efficient intermodal passenger terminals.

Intercity bus operators have been involved in the study, planning, or active development of multi-mode passenger centers in such major cities as Washington,

¹ Report to the Congress on the Rail Passenger Service Act, Secretary of Transportation, July 1974 (Appendix C).

D.C., and Boston and have expended substantial sums in the planning phases of these two locations. The new passenger terminals at Union Station in Washington and at Boston could become the intermodal passenger terminal models for many other cities across the land.

Mr. Trice and I would be pleased to answer any questions you may have regarding the interest of our companies and other intercity bus operators in the intermodal transportation center program.

Thank you.

Mr. ALLISON. The hearing is adjourned.

[Whereupon, at 1:10 p.m., the hearing was adjourned.]

ADDITIONAL ARTICLES, LETTERS, AND STATEMENTS

[The following excerpts were placed into the record at the request of the National Endowment for the Arts. The excerpts are taken from a report prepared by the Educational Facilities Laboratories called *Reusing Railroad Stations Book Two*. The study was funded by the Architecture & Environmental Arts Program of the National Endowment for the Arts:]

Finding new lives for old railroad stations is no longer a "good cause" that is waiting around the corner. There are enough successful completed conversions to convince the most skeptical that it's not the latest advocacy fad but a business venture that can at least be self-supporting.

Stations are being conserved, not preserved, so that the splendors of their architecture can be put to use while being enjoyed. (The distinction between conservation and preservation is that the former keeps something alive, the latter ensures it remains after death.) Examples of small-station conservation projects abound. Many are now privately owned antique stores, gift shops, homes, or studios. Not as many middle size stations have been conserved because their location is far more critical than the small buildings, and because they require more money to buy (or lease) and convert to a new purpose—difficulties that usually require concerted action and inventiveness to overcome. But there are a number of successful projects. Then there are the big stations, terminals that require a big business approach before anything can be done for them. A few have been conserved, and they provide exemplary directions for what can be done for those large stations whose fate is now in abeyance.

In recent months, the biggest boost to the reuse of stations came from Congress when it enacted legislation to fund urban stations listed on the Historic Register which could be activated as road and rail transportation centers with connections to airports—called multimodal or intermodal centers—combined with civic and cultural uses. This doesn't help organizations that want to convert suburban or rural stations, but there are smaller public and private treasuries available for these if they meet the right criteria.

Also proving helpful to urban stations is the change in the Federal Highway Administration regulations permitting some of its funds to be released for aid to other forms of transport, including rail. However, it's not only Washington money that is going into station projects. The nongovernment sector, both commercial and nonprofit, is putting stations to work, albeit in different roles from yesteryear. It's all part of the remarkably wide interest in converting all kinds of old buildings for commercial and cultural uses. The days are over when sound structures were torn down simply because they represented an outdated style of life. The old parts of cities are coming back into use, and for many people they are friendlier and more interesting than newer, sleeker central business districts.

Some reused stations are described in the following chapters: many others are listed in *Historic Railroad Stations*, an inventory published by the National Register of Historic Places. It can be obtained from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

* * * * *

With so many bright ideas buzzing around for things to do with old railroad stations, it is easy to forget that they might still usefully accommodate passengers making train journeys. Such an oversight seemed to happen in the nation's capital where Union Station was still serving Amtrak's trains.

But the Department of the Interior developed plans to convert it to a visitors' center for the bicentennial celebration, and to build a combined rail, subway, and bus station next door. Apparently the scheduling was poor, and the old rail facilities were closed long before new ones could be built. Amtrak sued the railroads that own the station; the banks financing the project held back their money; and the construction work stopped. Congress attempted to inject more funds, but

legal hassles kept the job closed for several months. Work resumed in December, 1974, and the target for completion is July, 1976.

The whole affair stems, say some critics, from attempts to recycle a building that really didn't need it. The train schedules were increasing enough for the building to continue its original role, so it only needed cleaning up and a few more tenants. Unfortunately, so much demolition had been done inside the great hall before work stopped that now it is not economically sensible to return the building to its original condition.

However, various groups and agencies seem to have learned some lessons from Washington, D.C.'s plans that went awry. Countless cities are combining (or planning to combine) continuing passenger rail service with recycling of only those sections of the stations that are truly underused.

Partly responsible for this progress is a change in federal edicts that now permit funds assigned to interstate highways in urban areas to be applied to other kinds of transportation, including rail projects. The largest reallocation of this sort occurred in Massachusetts where \$670 million was shifted from freeway construction to improving Boston's rail system.

The federal Amtrak Improvement Act of 1974 gave the art of conserving railroad stations a good boost. One section enables the Secretary of Transportation to provide financial and technical assistance to a demonstration program of intermodal terminals. Under this program at least three large railroad stations will be converted into intermodal transportation centers. The Rail Passenger Services Act defines intermodal transportation as including motorbus, mass transit (rail or rubber tire), airline ticket offices and passenger terminal providing transportation to airports.

In addition, the federal government can use funds and technical aid for keeping alive terminals which seem to have a good chance of being converted to another use later. Assistance can also be given to state and local governments or other groups to stimulate the development of plans for converting terminals to intermodal centers and places for civic or cultural activities. This aid to railroad stations is administered by the Federal Railroad Administration (FRA). Criteria for receiving financial assistance include the requirement that the terminal be on the National Register of Historic Places and that its architectural integrity must not be compromised by the proposed conversion. To help the Department of Transportation decide which terminals are good candidates, the Secretary can call on the Advisory Council on Historic Preservation or the National Endowment for the Arts. Both are federal agencies.

A limit is set on the federal share of a terminal conversion: not more than 60% of the total cost of conversion can be paid under the provisions of the Amtrak Improvement Act. In October, 1974, Congress authorized a \$534.3 million appropriation for assistance under the act.

John T. Hirten, deputy administrator of the Urban Mass Transportation Administration (UMTA), says that his administration disbursed \$875 million in fiscal 1974 for urban transportation capital improvement programs. (These funds have nothing to do with the Amtrak appropriations.) This included a commitment of \$1.5 million to acquire and redevelop the Santa Fe terminal in San Diego as an intermodal transportation center, and about \$5 million to the Union Station in Washington, D.C.

Hirten believes the intermodal concept will be the salvation of many railroad stations since it is easier to incorporate road transportation into a railroad station than to move the tracks to another location. He says "The type of help that UMTA can offer would enable the developers of a city station to include in the project a bus interchange or a light rail connection to an airport.

"San Diego is a good example for the sort of situation where UMTA can provide help. The depot was completed in 1915 in the Spanish colonial revival style. Once a busy rail center, it now serves only three daily trains to Los Angeles. Obviously there appeared to be many good reasons to discard the building and the train service, and many people tried.

"Fortunately, city planners and private developers concluded that the station could be a major resource in the future revitalization of the city's transportation services. Even the Los Angeles to San Diego trains can be made more attractive because travel time can be substantially reduced by improvements to the roadbed and new equipment.

"Proposals for the station center around use as a bus terminal—for city transit minibuses, which will circulate throughout the downtown area, and for Greyhound, Trailways and Mexico coach—plus Amtrak facilities. The city hopes that the airlines will also establish ticketing and baggage facilities at the terminal in conjunction with express bus service to the airport.

"When renovations are complete, the terminal will help to relieve congestion in the downtown area and reduce travelers' confusion since it will be a central meeting place for bus, rail, and air travel. Estimated cost of the project is \$5.5 million, including site acquisition and refurbishment of the structure. Funds are expected to come from several sources, including the city and some private developers, who will establish a restaurant and other commercial facilities at the site. UMTA is contributing, and Amtrak has agreed to pay a fair market rental for ticketing and passenger-waiting space."

(Examples of specific projects)

SEATTLE, WASH.—UNION STATION

Seattle's Union Station is a sturdy, unspectacular building standing empty on the edge of the central business district. But if the city's plans are realized it will be revived as both a train station and a commuter bus terminal. By combining rail and bus and an unspecified rapid transit system, the station will qualify for federal funds for intermodal transportation; indeed, it could be one of the three demonstration projects for the UMTA programs.

At the end of 1974, the agency administering the station project, the Port of Seattle, retained an architectural firm to develop a plan for the terminal. Significantly, the first task for the firm was to work on the necessary grant applications (about \$50,000 of the fee is assigned to this first step).

Although Union Station is now empty, train service is provided by Amtrak to an adjacent station, King Street that is owned by a different railroad company. Tracks from King Street station pass underneath the city, but Union Station has no underground tracks. The intention of the planners is to maintain service on the underground tracks but create passenger access from the Union Station terminal to the King Street tracks. The existing above-ground Union Station tracks will be removed to make space for a surface transportation center.

Seattle has a unique city bus service for a major city—all rides within the central section are free. Since Union Station is just inside this zone, when its bus facility is completed commuters will be able to ride on to work free. The station is also only a five-minute walk from an enclosed football stadium now under construction. So the combination of local transit service with the rail service the station can offer makes particularly good sense for this city.

Location, as anyone who has tried to sell a house knows, is one major criterion for making real property valuable. Union Station is much better placed than most other big city terminals. It not only lies between the downtown district and the new stadium, it is also adjacent to the International District (formerly Chinatown) and the revitalized Pioneer Square neighborhood, which is creating a sophisticated shopping, eating and sauntering area amidst cheap hotels and bars in a section of town unvisited by the middle class in decades. If Union Station is refurbished as a transportation center, it will complement the work done in Pioneer Square and demonstrate that old buildings can be conserved by putting them to work for the benefit of the public through public agencies.

The Port of Seattle didn't start the movement to reuse the Union Station but joined in after another government agency had initiated a feasibility study on converting the terminal into an administrative headquarters and a museum. The offices would have been for the Municipality of Metropolitan Seattle (Metro) which has authority over the area's commuter bus services. It is Metro's business to have a well integrated transportation system, but its charter does not permit the agency to own a facility and lease space to commercial carriers. The Port, however, is empowered to build, own and operate transportation terminals (it owns the Seattle-Tacoma Airport) and thus would be the appropriate authority to buy Union Station.

Early in 1975, the cost of the real property had not been settled between the Union Pacific Company and the Port of Seattle. When it is negotiated, the Port expects to finance purchase of the terminal with a revenue bond that will be repaid with rental income from Amtrak, bus carriers, and other tenants. In addition, it expects to obtain funds from the U.S. Department of Transport.

Bus companies have stated they have no plans at present that would preclude them from taking space in Union Station, but it is too early for them to agree to leases since the costs are not known and cannot be until the purchase price is set.

CINCINNATI, OHIO—UNION TERMINAL

In our first railroad station book, we listed Cincinnati Union Terminal as an endangered species. But as of the beginning of 1975, this huge masterpiece seems to have a good chance for being taken off. Plans for transforming it into an intermodal transportation center have been made, and UMTA is weighing a Capital Assistance Grant application for \$11.7 million. If the grant is approved the city will contribute \$2.9 million of its own funds.

Under the plan, this \$14.6 million capitalization will be used to buy the station and land (for the bargain price of \$1 million), refurbish the terminal's extensive basement, remodel its office spaces, and build a new bus maintenance facility on an adjacent site. The buses belong to the Southwest Ohio Regional Transit Authority (SORTA), a public agency that runs commuter bus services. SORTA will lease the station from the city, house its 400 staff members in the existing and new buildings, and rent space to commercial carriers, such as Amtrak, Greyhound and Trailways.

UMTA's mandate does not include long distance travel, so it can award funds only for those parts of a station that are to be used for local transit services. Since intermodal centers usually house both local and long distance services under the same roof, it often becomes difficult to determine UMTA's share of a project. However, this assessment does not appear to be a stumbling block in Cincinnati, according to an UMTA spokesman. At the time of writing, the problem faced by UMTA is to ascertain whether the proposed conversion will meet the requirements of other federal agencies. This is because the station is on the Historic Register, and the Advisory Council on Historic Preservation in cooperation with UMTA prescribes the limits of structural alterations, and these limits may not be generous enough for other agencies' purposes.

In addition to the hoped-for UMTA funds, the city has allocated to the station project \$700,000 of the money it has received from the Federal Highways Administration's Urban Systems Fund. To meet FHA requirements, the city has also had to contribute \$300,000 of its own.

* * *

Los Angeles, Calif.—Union Passenger Terminal

In our previous book we placed the Los Angeles Union Passenger Terminal on the endangered species roll and noted, "There does not seem to be any great awareness about the station's future." Apparently we were wrong.

Even before we wrote that, the three railroad companies who owned the station had retained a firm of architects and planners, Daniel Mann Johnson and Mendenhall (DMJM), to tell them what might be done with their underused station.

The result is a plan for commercial reuse of the terminal, leavened with civic cultural events. Amtrak will continue to use part of the station to accommodate about 3,000 people daily (seven arrivals and seven departures).

The railroads are retaining ownership of the station, leasing it to Union Station Company, a joint venture by two large development companies, one of which is partly owned by DMJM.

The following account of the project—from the first study to current status—was provided by Robert Kite, a DMJM associate.

"The study recommended four con-current provisions for the station. First, to restore and maintain the famed architecture, which is a classic example of early California Spanish style. Second, to provide and keep the nostalgia of the 1940s for the millions who remembered the station as a landmark in Los Angeles. Third, to maintain the building as a railroad museum and exhibit area. The fourth recommendation was to provide a high quality shopping and dining center, similar Ghiradelli Square, the converted chocolate factory on San Francisco's waterfront.

"All proposals would keep the railroad station working, but the present 15 tracks will be decreased to four. Amtrak's waiting room would be in a prominent location until it could build a new station.

"The developers in the joint venture negotiated a 55-year lease for 11 of the terminal's 40 acres, at a minimum of \$200,000 a year. About 200,000 sq ft of the building will be renovated, added on to, or in some way slightly changed to accommodate the restaurants and retail stores. About 75% of the building will be tenant space. A 700-car parking lot will be provided within the 11 acres, most of which will be landscaped exhibit areas, including two magnificent original patios that nobody would dare change.

"The station is one of the most sensitive issues in Los Angeles, a building difficult to tamper with, and this causes a lot of problems. It has been declared a National Historic Landmark and a California historical monument, so there are many changes we can't make. And we have so many people and interests to satisfy: the planning department, the fire department, the various historical societies, the owners, Amtrak, and, of course, the investors. The building department says it must be brought up to 1974 code, and that is not easy. Although the building is structurally sound, nothing else was. For instance, we would have to redo the whole of the electrical system.

"Then there are private interest groups. For example, the station is in old Chinatown, so some groups want to have a Chinese restaurant or a Chinese exhibit. A Mexican-American community is directly across the street, on Olivera Street, which is also a very famous place that gets three million visitors a year because Los Angeles was founded there. Those people also have their particular needs and recommendations for the project.

"Probably the most important economic aspect of this whole project is its good location. It's in the heart of downtown Los Angeles, adjacent to the historic El Pueblo de Los Angeles, Little Tokyo, the civic center, the convention center, and the financial center. The station itself can be a giant tourist attraction and is expected to pull in about three million people the first year, probably twice that number eventually. Amtrak hopes to double its number of passengers because of the exposure the reused station will get, and vice versa." * * *

NEW LONDON, CONN.—UNION STATION

In its heyday Union Station, in New London, Conn., was an important transportation connection between rail and boat ferries that docked alongside, but it now suffers from the general decline in passenger service. It isn't an architectural gem, but it was designed by the eminent Victorian architect, Henry Hobson Richardson.

This pedigree spurred national protest when the city condemned the station in order to make way for an urban renewal program. Fortunately demolition was postponed because of this public arousal and because of persuasion from the U.S. Department of Housing and Urban Development, which saw the possibilities of reusing the station for commercial purposes combined with passenger train services.

The first major action to reuse the building came in late 1972 when some New Londoners privately invited Anderson Notter Associates, a Boston architectural firm, to explore adaptive uses of the building, make cost estimates, and find out what public funds might be available.

The consultants encouraged a dozen professional people in New London to establish a nonprofit organization—The Union Station Trust, Inc. The results of the feasibility study indicated that there was a good potential market for a restaurant in the building; it also suggested retaining the rail service. Since the Trust did not want to develop the station itself, the members persuaded their architects to take on the role. The firm, with some other partners, created Union Station Associates of New London, which was accepted as the developer by the city's redevelopment agency. The agency agreed to postpone demolition until the developer could raise the necessary funds to rebuild the station according to the plans it had filed.

[The following excerpts from pages 488-489 of "The Voice of the Transportation Consumer" were inserted in the hearing record by Senator Vance Hartke. The material summarizes the hearing comments received by the Department of Transportation during the course of 4 years of field hearings that were aimed at eliciting consumer comments about a variety of transportation topics. These comments deal with intercity bus services and were placed in the record to show the importance that proper terminal facilities can have for the acceptability of passenger service. The study from which these comments are taken was published by the Department of Transportation in April 1975:]

HEARING COMMENTS: LOCAL BUS CONCERNS

ISSUE: BUS/INTERCITY

Need a bus connection between Breezewood and Altoona, a 40-mile distance which a bus can cover in 45 minutes (Breezewood is a major transportation mode point with connections in all directions). (Altoona, Pennsylvania)

The Greyhound bus terminal should be downtown. It used to be before it was moved to Tyrone. Taxis cost a lot, considering that $\frac{3}{4}$ of the bus customers are students.

Travel to and from this community is poor. We need a good network of bus service in central Pennsylvania, yet keep control of environmental effects.

Greyhound and Trailways buses arrive at a station two miles out of town and at hours when the station is locked and dark. Passengers' only transportation into town is by cab. The funds are available for airlines for landing facilities—thought airlines serve but 10% of the population—but not enough for bus "landings."

We need a centrally located bus terminal.

We need a bus depot in town.

The Greyhound Bus Co. sells tickets to State College, knowing that the station there will be closed at the time of arrival.

Travel agents could make bus reservations over the phone for passengers who work fulltime and/or have difficulty getting to the station before departure time.

Why is the bus depot two miles from campus. We need better connections to and from State College. (State College, Pennsylvania)

In terms of high speed intercity transport to New York City, we now have better service right from this "door" than we have had in the last 30 years.

Example of bus trip from Kingston to Westwood, N.J.; took just over 5 hours, an hour more than by auto, using auto from house to Kingston bus station at Student Union, then Bonanza bus to N.Y. midtown bus terminal, then suburban bus to home in northern N.J. We have two bus companies providing that service. (Kingston, Rhode Island)

It takes effort to get to the bus stop and to find out where and when the buses come and go. Example: mention was made tonight that if a Montpelier bus were available, an individual would have taken it. Actually, there is one here at 7:25 this evening and back at 11:00 this evening. He could have come by bus if he really wanted to. Intercity bus costs approximately five cents a mile as compared to probably 13 or 14 cents in your private car—a savings of \$6.50 from Montpelier to Burlington round trip.

There is still one mode of transportation in this general area that continues to operate on its own funds, and that's the intercity bus industry. (Burlington, Vermont)

People who live in Olympia and work in Seattle have to drive 60 miles each way. There is a Greyhound bus but schedule is poor and stops are inconvenient. (Seattle, Washington)

[The following is an excerpt from the Introduction to "Historic Railroad Stations," a selected inventory of 562 architecturally or historically significant railroad stations prepared by the Office of Archeology and Historic Preservation of the National Park Service in July, 1974. The insert supplements the testimony of the representatives of the National Park Service and provides background information about historic railroad stations:]

The development of the railroad and its monuments, the railroad stations, coincided with the growth of the United States and was, in large part, responsible for the economic expansion that began shortly before the Civil War and continued well into the twentieth century. The completion of the great transcontinental lines in the decade following the Civil War, the invention of the Pullman sleeping car, the Westinghouse air brake, the safety coupler, and the refrigerator car helped to insure the supremacy and prosperity of the railroad for decades. The network of railroad lines crossing the continent not only provided an efficient means to market grain and livestock, but more importantly brought settlers into the newly opened territories. The termini and junction points of the great trans-

continental lines—Union Pacific, Southern Pacific, Northern Pacific, and the Santa Fe—which were either small villages or nonexistent before the Civil War, became cities within thirty years after rail link-up. Cities like Omaha, Kansas City, Duluth, Oakland, Portland, Seattle and Tacoma owe their initial growth and ensuing prosperity to the railroad.

As Carroll Meeks has pointed out in his pioneering study, *The Railroad Station* (New Haven: Yale University Press, 1956), there was no functional precedent for the station—it was a new type of building, representative of the new problems of design posed by the Industrial Revolution and reflective of the mobility and technology of the masses. Perhaps more than any other type of building, the railroad station and the train shed typified the inventive spirit of the nineteenth and early twentieth century: engineers audaciously seized upon the potentialities of iron and glass, dramatically vaulting increasingly wider spaces with single spans. Architects, too, were quick to adapt the latest revival styles to the train station, achieving a monumentality of scale perhaps unmatched by any other building type of this period.

The most common transportation buildings of the seventeenth and eighteenth centuries were the tollhouses, and it may have been from these way-stations that the vast train shed developed. If the early train terminals were modeled upon cathedrals, Roman baths, Greek temples or propylea, it was in part because architects, in trying to solve the particular problems posed by the railroad, delved into history to see how earlier architects had coped with large enclosed spaces able to accommodate many people.

No expense was spared in the construction of larger terminals. Built in a "golden age," they were symbols of the railroads' prosperity and power; often extravagant and monumental structures, they were designed by some of America's best known architects and built to last with the finest available materials: marble, limestone, granite. In the smaller towns, the depots were no less important; built of wood or brick, many times they were fancifully decorated with "gingerbread" trim or distinguished with an imposing clock tower. More often than not these stations were located in the center of town facing a park or open space. The waiting rooms were the most important interior spaces of stations, both large and small. Spacious and high-ceilinged, often vaulted and coffered, these rooms were decorated with fine woods and stones, stained glass or murals. The architectural magazine, *Building News*, accurately wrote in 1875: "Railway termini and hotels are to the nineteenth century what monasteries and cathedrals were to the thirteenth century. They are truly the only real representative building we possess . . . Our metropolitan termini have been leaders of the art spirit of our time."

This selective inventory of historic railroad stations was prepared by the staff of the National Register of Historic Places, National Park Service, for the workshop on reusing railroad stations to be held on July 22 and 23, 1974 in Indianapolis, Indiana. Sponsored by the National Endowment for the Arts in conjunction with Educational Facilities Laboratories, the workshop is co-sponsored by the Advisory Council on Historic Preservation, National Park Service, National Trust for Historic Preservation, and the U.S. Department of Transportation. The workshop was organized in response to a frequent urban crisis—the unnecessary demolition of architecturally significant structures. Within the last ten years numerous railroad terminals have been threatened or demolished both in large cities like New York and Chicago and in smaller towns like Parkersburg, West Virginia and Kent, Ohio. While there are an estimated 20,000 stations still standing in the United States, this is less than half the number that were standing only twenty years ago.

Because of their size and the precarious financial situation in which many railroads have found themselves, railroad stations are particularly vulnerable to destruction or abandonment by companies unable or unwilling to maintain them. It is as if functionality and efficiency in a building cannot coexist with domed spaces, Corinthian columns, and other such "unnecessary" extravagances. Thus, the monumental railroad terminals of yesterday are doomed on today's principle that it is economically prohibitive to build or continue to use overly generous spaces. This workshop will explore methods for preserving these stations, not only for aesthetic reasons, but more importantly so that with reuse stations can remain an essential part of America's architectural heritage.

Ironically, the need for an efficient rail system is felt more keenly now than it was a decade ago. With the increasing shortage and cost of fuel, more people are beginning to realize that automobiles and superhighways are not final answers to the transportation problems facing America. At the same time, many of those

supporting the railroads feel that the age of the large railroad terminal has passed, leaving cities and towns with a centrally located, well built, in many cases architecturally significant—but unused—building.

The purpose of this inventory is to bring to the attention of the participants of this workshop—planners, mayors, bankers, developers—the names and locations of as many railroad stations as possible, which are recognized by preservation programs of the Federal government as having architectural, engineering or historical significance.

Five sources were consulted in compiling the inventory: the National Register of Historic Places (including National Historic Landmarks); the Historic American Buildings Survey; the Historic American Engineering Record; the individual State Historic Preservation Plans which inventory architectural resources in detail; and additional stations not mentioned by the other four sources suggested by staff members of the State Historic Preservation Offices.

The Federal programs listed above are all within the Office of Archeology and Historic Preservation of the National Park Service. A brief description of each of the programs will help explain the government's role in encouraging and guiding preservation of this country's cultural resources.

The National Register of Historic Places.—The National Register is the official schedule of the nation's cultural property that is worthy of preservation. Established by the National Historic Preservation Act of 1966, the National Register is a protective inventory of irreplaceable resources across the country. The National Register is expanded through four means: 1) acts of Congress and Executive Orders which create areas of historic significance administered by the National Park Service; 2) properties declared by the Secretary of the Interior as eligible for designation as National Historic Landmarks; 3) nominations prepared by the states and approved by the National Park Service; and, 4) nominations of Federal properties prepared by Federal agencies as directed by Executive Order 11593 and approved by the National Park Service.

Most nominations to the National Register are made by a State Historic Preservation Officer appointed by the Governor to supervise the program within each state. A professional staff conducts a statewide historic survey and reports its findings to a professional review committee. If the property meets National Register criteria, the committee recommends it for nomination.

The purposes of the National Register program are: 1) to assess and record the history and achievements of the American people in the areas of American history, architecture, archeology and culture; 2) to aid the states in the preparation of comprehensive statewide preservation plans; 3) to assist in the preservation of the tangible reminders of these achievements and this history through the granting of Federal money to the states on a dollar-for-dollar matching basis; and, 4) to extend to all such properties a degree of protection by insuring compliance with procedures for review of Federal undertakings.

At present there are over 8,500 historic buildings, structures, sites, objects and districts listed on the National Register, including well over 100 railroad stations, listed individually and within historic districts.

One of the purposes of the National Register program is to aid the states in the preparation of comprehensive statewide preservation plans. The National Register oversees and approves the preparation of these plans which are presented in three volumes.

Volume I of this document provides a summary of the State's history and background of its preservation activities, a statement of its long range goals, and its methods of operation. Volume II, the State's inventory of historic resources, constitutes an inventory of the historic sites, buildings, structures, districts and objects which reflect the various themes and aspects of the State's development throughout history. As an ever-growing list of historical resources of varying significance within the State, it provides an excellent planning tool and working base for future historical research. Volume III is the annual work program, which must be submitted annually with an apportionment warrant stating and explaining the State's request for historic preservation grants-in-aid. This volume includes a review of the past year's work, updates of Volumes I and II, and plans for the next fiscal year. It is from Volume II that the names and locations of many railroad stations were taken for this inventory.

The Historic American Buildings Survey.—Established in 1933, the Historic American Buildings Survey (HABS) is a Federal program administered by the National Park Service authorized to assemble an archives of the building arts in the United States. Conducted in cooperation with the American Institute

of Architects and the Library of Congress, the Survey is the government's oldest operative historic preservation program.

Today, HABS conducts a broad national program of intensive architectural surveys on a shared-fund basis, in cooperation with State and local governments, preservation groups, and historical societies. The Survey works closely with groups and institutions which have an active interest in recording historic structures and gives priority to projects in areas where there is active concern for historic landmarks. Historic buildings are recorded by detailed studies which include measured drawings, photographs, and architectural and historical data.

Before 1959, the Survey had recorded only two railroad stations. Responding to the crisis of the railroads and the impending demolition of many historically significant structures, the Survey has recorded an additional 51 stations since 1959. At least a dozen of these have been demolished, almost all of them in large urban centers: Pennsylvania Station in New York, Chicago's Grand Central, and Broad St. Station in Philadelphia. Although documentary records can never be a substitute for viable structures that contribute to the life of a community, they are an important resource which will be of use to historians and will serve as crucial links connecting past and future generations.

The Historic American Engineering Record.—Established in 1969 under a cooperative agreement between the National Park Service, the American Society of Civil Engineers, and the Library of Congress, the Historic American Engineering Record (HAER) conducts a variety of programs that document America's industrial and engineering heritage. Projects include the compiling of inventories of sites and structures and the detailed recording of notable works within a designated geographic area or of a specific genre or industry. Like HABS, such recording includes measured drawings, written historical accounts and technical analyses, professional photographs and, in some cases, photogrammetry and motion picture documentation.

Railroads have necessarily played a major role in the history of American engineering and technology, and shortly after its inception, the Historic American Engineering Record conducted a survey of various nineteenth century structures between Baltimore and Cumberland, Maryland along the main line of the Baltimore and Ohio Railroad, which was completed between the two cities in 1842. Among the notable structures recorded were the Queen City Station-Hotel in Cumberland, the Mount Clare Shops in Baltimore, and the station in Point of Rocks. During the summer of 1971, the Historic American Engineering Record conducted a similar survey along the main line of the Erie Railway, which was begun in 1835 and completed between the metropolitan New York area and Dunkirk, New York in 1851. In addition to the distinguished bridges, tunnels, and viaducts along this route, there are a large number of nineteenth century stations, among them the Starrucca House in Susquehanna, Pennsylvania, at one time a station-hotel noted for its ample dining facilities. Statewide surveys and regional inventories have added other railroad structures, particularly Baltimore and Ohio Railroad works in West Virginia, to the HAER files.

The 562 stations inventoried here represent a small fraction of the stations still extant in the United States. At the same time, the inventory provides a good representative sampling of the depots still to be found in America and indicates that a surprising number have already been adapted as restaurants, residences, and offices.

STATEMENT OF HON. FRANK E. MOSS, U.S. SENATOR FROM UTAH

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to appear before you and to explain the interest of the State of Utah in this program created by Congress last year to preserve and reuse railway stations of historic or architectural merit. Such restoration plans may include use of the structures as intermodal transportation centers and as civic or cultural activity centers, which would be financed under this act.

Two structures in Utah have been chosen for restoration; the Union Pacific Depot located in Ogden and the Union Pacific station located in Salt Lake City.

The Salt Lake City station is listed on the National Register for Historic Places. It is located in an area of Salt Lake City that has recently been designated as a Historic district (South Temple to Ensign Park area). The Salt Lake station is a symbol of the State's history and culture. The structure actually shaped the development of much of the area, acting as a link between the industrial and cultural centers of the country.

The Deaveraux house, currently under consideration for restoration under the "Meeting House Preservation Act" (S. 2877) is also located near the station. Restoration of the Union Pacific Station and the Deaveraux house is part of a grand scheme to turn the West end of historic South Temple Street on which the station and the house are located, into an elegant promenade and cultural center entitled Boulevard of the Arts. The Utah Heritage Foundation has made plans to utilize the station as an art gallery, small museum, ballroom, convention facility, craft display area, all combined with intermodal transportation functions: bus stops, airline ticket and check-in counters, hotel reservation centers, sightseeing tours and energy efficient means of transportation. The structure has been examined by a restoration architect who found the building to be suitable for all of the aforementioned uses. The plans developed by the Heritage Foundation are in keeping with the Amtrak Improvement Act and the restoration would add immeasurably to the beauty and interest of an old and historic section of downtown Salt Lake City.

The Ogden plan includes the use of the Union Pacific Depot as an Amtrak station, a small railroad museum and a convention center. In addition to the Amtrak facility, plans also include the relocation of a Continental Trailways bus station and a Greyhound bus station within the facility. Intermodal transportation has thus been planned as an integral part of the facility. The Ogden plan truly fulfills the purpose of the Amtrak Improvement Act by restoring the facility as a focal point for all public and private transportation services.

Both structures are historic buildings and significant parts of Utah's heritage. The facilities would serve as a point of permanent orientation for the multitude of visitors that pass through the state each year. Commercial activity would also benefit from the redevelopment by utilizing energy efficient transportation as a marketing device. Many historic and civic organizations in Utah view restoration of the structures as most worthy and essential projects. With the financial assistance made available through enactment of the measure, their restoration would be assured.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., July 10, 1975.

HON. VANCE HARTKE,
*Chairman, Subcommittee on Surface Transportation, Senate Committee on Commerce,
128 Russell Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: I am very pleased that the Surface Transportation Subcommittee is holding hearings on the progress being made on the development of intermodal terminals and the preservation of railway stations of historic or architectural distinction. I regret that I am unable to appear personally before the Subcommittee and am writing to express my support for the Intermodal Terminal Demonstration Program and for the efforts the Baltimore community has undertaken to develop the Baltimore Rail Terminal under this program.

In the Amtrak Improvement Act of 1974, Congress authorized the Secretary of Transportation to provide financial, technical and advisory assistance for demonstration projects to convert at least three existing terminals into intermodal transportation terminal and civic and cultural activity centers. In enacting this legislation, Congress recognized the importance of stimulating usage of rail transportation in an effort to deal with the energy crises. The programs provided by the 1974 amendments were therefore intended to demonstrate a more comprehensive and effective network of energy-efficient transportation services through improving intermodal exchange at passenger terminals. The terminals are to have coordinated information systems, schedules and through ticketing and baggage handling.

A significant step in meeting the objectives of the Amtrak Improvement Act of 1974 has been taken by the Intergovernmental Policy Advisory Committee composed of representatives of Baltimore City, the State of Maryland, and federal agencies, the Penn Central Transportation Company and private citizens. It has undertaken a concept study with the objective of preserving Pennsylvania Station in the heart of Baltimore and creating an intermodal terminal. Pennsylvania Station is located at a site which is most suitable for an intermodal terminal. The station is on the Northeast Rail Corridor which, in 1973, had a yearly ridership of 7.8-million passengers. The Federal Railroad Administration projects that by 1990, total yearly corridor passenger volume will increase between 23.7

and 36.8 million as a result of the increased use of high-speed trains by that time. The present daily use of Pennsylvania Station by 3000 patrons can be expected to increase in reflection of the 1990 corridor use projections. Additionally, the station's proximity to the Jones Falls Expressway, and to the proposed rapid transit route and its accessibility to present Metropolitan Transit Authority bus routes and to interstate bus depots all combine to enhance its rehabilitation and development potential.

The concept study exploits the full potential Pennsylvania Station has for an intermodal passenger terminal. The plans include the careful renovation and restoration of the existing terminal building to preserve its important architectural features. In recognition of its history, steps have been taken to place the station on the National Register of Historical Places. The study details plans for construction of a theme park to be used for civic and cultural purposes and construction of an intermodal terminal complex to unite intercity rail, bus, commuter rail, rapid transit and car transportation into a single terminal facility. The study contains a preliminary cost estimate and implementation schedule. It also indicates that potential funding sources include various local, state, and federal governmental agencies as well as private sources such as interstate motorcoach carriers.

The testimony which the Subcommittee will hear from Baltimore City and the Regional Planning Council will provide it with an opportunity to learn what steps the Baltimore community has taken toward development of the demonstration terminal under the 1974 Act. In addition, the extensive proposal for establishing the intermodal terminal and renovating Pennsylvania Station underlines the necessity of ensuring that increased funding is made available so that the full Congressional intent of the Act may be carried out. I believe this project merits your earnest attention and that it provides strong support for full Congressional backing of this important legislation.

Thank you for allowing me to submit this letter for the hearing record.

With best regards,
Sincerely,

PAUL S. SARBANES,
Member of Congress.



