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Federal Transportation Legislation: A Tool for the Rehabilitation of America's Historic Railroad Stations

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A Thesis in Historic Preservation Presented to the Faculties of the University of Pennsylvania in Partial Fulfillment of the Requirements for the Degree of Master of Science in Historic Preservation 2007.
Advisor: David Hollenberg

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FEDERAL TRANSPORTATION LEGISLATION: A TOOL FOR THE REHABILITATION OF AMERICA'S HISTORIC RAILROAD STATIONS

Nicholas Paul Kraus

A THESIS

In

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MASTER OF SCIENCE IN HISTORIC PRESERVATION

2007

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University Architect	*Professor of Architecture*

Dedication

To my grandfather, Dziadz. Your stories of the Central Terminal led me to where I am today and your songs still resonate in my voice. You always taught me to try my best and were always there with me next to the tracks.

Boy you should see me in this graduation gown, I really look like a Sneaker-Mcniff.

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To my friends at home and abroad, the boys and the PPPP, thanks for the support and the laughs, the many trips to Canada, the games of fumble and everything in between.

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Chapter One: Introduction

The railroad station was the center of American life for nearly 100 years, the first view of a city for a newly arrived immigrant, and often the last for a war-bound G.I. By the 1950s the railroad no longer played a dominant role in American passenger travel, having been overtaken by the automobile and airplane. Left in the wake of the demise of passenger railroading were many historic railroad stations, outdated, underutilized and often abandoned. While some of those stations were rehabilitated and others were demolished, many are still extant and require capital to be resurrected. This thesis Federal Transportation Spending Legislation, a source of funding for the rehabilitation of historic railroad stations that is not greatly understood in a historic preservation context. This thesis provides background information on the history of current transportation funding legislation and how its programs that can fund preservation came to pass. After examining the history of the legislation the thesis describe three sets of programs that can be used for the rehabilitation of historic railroad stations. Chapter Six of this thesis utilizes three case studies to illustrate specific applications of these funding programs. Finally this thesis concludes with an assessment of the feasibility and usefulness of these programs. Through this thesis I offer practitioners another source of funding for the rehabilitation of historic railroad stations by explaining and clarifying the idiosyncrasies of federal transportation funding legislation.

The act of traveling is paramount to the function of society and the economy. What are not constant are the forms of transportation utilized in different locations and periods of time. While the automobile is the current preferred mode of surface

transportation, merely sixty years ago the railroad was dominant. Over the past half-century technological innovation and government policy have led to a major reduction in passenger rail traffic in America. With fewer passengers, there has become less need for the massive infrastructure that supported large-scale passenger service. Many grand and historic railroad stations, no longer able to serve their original purpose, became financial liabilities for the railroad companies, and for their subsequent owners, often private holders or local governments. Many of these railroad stations fell into disrepair and desperately needed funding sources for rehabilitation.

In 1944, at the zenith of World War II, nearly 90 billion rail passenger-miles accounted for the majority of common carrier transportation in the United States. From the end of World War II through 1971, the number of railroad miles traversed by American passengers continually declined, bottoming at fewer than five billion.[1] Over the past thirty years, railroad passenger levels have stabilized, yet remain only a miniscule percentage of the total passenger miles traveled.

The downfall of railroad passenger service in the United States can be traced to two primary factors, technological innovation and government policy. Although the railroad dominated passenger travel during World War II, by 1955 there were 55 million vehicles traveling America's roadways.[2] Railroads, strangled by fixed routes, schedules and fares, could not compete with the flexibility afforded by the automobile, and for longer distance trips, formerly ruled by luxurious trains such as the 20th Century Limited

[1] United States. Congressional Budget Office. Congress. The Past and Future of U.S. Passenger Rail. Sept. 2003. <http://www.cbo.gov/ftpdocs/45xx/doc4571/09-26-PassengerRail.pdf>. 6
[2] Itzkoff, Donald M. Off the Track : the Decline of the Intercity Passenger Train in the United States. Westport, Conn: Greenwood P, 1985. 29

and Empire Builder, post-war developments in aviation provided an affordable, safe and efficient alternative. By 1947 a transcontinental trip which took three days by train was reduced to a ten hour flight, but while the advantages of these automobile and aviation advances were undeniable, the precipitous decline in passenger railroading was not inevitable.[3]

While railway passenger service was highly regulated by the Interstate Commerce Commission (ICC) prior to the creation of Amtrak in 1971, federal policy was skewed in favor of alternative forms of transportation. In 1956, President Dwight D. Eisenhower announced the creation of the Interstate Highway System, which was to be funded by the Federal-Aid Highway Act. This Act established the Highway Trust Fund to finance up to ninety percent of Interstate construction costs.[4] State policies and planners embraced automobile transportation and built state highways, most of which parallel existing railroad alignments. Air transport was also supported by federal transportation policy, as costly investments such as airports and air-traffic control systems were financed by the government.

The combination of technical advances and policy decisions provided the basis for passenger and freight railroad decline in the United States. Where air and vehicular travel provided convenience, speed and ever decreasing costs, the railroads were strapped with regulated fares and great capital and fixed costs. While airlines paid minimum airport fees and vehicular users paid tolls and excise taxes, there were limited fixed costs, with the majority of each transportation system funded with government money.

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[3] Ibid. 31
[4] Ibid. 29

Conversely, railroads faced numerous costs including track, terminal and yard operating expenditures as well as property taxes without any government assistance. Railroads could no longer compete in the passenger market as all but a few high-speed and commuter corridors continually lost money.

Prior to this decline, and spanning nearly a century, the dominance of railroad service, both freight and passenger, meant that this form of transportation played a great role in the growth of communities throughout the country. In a time of great corporate wealth, prominent businesses chose to display this wealth with the construction of grand architectural showpieces. For railroad corporations, their prominence was exemplified in the stations and terminals dotting the American landscape. As the first building encountered when entering a city, railroad stations served as a welcome center for a city and a statement of the power and wealth of the railroad company that owned it. In major urban centers these structures were designed by notable architects utilizing the finest materials and sparing no expense. These buildings were the cathedrals of Industrial America.

With the decline in passenger railroad travel, many of these transportation palaces became functionally obsolete. The federalization of passenger rail service in 1970 resulted in the creation of Amtrak. Although Amtrak preserved a national passenger rail network, service to many cities was severely diminished or completely eliminated. Stations which formerly hosted hundreds of arrivals and departures were reduced to minimal service and were no longer economically sustainable. Amtrak's limited budget forced the railroad to sell many of these grand stations that it had inherited in 1970.

The burden of maintaining these grand structures most often fell to local governments or businesses looking to convert the spaces for alternative uses. Facing bankruptcy, railroads such as the New York Central attempted to sell their stations at little to no profit, only hoping to relieve their property tax burdens. For some structures, commercial or museum conversion followed the end of their railroad lives, while other buildings continued serving passengers under the auspices of local governments and transportation agencies. Other buildings which had become functionally obsolete faltered and fell victim to failed business schemes, unfavorable locations or government malfeasance.

The majority of American railroad stations were built prior to the 1940s and were prominent in their respective communities. Owing to their local historical importance and architectural significance many of these stations were eligible for and listed on the National Register of Historic Places and often received local historic designation as well. However, the recognized importance of these buildings did not guarantee restoration or even minimum maintenance. Without an economic or strategic transportation function, many of these stations were abandoned and fell into disrepair. Formerly the gateway to cities, the decline of passenger rail in America led to the corresponding under-utilization and abandonment of many railroad stations, leaving many with little economic life and bleak prospects for the future.

The lack of an economically viable plan for many of these stations has created a need for funding to preserve and adaptively reuse this important historic fabric. Where private development has not seen an opportunity to profit, the public sector has been left

to fill the void. While some municipalities have provided funding to rehabilitate stations, most do not have the coffers to invest in what is often seen as a risky development. For both public and non-profit entities that desire to preserve and rehabilitate historic railroad stations, a set of funding sources is needed that is not solely determined by profitability. Although many historic railroad stations such as Kansas City Union Station have been privately redeveloped utilizing the federal Historic Preservation Tax Credit, the buildings must be put into commercial use to receive the benefit. For public and non-profit entities there may be no viable commercial use for the historic railroad station, or there may not be enough capital to complete the project. The costs of rehabilitation for these structures can be great, and a significant source of government funding is needed to ensure their survival.

In 1991 President George H.W. Bush signed the Intermodal Surface Transportation Efficiency Act (ISTEA) into law. This five-year funding bill was a major departure from previous transportation bills, as it provided the flexibility to develop programs not exclusively connected to the Interstate Highway System. In addition to allowing states the flexibility to decide how the discretionary portion of their federal transportation allocation would be spent, the bill provided funding for intermodal systems, transit systems, pollution minimization and transportation enhancements. While ostensibly providing funding for transportation projects, the legislation also guaranteed an allocation that could be used to facilitate the preservation and rehabilitation of historic transportation infrastructure. Additionally, under certain circumstances historic preservation funding could be obtained as an ancillary benefit within other portions of the legislation.

This thesis examines the funding opportunities available within this and subsequent related federal transportation legislation as a tool in the adaptive reuse and preservation of historic railroad stations. It must be understood that these funding sources may be used as a tool for the preservation of other historic transportation infrastructure, but this paper is focused on historic railroad stations. Because the funding sources discussed in this thesis each have specific regulations and requirements, not every project will be eligible for each program, but each historic railroad station project, from the fixing of a terrazzo floor to the complete rehabilitation of a large-scale structure, can utilize at least one of the funding programs.

In order to illustrate how federal transportation legislation can be used as a tool for the adaptive reuse of historic railroad stations, this thesis examines sections of ISTEA, the Transportation Equity Act for the 21st Century (TEA-21) passed in 1998 and the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) enacted in 2005, that provide either a direct or ancillary source of funding. Following examination of the legislation, case studies are used to illustrate how the funding provisions have actually been used and the difficult process associated with obtaining these funds. Two case studies, the Worcester Union Station in Worcester, Massachusetts and the Harrisburg Transportation Center in Harrisburg, Pennsylvania are used to illustrate how large-scale stations have utilized federal transportation legislation as a funding source for adaptive reuse. Drawing on these examples, a third case study, Buffalo Central Terminal, located in Buffalo, New York, is used as a prototype of how the funding sources could be utilized on a station that has not yet been rehabilitated.

Chapter Two: Transportation Spending Legislation

Prior to the invention of the automobile, most transportation capital projects were financed by private entities or state and local governments. While vital for trade and everyday life, transportation infrastructure was mainly intrastate and thus a non-federal issue. Transportation activities such as railroad construction and operation were regulated by the Federal government due to its ability to regulate interstate commerce, but private finances were generally utilized.

Early History of Funding Legislation

The Federal government's first foray into funding domestic transportation infrastructure occurred in 1916, with the passage of the Federal Aid Road Act. Based on the staggering growth of the auto industry in the first two decades of the 20th century, this bill provided five million dollars for road improvements, to be overseen by each state's highway department.[5] This program received limited funding due to World War I and did not have targeted funding goals.

By 1920 it was clear that the Federal Aid Road Act could not sufficiently address the country's demand for new roads, and new legislation was passed. The Federal Highway Act of 1921 maintained the federal-aid system of fund disbursement to state highway departments, but placed requirements on how the money could be spent. States were required, in conjunction with the Federal Bureau of Public Roads, to designate a system of principal interstate and county roads which created a system of Federal-aid highways eligible for up to sixty percent of each state's yearly apportionment. The Act

[5] "Review of Federal Aid, 1912-1954." Congressional Digest 34 (1955). EBSCO Database. 132.

provided an estimated $75 million of funding per year during the 1920s and by the 1930s "a system of two-lane roads connecting the centers of population had largely been completed."[6]

In 1944, a new Federal-Aid Act was passed, which provided the first specific funding for Federal-Aid highways in urban areas.[7] The Act divided Federal-Aid funding into three sections, with 45 percent of a state's allocation required to be used on the Primary Interstate System, while 30 percent could be used for the Secondary Interstate System and 25 percent for Urban Extensions of the Interstate System. This formula guaranteed that funding would be utilized for all types of roads including highways, farm to market feeders and urban extensions.[8] More importantly, the legislation authorized a 40,000 mile National System of Highways "to connect by routes, as direct as practical, the principal metropolitan areas, cities and industrial centers, to serve the national defense, and to connect at suitable border points with routes of continental importance," though there was no specific allocation for this project.[9] Funding for the interstate highway system was not allocated until passage of the Federal-Aid Highway Act of 1952, which provided $25 million based on a 50/50 federal to state match.[10]

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[6] Weiner, Edward. United States. Travel Model Improvement Program. Department of Transportation. Urban Transportation Planning in the United States: an Historical Overview: Fifth Edition. Sept. 1997. <http://tmip.fhwa.dot.gov/clearinghouse/docs/utp/index.stm>. Chapter Two.
[7] "Review of Federal Aid, 1912-1954." Congressional Digest 34 (1955). EBSCO Database. 132.
[8] Weiner, Chapter Three.
[9] "Review of Federal Aid, 1912-1954." Congressional Digest 34 (1955). EBSCO Database. 132.
[10] Weingroff, Richard. "Federal-Aid Highway Act of 1956: Creating the Interstate System." Public Roads 60 (1996). EBSCO. <http://proxy.library.upenn.edu:2065/ehost/detail?vid=9&hid=112&sid=f8b40a46-f9ed-427e-90cc-7f2e70c32f95%40sessionmgr102>.

Federal Highway Act of 1956

Having been elected president in 1952, Dwight Eisenhower was a champion of the interstate highway system as a means of mobility and self-defense. While the National Highway System had been authorized in 1944, it was not until 1956 that specific funding was appropriated for the program. The Federal Highway Act of 1956 authorized $25 billion for interstate highway construction at a 90 percent federal share and available until 1969. Funding was allocated for an initial three year period based on a mileage, land area and population formula, while the final ten years of funding were allocated based on "cost-to-complete" estimates.[11] In order to fund the authorization, the Highway Revenue Act of 1956 was passed. New revenue was created through an increase of federal taxes on gasoline and oil as well as the levy of excise taxes on tires and a weight tax on heavy trucks and buses.[12] These new revenues were used to create the Highway Trust Fund (HTF) which directly funded the interstate highway project.

While the Federal Highway Act of 1956 established the basic funding equation for transportation spending bills for the next thirty years, it was soon realized that both urban and green areas were being ravaged by highway construction. The Federal Highway Act of 1962 attempted to address the urban destruction caused by its predecessor by requiring transportation planning as a requisite to receive Federal-Aid

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[11] Ibid.
[12] Weiner, Edward. United States. Travel Model Improvement Program. Department of Transportation. Urban Transportation Planning in the United States: an Historical Overview: Fifth Edition. Sept. 1997. <http://tmip.fhwa.dot.gov/clearinghouse/docs/utp/index.stm>. Chapter Three.

funding in urban areas with populations in excess of 50,000.[13] Section Nine of the legislation stated:

> *After July 1, 1965, the Secretary (of Transportation) shall not approve under section 105 of this title any programs for projects in any urban area of more than fifty thousand population unless he finds that such projects are based on a continuing, comprehensive transportation planning process carried out cooperatively by states and local communities in conformance with the objectives stated in this section.*

The requirement for planning allowed municipalities to play a role in how the new highway system would affect their urban environments. Although this first attempt at local planning was met with skepticism by state highway departments, which often disregarding the planning process, the Federal Highway Act of 1962 laid the groundwork for the planning process which is the cornerstone of SAFETEA-LU.

Urban Mass Transportation Act of 1964

Until 1964 the Federal government's only role in urban mass transportation was regulatory. While federal funds had been utilized for road construction since 1916, mass transit was viewed as a private endeavor. By the 1960s private transit companies were failing, with little money to spend on capital projects and little incentive to continue operation. In an effort to continue mass transit, localities and regional transit authorities were forced to assume operation of these services. The Urban Mass Transportation Act of 1964 was written into legislation as an economic development tool, but was in effect a grant program to assist public authorities in the acquisition and improvement of local mass transit. Federal grants were made available for up to two-thirds of net project costs

[13] Evansville Urban Transportation Study MPO Introduction. Evansville Metropolitan Planning Organization. Evansville, IN: Evansville MPO, 2003. <http://www.eutsmpo.com/handbook/Primer2.pdf>.

(minus revenue) or acquisition. Furthering the planning requirement enacted in the Federal Highway Act of 1962, municipalities without comprehensive planning could only obtain a fifty percent federal grant, incentivizing the planning process. While Congress only allocated $150 million per year for the program, it was the first step towards the Intermodal funding available in SAFETEA-LU.[14]

Until 1970 mass transit funding was limited to small congressional allocations. The Urban Mass Transportation Assistance Act of 1970 provided the first long-term commitment of federal funds for transit. Over $3 billion was committed to the program, and the Secretary of Transportation was allowed to use "contract authority" to guarantee funds to grantees.[15]

Metropolitan Planning Organization

The Federal Highway Act of 1973 had a profound effect on transportation funding, with many of its innovations now mainstays of SAFETEA-LU. While urban planning requirements were enacted in 1962, there was little formalization as to who should do the planning and what strength the plans had. Owing to the failure of this planning initiative, Congress mandated that .05% of Highway Trust Funds be used to fund Metropolitan Planning Organizations (MPO).[16] These planning bodies were to be established in all urban areas exceeding a population of 50,000, and were to be responsible for comprehensive transportation planning.

[14] Weiner, Chapter Four.
[15] Weiner, Chapter Seven.
[16] Ibid.

The MPOs, now widely known as Regional Planning Agencies (RPA), were each responsible for short and long range multimodal planning for their respective designated urban area. MPOs were responsible for creating three to five year transportation plans, known as Transportation Improvement Plans (TIP), which included proposed highway and transit projects. Any project utilizing federal-aid funding would have to fit into the TIP, ensuring local involvement and state oversight. MPOs were delegated the power to evaluate transportation projects and could only approve projects that met the goals of the regional transportation plan.[17]

Flexible Funding

The Federal Highway Act of 1973 was innovative in its allowance of the Highway Trust Fund to finance mass transportation. States could choose to utilize urban highway and Interstate aid for transit projects. Funds from nonessential Interstate routes would be withdrawn from a state's HTF allotment, and reallocated through the FHWA's general fund. These funds could then be used for mass transit capital projects on the basis of an 80/20 federal to local match.

The increasing flexibility of federal transportation funds among modal options spelled the death for individual highway and transit funding bills. The Surface Transportation Assistance Act of 1978 was the first federal legislation to combine highway and transit funding. Transit funding continued to increase and at $15 billion, accounted for nearly half of the legislation's four-year authorization. Title One of the bill

[17] Solof, Mark. History of Metropolitan Planning Organizations. North Jersey Transportation Planning Authority, Inc. Newark, NJ: NJTPA, 1998. 20-24. <http://www.njtpa.org/public_affairs/mpo_history/MPOhistory1998.pdf>.

focused highway spending toward the completion of the National Interstate Highway System while Title Three expanded the Transit Formula Grant program.[18] The Surface Transportation Assistance Act of 1982 legislated an increase in the gasoline tax, which provided money for the completion of the Interstate Highway System and mass transit. While highway funding remained directed, formulated mass transit dollars were allocated based on RPA and state planning.

The Surface Transportation and Uniform Relocation Assistance Act of 1987 was the final piece of transportation funding legislation enacted prior to the federal government's paradigm shift towards Intermodalism in the Intermodal Surface Transportation Efficiency Act of 1991. Funding for the completion of the National Interstate Highway System reached $17 billion over six years with additional money allocated for highway safety. Mass transit funding continued to provide both formulaic funds to states as well as discretionary funds distributed by the Secretary of Transportation. The Discretionary Grant program was to provide funding for new rail starts, rail modernization and bus projects.[19] With the National Interstate Highway System scheduled to be completed by 1991 and mass transportation receiving an ever greater portion of the Highway Trust Fund, a new strategy for funding America's transportation systems was required.

ISTEA

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) urged a new balance of multi-modal transportation systems based on needs defined by MPOs.

[18] Weiner, Chapter Nine.
[19] Weiner, Chapter Eleven.

Instead of defining the path of a national transportation model, ISTEA "allowed local politicians to determine the most desirable mix for their jurisdictions."[20] ISTEA was created to allow a seamless transportation system by maintaining highway systems and promoting alternative transportation modes.

ISTEA was designed to fund holistic transportation systems, based on local needs and critical planning. The role of the MPO was increased, as both discretionary and formulaic funds could only be disbursed to projects that had been approved by the MPO. No longer was federal transportation funding limited to simplistic traffic models and state Department of Transportation recommendations. In prioritizing projects, MPOs were required "to consider a wide range of economic, environmental and social goals," and ensure that projects were financially sustainable.[21]

ISTEA consisted of eight titles, with two applicable to the rehabilitation of historic railroad stations. Title One, Surface Transportation, provided funding for the Interstate and Highway Systems along with funding for Congestion Mitigation, Bridge Rehabilitation and the Surface Transportation Program. The Surface Transportation Program provided block grant funding to each state Department of Transportation. These funds were divided by federal mandate, with fifty percent distributed according to population, thirty percent discretionary grants, ten percent for safety activities and ten percent for transportation enhancements.

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[20] Rose, Mark H. "Reframing American Highway Politics, 1956-1995." Journal of Planning History 2 (2003): 223.
[21] Solof. 31

Title Three, Federal Transit Act Amendments of 1991, provided funding for all Federal Transit Administration programs. The transit programs were funded jointly by the Mass Transit Account of the HTF and appropriations from the General Fund. ISTEA continued the transit programs from the Surface Transportation and Uniform Relocation Assistance Act of 1987, providing both formulaic and discretionary funding available for both operational assistance and capital improvements.

TEA-21

The Transportation Equity Act for the 21st Century, enacted in 1998, built on the framework of ISTEA but provided greater programmatic flexibility as well as specifically designed Congressional earmark programs. TEA-21 had nine titles and increased the specificity of the transportation funding program of its predecessor legislation. The bill included spending guarantees, revisions to the 1986 Internal Revenue Code, and withdrew the chapter on Intermodal Transportation. Title One was renamed Federal-Aid Highways, but it nevertheless mirrored the Surface Transportation Program of ISTEA. Two additions to the title extended the breadth of projects that could be completed with FHWA funding. The High Priority Projects program, Section 1602, provided Congress the opportunity to earmark funding for specific projects at an 80/20 federal to local match. To aid the financing of large-scale projects, the Transportation Infrastructure Finance and Innovation Act was added, which provided loans to public entities.

Title Three, renamed Federal Transit Administration Programs, retained the same structure and programs as ISTEA, but reworded the formulaic appointment programs. Whereas in ISTEA all block grants were defined as one program under Section 3013,

TEA-21 separated the grants into Urbanized Area and Non-Urbanized Area programs. Additionally, the Urbanized Area Funding program required that a one percent set-aside be used for transit improvements.

SAFETEA-LU

The current transportation legislation was enacted in 2005 as the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users. SAFETEA-LU allocates over $34 billion in transportation funding for Fiscal Year 2005, growing to over $41 billion in Fiscal Year 2009. The bill has grown to eleven titles and includes IRS tax code revisions and "pork" such as Title Ten, Chapter One which funds the restoration of sport fishing locations. Total legislation sections have greatly increased from TEA-21, but all preservation related items still remain in Title One and Three. Title One, Federal-Aid Highways, includes two new earmark programs, Projects of National and Regional Significance and the Transportation Improvement program, described in Chapters Four and Five.

SAFETEA-LU funding is based on the MPO planning scheme originally implemented in 1973 and requires all approved projects to fit into a regional transportation plan. Additionally, every two to four years, the State must issue a revised transportation plan. SAFETEA-LU provides guaranteed funding for highways and mass transit, while providing local flexibility in how funds may be utilized. The flexibility afforded by SAFETEA-LU has provided an opportunity to fund the rehabilitation of historic railroad stations through an assortment of ancillary and earmark programs.

Chapter Three: Transportation Enhancement Program

The primary, direct source of historic preservation funding within SAFETEA-LU is outlined in Sections 1113, 1122 and 6003 of the statute. Originally adopted as part of ISTEA in 1991, Transportation Enhancements (TE) are "transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of the Nation's Intermodal transportation system."[22] Since 1991 over $300 million in federal transportation funding has been used for historic preservation through the TE program. The TE program is the largest single source of Federal funds available to states for historic preservation.[23] While this program has proven to be a great source of funding for historic preservation, acquiring the money for an individual project is a very regimented and lengthy process.

TE Program Funding Source

The Transportation Enhancement program is funded under Title One of SAFETEA-LU, known as the Surface Transportation Program (STP). Unlike other Titles within the legislation, STP is considered block grant funding, which is allocated to the Department of Transportation of each state. The purpose of this program is to "provide flexible funding that may be used by States and localities for projects on any Federal-aid

[22] United States. Federal Transit Administration. Transportation Enhancements. 14 Sept. 1998. 8 Nov. 2006 <www.fhwa.dot.gov/tea21/factsheets/te.htm>.
[23] United States. Federal Highway Administration, The Odd Couple: Historic Preservation and Transportation Enhancements. 2 Feb. 2007. <http://www.fhwa.dot.gov/environment/te/hist_pres/index.htm>.

highway, including the National Highway System, bridge projects on any public road, transit capital projects, and intracity and intercity bus terminals."[24]

Federal transportation spending bills are amended every five years and are authorized with yearly funding allocations until sunset. Since the allocations must be budgeted each fiscal year, the funding level is subject to change at Congress' discretion. While the authorizations for STP had grown yearly since first adopted in ISTEA, following fiscal year 2005, funding was scheduled to be cut and will not return to previous funding levels until the next legislation is enacted.

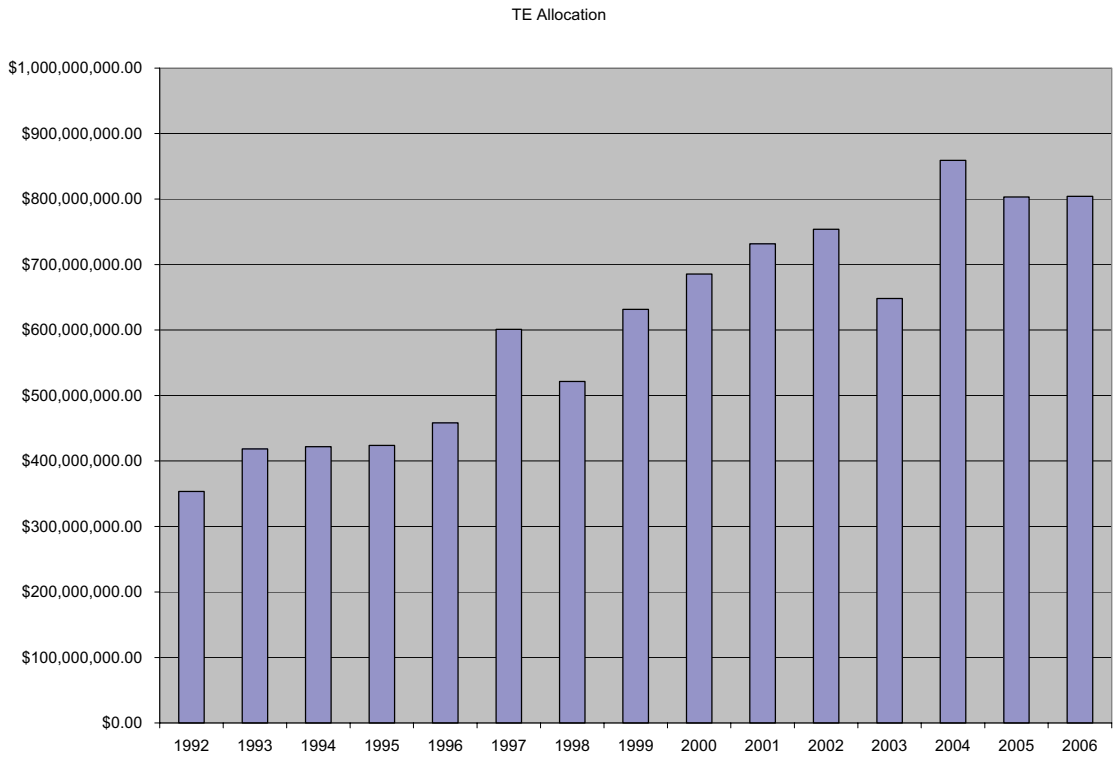

Figure 1: Yearly TE Allocation

[24] United States. Federal Highway Administration, Fact Sheets on Highway Provisions. 2 Feb. 2007. < http://www.fhwa.dot.gov/safetealu/factsheets/stp.htm.

Distributed as a block grant program, each state is allocated a certain level of funding, of which the FHWA requires specific "set-asides" to guide funding distribution. While ISTEA and TEA-21 each provided set asides for Highway Safety, this was eliminated in SAFETEA-LU, leaving TE as the only remaining set aside. As mandated by SAFETEA-LU Section 1113(c), the TE program for each state is to receive "the greater of ten percent of the State's STP apportionment or the dollar amount of the TE set aside for the State for FY 2005."[25] (See Appendix B for FY 1992-2003 State allocations) Additional TE funding may be apportioned by states out of their STP block grant, and likewise, state DOTs may transfer some TE funding towards other projects.

FHWA program rules specify that each state must use a match ratio of 80:20, with eighty percent of funding provided by the Transportation Enhancement Program. The remaining twenty percent must be non-TE funding, though other non-DOT Federal dollars can be applicable. While it is a typical requirement that each project must meet this ratio, the FHWA only requires the overall state allotment to have a twenty percent non-TE match and is not project specific. This flexibility allows states to fund certain projects beyond the eighty percent TE limit when other projects provide an offset match of over twenty percent.[26]

Since the TE Program is administrated by each state, there are fifty different sets of rules as to what may be used for the twenty percent match. The project sponsor must provide the non-TE share and may use a combination of local, state and non-DOT federal

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[25] Ibid.
[26] United States. Federal Highway Administration. FHWA Guidance Transportation Enhancement Activities. 14 March 2007. http://www.fhwa.dot.gov/environment/te/guidance.htm>.

dollars as well as donations of land, material and labor which are valuated into the twenty percent. Certain states have prescribed funding breakdowns, such as Massachusetts, which requires state or federal applicants to provide the twenty percent, while projects with local applicants must only provide ten percent of project costs.[27] Pennsylvania also adds a requirement to the FHWA rule, through which the project sponsor is required to directly fund all pre-construction activities, while the Pennsylvania DOT provides 100 percent federal funds for the construction phase.[28] Although each state has a distinct funding breakdown, the 80:20 match ultimately must be met at the statewide level.

TE Eligibility Requirements

Once the FHWA has allocated each state's STP allotment, the distribution of TE funds becomes the responsibility of the state DOT. While the FHWA provides oversight of the TE program, each state determines the structure and administration of its program.[29] Although each state has a specific process for its TE program, they all follow a general guideline structured by the FHWA. The planning and application process for TE funding is lengthy, and since resources are limited there is no guarantee all eligible projects will receive funding.

Applications for TE funding are requested once a year by the state DOT. Prior to submitting an application, there are specific requirements that must be met by the applicant. The first step towards receiving TE funding is determining if the proposed

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[27] Massachusetts. Massachusetts Highway Department. Transportation Enhancement Program. Commonwealth of Massachusetts, 2003. 28

[28] Pennsylvania. Pennsylvania Department of Transportation. 2002 Transportation Enhancements Program Guide and Application Form. Commonwealth of Pennsylvania. 2002. 8

[29] Costello, Dan, and Lisa Schamess, Building on the Past, Traveling to the Future. Eds. 2nd ed. Washington, DC: National Trust for Historic Preservation, 2000. 15

project meets the three part test for eligibility. There are twelve activities expressly deemed eligible by the FHWA, although each state has the freedom to fund projects it feels relate to surface transportation. Of the twelve activities listed below, the rehabilitation and adaptive reuse of historic railroad stations falls under the auspices of two eligible enhancement activities, numbers 6 and 7:

> *1. Provision of Facilities for Pedestrians and Bicycles*
> *2. Provision of Safety and Educational Activities for Pedestrian and Bicyclists*
> *3. Acquisition of Scenic Easements and Scenic or Historic Sites (including Historic Battlefields)*
> *4. Scenic or Historic Highway Programs (Including the Provision of Tourist and Welcome Center Facilities)*
> *5. Landscaping and Other Scenic Beautification*
> *6. Historic Preservation – Eligible activities include preservation restoration and reuse of historic buildings for transportation-related purposes.*
> *7. Rehabilitation and Operation of Historic Transportation Buildings, Structures or Facilities (including Historic Railroad Facilities and Canals)*
> *8. Preservation of Abandoned Railway Corridors (Including Conversion and Use thereof for Pedestrian and Bicycle Trails)*
> *9. Inventory, Control and Removal of Outdoor Advertising*
> *10. Archaeological Planning and Research*
> *11. Environmental Mitigation to Address Water Pollution due to Highway Runoff or Reduce Vehicle-Caused Wildlife Mortality while Maintaining Habitat Connectivity*
> *12. Establishment of Transportation Museums*[30]

Each category requires the railroad station to be certified historic to qualify for the enhancement activity. Project sites must be eligible for or listed on the National Register of Historic Places in order to qualify for TE funding when utilizing the historic preservation or rehabilitation and operation enhancement activities for step one.

[30] Ibid. 14

In order to meet the second test, the project must be related to and benefit surface transportation. The final requirement is that the project "benefits the public interest through the provision of public access and use."[31] While the rehabilitation of a historic railroad station for private use would not be eligible for TE funding, the majority of these projects meets all three requirements and thus pass the first step towards funding.

The second step towards receiving TE funding is determining if the applicant meets a state's criteria for eligibility. States differ in who may be eligible to apply for funds. In all states, federal or state agencies, and county or municipal governments may apply to the TE program. Certain states such as Pennsylvania also allow non-profit organizations to apply for funds, while other states only allow these groups to complete the application, but require a government body to act as a sponsor and be accountable for the project's management and completion.[32] Sponsorship requirements provide for government oversight of non-profit projects utilizing TE funding.

Application

While it appears to be the beginning of the process, the formal application for TE funding only occurs once the project sponsor and applicant have completed the planning process. Each state has a specific form that must be technically complete to be considered eligible for funding. Paramount in the planning stage is a detailed project plan. Without a focused scope of work, the application is destined for failure. Each application has a laundry list of information that must be submitted to enable the

[31] New York. New York State Department of Transportation. Transportation Enhancements Guidebook. Apr. 2006. <https://www.nysdot.gov/portal/page/portal/programs/tep/2006guidebook.pdf>. 3.
[32] Mass TE Guidelines. 5

decision-making process in determining which projects are most appropriate for TE funding. The planning process is different among states, as some states may expect the applicant to follow due diligence, while other states include a pre-application. This pre-application process allows the Regional Planning Agency (RPA) to work with an applicant to ensure that the application is technically complete and eligible for the TE program.[33]

The application is the primary opportunity for an applicant to convince the reviewing agency that its project justifies the expenditure of TE dollars. Through this process the applicant must describe the factors that make its project viable and necessary. The applicant must prove the project meets the three part test of eligibility and explain what benefits will be provided to the public. Identification of funding sources, most importantly the twenty percent match, is required to prove the project will be economically viable. The funding required is based on estimated project costs, broken down into phases. In addition to the project description and financial information, factors that could impact the project such as displacement of wetlands, hazardous waste removal and other due diligence items must be disclosed. Since most TE projects involve capital investment, maintenance and operation programs are required in the submission as these activities are not eligible for funding. Lastly, the applicant may include letters of community and political support. While letters from the public are not encouraged, support for the project could elevate its status during the review process. (Appendix C includes a sample of required information for a New York State Transportation

[33] Mass TE Guidelines. 20

Enhancement Application.) Based on the information provided on the application, a project will either be approved or denied by the state DOT for TE funding.

Selection Process

The selection process typically involves a lengthy review requiring recommendations and approval from multiple governing bodies. While each state has its own specific procedure, generally the approval process begins locally and steps upward until final approval is given by either a state transportation commission or head of the state DOT. For states with pre-applications, as well as those only requiring one application, the selection process begins with a determination of eligibility (DOE). The DOE may be certified by either the RPA or regional state TE coordinator. Once a project is determined eligible, it is the responsibility of the RPA to evaluate and prioritize the applications.

In Massachusetts, the RPA "is responsible for advancing projects which, in its opinion, meet the eligibility requirements, reflect a sound use of funds, are responsive to local, regional and statewide plans, and are in full compliance with all applicable laws, rules, regulations and guidelines."[34] Each RPA must develop rating criteria or follow those given by the state, to rate and prioritize all eligible projects. The rating criteria ensure that projects will not be approved arbitrarily and aim to prevent political interference.

Based on the stated goals of the TE program, the rating criteria are used to determine which projects would best "strengthen the cultural, aesthetic, and

[34] Mass TE Guidelines. 20

environmental aspects of the Nation's Intermodal transportation system."[35] Criteria are specific per RPA or state program but evaluate overall themes such as: enhancement of the environment, enhancement of transportation plans, linkage to existing plans and projects, direct user and public benefits, and community support.[36] (See Appendix D for New York TE program ratings criteria)

After the RPA has ranked and prioritized eligible projects, the applications are forwarded to the state review board. Although states vary the official title of this board, each is responsible for reviewing projects forwarded by the RPA and making recommendations regarding their request for TE funding. The state review board may recommend that a project be funded with or without conditions, or may issue a denial. These recommendations are forwarded to the head of the state transportation department, either a commission or individual, who then makes a final determination regarding the application.

Once the final administrative decision regarding funding is issued, both the RPA and applicant are notified. A funding agreement between the state DOT and project sponsor is then drafted to finalize project scoping, phased funding and costs, and identify the tasks of participating parties.[37] Funded projects are then listed within the Statewide Transportation Improvement Program (STIP) and within urban locations, the RPA's

[35] United States. Federal Highway Administration. Fact Sheets on Highway Provisions. 14 March 2007. http://www.fhwa.dot.gov/safetealu/factsheets/transenh.htm>.
[36] New York TE Guidebook. 51-54
[37] Ibid. 36

Transportation Improvement Program (TIP). Once the TE project is documented within the STIP, it is eligible for federal funding.[38]

Availability and Distribution of TE Funds

While a project may be recommended as eligible for TE funding, there is no guarantee that the dollar amount requested will be available. Since the signing of ISTEA in 1991, 4.4 percent of TE funding has been used for historic preservation projects related to surface-transportation, while 11.1 percent has been used towards the rehabilitation of historic transportation facilities.

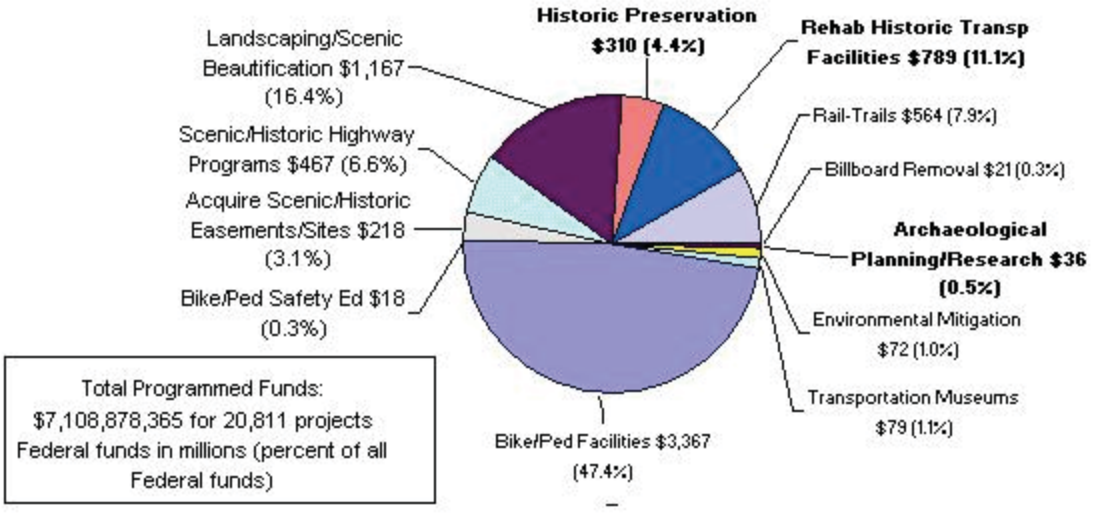

Figure 2: Distribution of TE Funds by Activity, FY 1992 - 2005

Combined, enhancement activities received over one billion dollars of funding from 1992-2005. Although this is a large amount of funding, there is no requirement that a specific portion of each state's TE allotment must be used for historic preservation or rehabilitation. Additionally, certain states place limits on the amount of funding each

[38] United States. Transportation Management Program. National Park Service. A Guide for Seeking Transportation Enhancement Program Funds in Partnership with State and Local Governments. 2005. <http://www.nps.gov/transportation/alt/documents/TE_Funds_Guide_112205_final.pdf>. 9

project can be awarded. In New York State projects must have a total cost of at least $100,000 but are capped at $2.5 million.[39]

Should a project be awarded TE funding it has certain financial obligations that must be realized. Although the STP is executed as a block grant to each state, the TE program is a reimbursement program. Depending on the state's rule regarding reimbursement, a sponsor may be required to incur expenses out of its own coffers and then submit documentation to receive state payment. Certain states reimburse project sponsors at the end of each phase of work, while others will only reimburse at the completion of the project. This process may force project sponsors to take out construction loans to cover their costs prior to reimbursement, adding construction period interest into the final project costs.

In Pennsylvania, the DOT (PENNDOT) has created a "certified invoice" process that allows the sponsor to pass costs on to the state. Instead of the sponsor using its funds to pay bills, it inspects cost invoices for accuracy and then forwards them to PENNDOT. Utilizing a turn-around period of about one month, PENNDOT will send a check to the sponsor covering the certified costs, and then the contractor is paid.[40]

Projects that utilize a local government as sponsor are able to take advantage of Section 133(e)(3)(B) of SAFETEA-LU which provides for an Advance Payment Option (APO). This option allows the local government to estimate the amount of capital needed

[39] New York TE Guidebook. 30-31
[40] Pennsylvania TE Guide. 9

for one billing cycle and receive a working capital advance. After the use of the APO, the billing reverts to the state's standard TE reimbursement procedure.[41]

Eligible Use of Transportation Enhancement Funds

As previously mentioned there are twelve enhancement activities that are eligible for TE funding. Within these broad categories, 23 U.S.C. 101(a)(35), SAFETEA-LU allows funding to be used on the majority of project specific activities including planning, investigative studies, project design, land acquisition and construction.[42] Additionally, TE funds may be used for the operation and long-term maintenance of a historic transportation facility that was rehabilitated under enhancement activity seven.

Although the FHWA indicates that the twelve enhancement activities are eligible for TE funding, each state may determine its own micro-categories. The Massachusetts DOT, for example, does not allow any planning, preliminary design, or study costs to be funded through the TE program. Similarly, PENNDOT will fund construction activities 100 percent, but obligates the sponsor to pay all pre-construction costs. These state limitations direct funding heavily towards construction and are used to prevent the limited amount of funding from being wasted on unimplemented plans. By requiring the sponsor to fund planning and preliminary design activities, there is a greater chance that eligible projects will be completed, thus creating tangible products. This strategy protects the state TE program from public criticism by ensuring that TE funded programs, acquisitions and construction projects are produced.

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[41] United States. Federal Highway Administration. FHWA Guidance Transportation Enhancement Activities. 14 March 2007. http://www.fhwa.dot.gov/environment/te/guidance.htm>.
[42] Ibid.

FTA Transit Enhancements

Title Five of SAFTEA-LU provides funding for Intermodal Transportation, and is administered by the Federal Transit Administration (FTA). Section 5307 of SAFETEA-LU is the FTA's Urbanized Area Formula Program, which provides an annual apportionment to urbanized areas (UZA) with populations exceeding 200,000 residents. This program is utilized to fund transit capital projects. Each UZA that is eligible to receive Section 5307 funding must have a designated recipient (DR), often a local transit authority that has the ability to "apply for, receive, and dispense Federal funds."[43] In 1997, a set-a-side was written into the program which stipulates that each designated UZA would spend a minimum of one percent of its allotment on Transit Enhancements.

Unlike Transportation Enhancements, Transit Enhancements have a limited scope, and must be used to enhance mass transportation and associated services. There are nine categories of eligible projects, including the "historic preservation, rehabilitation, and operation of historic mass transportation buildings."[44] Each grantee is chosen by the DR, and then must apply to the FTA for funding. Although Transit Enhancement funding is guaranteed, the amount is limited, as even the largest metropolitan areas' set-a-sides are usually less than 10 million dollars. Since the funding is so limited, enhancement dollars are often allotted for specific portions of larger projects, but are too miniscule to service individual projects of any breadth.

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[43] United States. Federal Transit Administration. Transit Enhancements Administered by the Federal Transit Administration. 4 March 2005. http://www.fhwa.dot.gov/environment/te/te_provision.htm.
[44] United States. Federal Transit Administration. Fact Sheet: Transit Enhancements. 14 September 1998. http://www.fhwa.dot.gov/tea21/factsheets/transenh.htm.

Chapter Four: Ancillary Sources of Funding within SAFETEA-LU

Although the Transportation Enhancement program is the only section of SAFTEA-LU designed to specifically fund historic preservation activities, there are other programs that may provide funding for the rehabilitation of historic railroad stations within a broader context of infrastructure investment. The flexibility paramount to SAFETEA-LU guarantees that Intermodal projects will be funded each year. These projects, ranging from increased bus service to new light-rail systems, can provide an opportunity to better utilize historic railroad stations. Urban Area Grants and congressional earmarks can provide additional funding to rehabilitate railroad stations.

The following programs require the funds to be spent on publicly owned assets. For historic railroad stations owned by private entities, funding may not be available without transfer of title to a governmental organization. As with the TE program, states in conjunction with RPAs must evaluate and prioritize projects to determine which will receive allocations. Since historic preservation would only be an ancillary result of these projects, the rehabilitated facility must significantly contribute to the project's primary objective, otherwise its RPA ranking may be diminished due to increased cost requirements. Within those constraints, the following programs and allotments may provide funding for the rehabilitation of historic railroad stations.

Urbanized Area Formula Program

Encoded as Section 5307 of SAFTEA-LU and administrated by the FTA, the Urbanized Area Formula Program (UAFP) "makes Federal resources available to

urbanized areas and state governors for transit capital and operating assistance in urbanized areas and for transportation-related planning."45 Urbanized areas are federally designated by the Bureau of the Census, and must have at least 50,000 residents. Each officially designated urbanized area receives an annual appropriation which is distributed by the local Designated Recipient to applicants who are approved for grants. Funds may be used for operation, capital and planning expenses. Prior to FTA approval, all operational and capital expenses must be disclosed in the STIP and TIP and approved by the Regional Planning Agency. All projects must fit into the urbanized area's long-term transportation plan, and be reviewed by the public prior to submission.

	2005	2006	2007	2008	2009	Total
Basic Urbanized Formula (Section 5307)	$3,593 M	$3,432 M	$3,570 M	$3,872 M	$4,119	$18,586 M
Small Transit Intensive Cities (Section 5336j)	-	$35 M	$36 M	$39 M	$42 M	$151 M
Urbanized Area Funding for High Density (Section 5340)	-	$194 M	$202 M	$219 M	$233 M	$848 M
Growning States Urbanized Area Funding (Section 5340)	-	$134 M	$139 M	$151 M	$160 M	$584 M
Total	**$3,593 M**	**$3,794 M**	**$3,947 M**	**$4,281 M**	**$4,553 M**	**$20,169 M**

Figure 3: SAFETEA-LU Urbanized Area Formula Grants

The UAFP requires a minimum twenty percent local match for each project and that each contributes to transit activities. Intermodal capital improvements, specifically for Bus-related and Fixed-Guideway activities, are eligible for UAFP funding. Activities approved for funding by the FTA include the construction of Intermodal terminals and

[45] United States. Urbanized Area Formula Program: Grant Application Instructions. http://www.fta.dot.gov/funding/grants/grants_financing_4125.html#appendixB. 2006.

the construction of passenger stations, depots and terminals.[46] Although not all projects will be deemed eligible, historic railroad station rehabilitation can be funded through the UAFP if the project meets the RPA, state and FTA requirements.

Transit Capital Investment Program (TCIP)

The Federal Transit Administration through SAFETEA-LU has the ability to provide communities with matching grants to fund capital investment related to transportation. Section 5309 of SAFETEA-LU provides the legislative guidance for the TCIP. Unlike the UAFP, which has a formula based apportionment to each state, TCIP funds are discretionary and allocated by Congress.

Year	2005	2006	2007	2008	2009	Total
Authorization	$3.3 B	$3.7 B	$4.0B	$4.2 B	$4.5 B	$19.7 B

Figure 4: SAFETEA-LU Transit Capital Investment Program Allocation

In order to be eligible for TCIP funding, projects must emerge from either a metropolitan or statewide planning process.[47] The planning phase of an anticipated project must include corridor studies as well as alternatives analysis to provide information on project costs as well as community needs. Should the local sponsor of this project wish to proceed beyond the planning phase, FTA approval is needed. As with all SAFETEA-LU funded projects, those anticipating the use of TCIP funding must be included in the State Transportation Improvement Plan.

[46] Ibid: Chapter Three, Section Four.
[47] United States. Annual Report on New Starts – FY2000. http://ntl.bts.gov/lib/7000/7600/7625/chapters/Annual_New_Starts_Report_for_FY2K.html#_Toc443276141. 1999.

Following preliminary engineering and impact studies, cost estimates and funding sources are finalized. The final design phase of the project includes the creation of construction documents and specifications which enable construction costs to be accurately estimated. Since the FTA has control over the TCIP application process, it must approve an applicant's request to advance the phasing of each project, ensuring due diligence and completed requirements.

Once a project has completed the final design stage, it is evaluated by the FTA to determine if funding should be appropriated. Projects are given a summary rating of highly recommended, recommended or not recommended based on five criteria: Mobility Improvements, Environmental Benefits, Operating Efficiencies, Cost Effectiveness and Local Financial Commitment.[48] Once the FTA has evaluated the full range of the fiscal year's applications for TCIP assistance, it provides a report to Congress detailing its funding recommendations. This report is created in concert with the President's annual budget, to ensure the amount of funding needed does not exceed the program's allotment. Once a project has been approved by Congress to receive TCIP funding, a Full-Funding Grant Agreement is signed by the applicant and the FTA. This agreement defines the project, its scope of work, and Federal conditions, and guarantees the grantee funding support. Once the Grant Agreement is signed, the project may proceed into the bidding and construction phase.

There are three sub-programs within the Transit Capital Investment Program that could provide funding for the rehabilitation of a historic railroad station: New Starts, Rail

[48] Ibid.

and Fixed Guideway Modernization and Bus and Bus Facilities. Each program would require the rehabilitation to fit strategically into a comprehensive transit investment initiative.

The New Starts program "provides funds for construction of new fixed guideway systems or extensions to existing fixed guideway systems."[49] This grant program provides funds for transit services that utilize an exclusive right-of-way or rails. All forms of transit rail may be funded including heavy, commuter and light rail. (See Appendix E for a list of FY 2007 New Starts projects and costs.)

New Starts grants are allocated as an 80/20 federal to local match and must complete the TCIP planning and application process to receive funding. Eligible recipients include public bodies and agencies, which include transit authorities and public corporations. Since this program is targeted toward new fixed-guideway construction, the capital costs include the establishment of stations and terminals. Should an historic railroad station be included in the plans of a new fixed-guideway system, its rehabilitation would be eligible for New Starts funding.

Akin to the Fixed-Guideway program is the Rail and Fixed-Guideway Modernization program. This TCIP sub-program provides funding for capital projects related to transit systems that have been in operation for at least seven years. Funds are provided to urban areas with greater than one mile of fixed-guideway or rail transit, and are based on a statutory formula. Also distributed as an 80/20 grant, public agencies are

[49] United States. Federal Transit Administration. New Starts. 23 Aug. 2006. www.fta.dog.gov/printer_friendly/grants_financing_3590.html.

eligible to use this funding on "capital projects to modernize or improve existing fixed-guideway systems, including purchase and rehabilitation of structures, passenger stations and terminals."[50] Should an eligible transit system utilize a historic railroad station, the grant recipient could utilize a portion or all of the funding for rehabilitation and preventative maintenance.

The third sub-program under TCIP that could provide funding for historic railroad station rehabilitation is the Bus and Bus Facilities program. As with the other sub-programs, eligible recipients must be public entities and there is an 80/20 match requirement. Eligible capital projects include the development of transfer facilities, transportation centers and Intermodal terminals. Applicants must follow TCIP planning and implementation procedures to be eligible for FTA funding. In Fiscal Year 2007 Congress earmarked over 430 million dollars for this program, providing a substantial funding source for projects that could include the rehabilitation of a historic railroad station.[51]

Congestion Mitigation and Air Quality Improvement Program (CMAQ)

Administered jointly by the FHWA and FTA, the Congestion Mitigation and Air Quality Improvement Program provides funding for projects that reduce transportation related emissions.[52] Funding is based on a formula which ranks states by their levels of

[50] United States. Federal Transit Administration. Rail and Fixed Guideway Modernization. 23 Aug. 2006. www.fta.dog.gov/printer_friendly/grants_financing_3559.html.
[51] United States. Federal Transit Administration. FY 2007 Section 5309 Bus and Bus Facility Allocations. 23 March 2007. http://www.fta.dot.gov/documents/Table_12_-_2007_Bus_and_Bus_Facility_Allocations.xls.

ozone and carbon monoxide pollution. Each state receives a minimum required

Fiscal Year Authorization	Amount Authorized
2005	$1,667,255,304
2006	$1,694,101,866
2007	$1,721,380,718
2008	$1,749,098,821
2009	$1,777,263,247

Figure 5: SAFETEA-LU Allocation for CMAQ Program

allocation, but may only fund projects within areas that meet specific pollution criteria. While the funding is allocated based on pollution levels at various geographical locations, states are not required to fund projects in every location that is eligible.

Should a location have pollution levels which meet the federal requirement, it is eligible to apply for CMAQ funding. All proposed projects must be listed in the STIP and if applicable metropolitan TIP, prior to funding disbursement. It is the responsibility of State DOTs and RPAs to select the projects that will receive CMAQ dollars. Since this program's purpose is to reduce transportation emissions, the criteria for project selection are based on air quality analysis. Projects which indicate the largest reduction in emissions per dollar spent are most likely to receive funding.[53]

The CMAQ program requires an 80/20 federal to local match and may be distributed to either public bodies or public-private partnerships. There are fifteen FHWA endorsed activities that are eligible for CMAQ funding, including Transit Improvements. FHWA guidelines state that a proposed capital investment in transit is

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[52] United States. Federal Transit Administration. Congestion Mitigation and Air Quality Improvement Program. 7 November 2006. www.fhwa.dot.gov/safetealu/factsheets/cmaq.htm.
[53] United States. Federal Highway Administration. The Congestion Mitigation and Air Quality (CMAQ) Program: Interim Program Guidance. 31 October 2006. http://www.fhwa.dot.gov/environment/cmaq06gd.pdf.

eligible for CMAQ funding if "the project increases capacity and would likely result in an increase in transit ridership and a potential reduction in congestion."[54] Transit Improvement projects are administered by the FTA and must follow the application rules for the Urbanized Area Formula program as described earlier in this chapter. Funding for Transit Improvements may be used towards the creation of new transit facilities or the improvement of existing facilities if the project substantially increases transit ridership. Transit facilities that are eligible for funding include stations, terminals and transfer facilities. Should a historic railroad station rehabilitation contribute to an increase in transit capacity and ridership and thus have the capacity to reduce pollution, the project would be eligible for CMAQ financing.

Transportation Infrastructure Finance and Innovation Act (TIFIA)

Although not a direct source of funding like the previously mentioned programs, TIFIA "provides Federal credit assistance to nationally or regionally significant surface transportation projects, including highway, transit and rail."[55] Any project eligible for SAFETEA-LU funding, as well as international bridges and tunnels, inter-city passenger bus and rail facilities, public freight rail facilities, private freight rail facilities providing public benefits, intermodal freight transfer facilities and port improvements necessary for intermodal access may utilize TIFIA. Projects eligible for TIFIA assistance must go through an application procedure to qualify for Federal credit. In order to receive credit, project costs must either exceed fifty million dollars or thirty-three percent of a state's

[54] United States. Federal Highway Administration. The Congestion Mitigation and Air Quality (CMAQ) Program: Interim Program Guidance. 31 Oct. 2006. http://www.fhwa.dot.gov/environment/cmaq06gd.pdf: 16-17.
[55] United States. Federal Highway Administration. Fact Sheets on Highway Provisions: Transportation Infrastructure Finance and Innovation Act. 7 Nov. 2006. http://www.fhwa.dot.gov/safetealu/factsheets/tifia.htm.

annual Federal highway apportionment. TIFIA assistance is limited to thirty-three percent of total project costs. Since funding is limited, projects are evaluated and those that receive the highest score are prioritized.

TIFIA Evaluation Criteria	
Significance	20 percent
Environment	20 percent
Private Participation	20 percent
Creditworthiness	12.5 percent
Project Acceleration	12.5 percent
Use of Technology	5 percent
Budget Authority	5 percent
Reduced Grant Assistance	5 percent

Figure 6: TIFIA Evaluation Criteria

The TIFIA program offers three credit options that can be utilized to help fund a project. Secured loans provide cash directly to project sponsors and provide both construction and permanent capital financing. Loan guarantees are utilized by project sponsors to obtain capital loans from private investors based on the guarantee that the investor will be repaid by TIFIA should the project fail. The third TIFIA credit option is a line of credit which may be used for the first ten years of a project to supplement revenues. These financing tools are used to complete projects by filling market gaps and aiding private investment.[56]

[56] "Federal Loans and Credit Support > Transportation Infrastructure Finance and Innovation Act (TIFIA)." Innovative Finance. Jan. 2006. American Association of State Highway & Transportation Officials. 18 Apr. 2007 <http://www.innovativefinance.org/topics/finance_mechanisms/federal_loans/tifia.asp#overview>.

Chapter Five: SAFETEA-LU Earmarks Available for Historic Preservation

Within SAFETEA-LU are a series of programs designed to provide funding for specific projects. These programs may fund projects that are eligible for funding through other state allocated programs, but often are used for "pork barrel" projects. Unlike other SAFETEA-LU programs which only require a project to be listed in the STIP to be programmed for funding, earmarks provide funding for projects that are specifically listed in the legislation. Whereas other programs accept applications on an annual or bi-annual basis, earmarks must be listed in the legislation, and therefore have a five year cycle. Since earmarks are written into legislation by Congress, there is no specific application process. Earmarks may be requested by any state resident, but often fund projects already listed on a State Transportation Improvement Program. Projects usually receive sponsorship from an RPA or local or state government, which is then responsible for providing match funding and project management.[57] Although many projects may be included in the transportation bill, there is no guarantee that yearly allotments will fund all projects, or attain the funding level prescribed in the legislation.

These earmarks provide a legitimate source of capital for the rehabilitation of historic railroad stations. Projects that are eligible for other transit programs can utilize earmarked money, while rehabilitation projects may also be included as "pork." Since projects are identified and earmarked by Congress, those connected to powerful politicians are more likely to be included in the next transportation bill.

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[57] State of Oregon. Department of Transportation. SAFETEA-LU's Impacts on ODOT. March 2006. http://www.fhwa.dot.gov/programadmin/020306att.pdf. 12

High Priority Projects (HPP)

Also known as "demonstration" projects, the HPP program provides over two billion dollars in yearly funding for projects specifically noted in SAFETEA-LU. For each year of funding authorized under the bill, twenty percent of a project's total funding is dispensed. HPP funds utilize an 80/20 federal to local match, and may only be used for projects specifically described in the legislation. Projects that are eligible to receive

Year	2005	2006	2007	2008	2009
Authorization	$2,966 M	$2,966 M	$2,966 M	$2,966 M	$2,966 M

Figure 7: SAFETEA-LU High Priority Projects Allocation

funding under other programs such as CMAQ, UAFP or TE, must follow the application and eligibility determination processes encoded for those programs. Should the project be ineligible for funding under another FHWA or FTA program, it is "pork" and must be specifically noted in the legislation. A non-conforming project may only receive HPP funding if it receives statutory designation, which is accomplished through the listing of an explicit project description in Section 1702 of the transportation bill.[58] Section 1702 lists all HPP earmarks, both conforming and non-conforming. There are over 5,000 HPP projects listed in SAFETEA-LU, ranging from land acquisition and highway construction to the paving of bike paths and establishment of nature preserves.[59] Included within the list of HPP earmarks are eight railroad station rehabilitations. The allocations range from $16,000 for a depot in McMinn County, Tennessee to $6.5 million for the rehabilitation of the railroad station in Wilmington, Delaware. In total, the Section 1602 earmarks for

[58] United States. Federal Highway Administration. SAFETEA-LU High Priority Projects Program Implementing Guidance. 31 October 2006. http://www.fhwa.dot.gov/programadmin/103106att.cfm. Section III.
[59] United States. Congress. Public Law – 109-59: Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy For Users. 10 August 2005. 119 STAT. 1256.

historic railroad stations exceed $14 million. These earmarks fund a spectrum of projects with $1.3 million for a transportation museum at the Union Station in North Canaan, Connecticut and $800,000 for rehabilitation and conversion of the Frice, Virginia station into a visitor's center. Both of these activities would be eligible for funding under Transportation Enhancement Activity 6. Rehabilitations that would be programmed as TCIP grants also were earmarked for HPP funds, as Denver Union Station was to receive $3 million while Mattoon station in Illinois was earmarked $1.2 million. Clearly the rehabilitation of historic railroad stations is eligible to receive an HPP earmark. The flexibility provided by this earmark program allows for the funding of non-traditional transportation activities.

Projects of National and Regional Significance (PNRS)

Encoded as Section 1301 of SAFETEA-LU, the PNRS program "provides funding for high costs projects of national or regional importance."[60] Unlike HPP earmarks, PNRS funds must be used on projects that are considered eligible for other FHWA and FTA programs. The PNRS program was created to provide additional funding for projects that have yet to receive enough state formulaic or earmark funding to be completed and may not be used for "pork" projects. Projects are chosen based on the New Starts program evaluation process and must generate economic benefit and reduce traffic congestion. Unlike other funding programs, PNRS projects must be of great

[60] United States. Federal Highway Administration. Fact Sheets on Highway Provisions: Projects of National and Regional Significance. 7 Nov. 2006. www.fhwa.dot.gov/safetealu/factsheets/natlregl.htm.

magnitude as eligible costs, including planning and construction, must be the lesser of $500,000,000 or 75 percent of the state's yearly Federal highway apportionment.[61]

The SAFETEA-LU authorization for this program is significantly smaller than the HPP program and provides less than two billion dollars over five years, making the funding process highly competitive. Generally the earmark does not cover total project costs. For projects in states with smaller yearly Federal highway apportionments, eligible projects may be considerably smaller than those in states where project costs must exceed $500,000,000.

Based on the recommendations of the Secretary of Transportation, Congress designated 25 projects for PNRS funding under SAFETEA-LU. Anticipated allocations range in size from $3,000,000 for the Sacramento Intermodal Station to $150,000,000 for Interstate Five repair in Oregon. Included in the legislation is $50,000,000 each for Denver Union Station and the St. Paul Union Depot Multimodal Transit Facility.[62] (See Appendix F for a complete list of SAFETEA-LU earmarked PRNS projects.) The funding for both projects was only available because each fits into a larger transit project. In Denver "the redevelopment of Denver Union Station is part of RTD's voter-approved FasTracks program – a $4.7 billion, 12-year transit expansion program" while the St. Paul Union Depot project is part of a $930 million transit program.[63] In a situation where a large scale transit improvement includes the rehabilitation and reuse of an historic railroad station, this program can provide a significant source of funding.

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[61] Ibid.
[62] United States. Congress. Public Law – 109-59: Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy For Users. 10 August 2005. 119 STAT. 1203.
[63] "What's New?" Denver Union Station. 25 Jan. 2007. Denver Union Station EIS. 26 Apr. 2007 <http://www.denverunionstation.org/whats_new/>.

Transportation Improvement Program

Administered in the same fashion as the HPP program, the Transportation Improvement program provides Congressional earmarks for specific projects listed within the current transportation bill. Section 1934 of SAFETEA-LU lists 466 projects which are scheduled to receive grants worth more than $2,500,000,000 over the duration of the bill. As with HPP earmarks, the projects may be eligible for funding under other FHWA programs, or may be non-conforming and be available for funding through statutory authority. Funding is distributed yearly as a percentage of total project costs and is distributed as an 80/20 federal to local match. Transportation Improvements projects have no required cost levels and can fund any size project. While this program generally funds projects that are eligible for other FHWA funding, there is an opportunity for powerful Congressional delegates to include "pork" projects in the legislation. Since projects must be listed within Section 1934 to be eligible for funded, earmarks are only available every five years when transportation spending legislation is renewed.[64]

[64] United States. Federal Highway Administration. SAFETEA-LU Transportation Improvements Implementing Guidance. 3 Feb. 2006. http://www.fhwa.dot.gov/programadmin/020306att.pdf.

Chapter Six: Case Studies

While the previously described programs are eligible to provide funding for the rehabilitation of historic railroad stations, it is important to illustrate how they are utilized in practice. For all but the earmark programs, SAFETEA-LU funded projects must be approved by the local RPA and fit into the region's overall transportation plan. Although earmarks may fund "pork" projects, projects that achieve a specific transportation goal are more likely to receive actual funding. Purely "pork" projects may be earmarked in the legislation, but there is no guarantee they will receive any funding in the yearly appropriations bill.

The following case studies will illustrate two completed historic railroad stations projects that have utilized federal transportation legislation to help fund rehabilitations, and one that demonstrates how the funding programs could be used on a station that heavily deteriorated. Each station fell victim to the decline of passenger rail in the mid twentieth century, but the completed projects once again function in their original capacities. These examples will show the opportunity this funding source provides, but also illustrate its limitations.

Worcester Union Station: Worcester, Massachusetts

Opened in 1911 at a cost of $750,000, Worcester Union Station was constructed to service the Boston and Albany and Providence and Worcester railroads. At its peak during World War II, Union Station saw over 100 trains and 10,000 passengers daily.[65] Designed in the Beaux-Arts tradition, Union Station featured an exterior faced with terra

[65] "Union Station." Economic Development. 2006. City of Worcester, Office of the City Manager. <http://www.ci.worcester.ma.us/ocm/economic/union.htm>.

cotta and symmetrical towers, and an interior with an expansive main hall detailed with stained glass and marble. (See additional illustrations in Appendix G.)

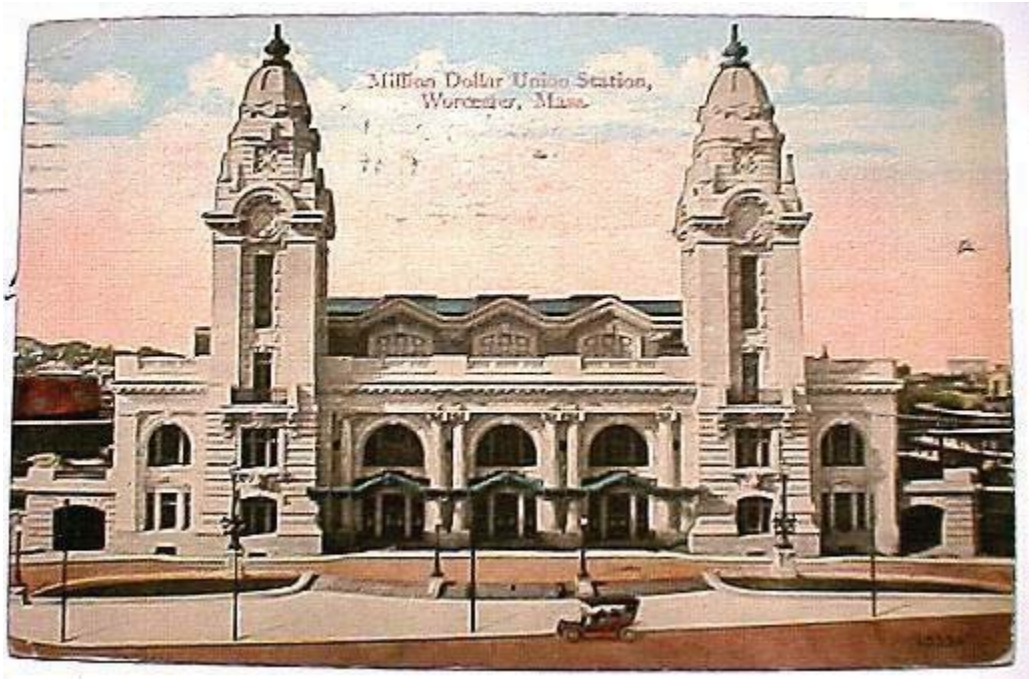

Illustration 1: Postcard of the Worcester Union Station's facade.

Following World War II, construction of Interstate 90 between Boston and Buffalo allowed much of the railroads' customer base to utilize automobiles, quickly making passenger rail service unprofitable. By the 1960s the station was obsolete, with service too sparse to require such a grandiose structure. The last passenger train departed Union Station in 1963, and the building was completely abandoned by 1976.[66]

Although listed on the National Register of Historic Places in 1980, Worcester Union Station remained abandoned and unsecured for nearly two decades, falling prey to vandalism and nature. The formerly grand main hall was ravaged by water, with the

[66] Gelbwasser, Bonnie. "Rewriting a Poem in Stone." WPI Journal 4 (2000). <http://www.wpi.edu/News/Journal/Spring00/stone.html>.

stained glass ceiling and plaster walls completely destroyed. In 1981 the station was sold by the Penn Central Railroad to the Union Station Real Estate Trust, which then sold the building to the Worcester Station Limited Partnership (WSLP) in 1982. Headed by developer Angelo Scola, the WSLP envisioned the Union Station being reused as Worcester's new convention center. In 1986 the Worcester City Council declared Union Station to be the "preferred convention center site," and Scola was given sixty days to arrange private financing, as no city funds would be authorized.[67]

While the city had chosen Union Station as the preferred site for a new convention center, it was unwilling to provide any funding, and when the project's costs ballooned from $10 million to $46, Angelo Scola approached the state for money. Scola was able to arrange a stage funding package of $32 million for the project, but the convention center bond was not passed in the senate.[68] By 1990 Angelo Scola had declared bankruptcy and the convention center project was dead.

On June 19, 1990 Worcester City Council rescinded their "preferred site" vote from four years prior, allowing the station to be considered as a site for the City's new Intermodal hub.[69] The Worcester Regional Transit Authority (WRTA) supported the Union Station hub plan and issued a Request for Proposals to estimate the cost of rehabilitating the station. While the station had support of the WRTA and local preservation advocacy groups such as "Preserve Worcester," the building's physical

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[67] Nemeth, Robert Z. "The Union Station Saga is Full of Frustration and Hope." Worcester Telegram and Gazette. 29 Mar. 1998, sec. Insight: C2. Newsbank.
[68] McHugh, Edward T. "Bill Dies, But Union Station Proposal May Live." Worcester Telegram and Gazette. 30 June 1989, sec. Region: A4. Newsbank.
[69] Kotsopoulos, Nick. "Union Station Cleared for Role in Transit Study." Worcester Telegram and Gazette. 20 June 1990, sec. Local News: A3. Newsbank.

condition continued to decline. In March 1991, consultants Wallace, Floyd, Associates, Inc. prepared a report for the WRTA outlining the rehabilitation costs for the station. The consultant concluded it was not economically feasible for a private developer to rehabilitate the building and that the WRTA would be better served demolishing the historic station.[70](For more photographs of the station in disrepair, see Appendix H.)

Although the consultants had recommended demolition, in 1992 City Council once again endowed Union Station with "preferred" status, this time as the site for the new Intermodal hub. Commuter rail service between Worcester and Boston was set to return in 1994 and a new facility was required. After a second evaluation by Wallace, Floyd, Associates, Inc. it was determined that Union Station was structurally sound and could be rehabilitated, though costs would be steep. By 1993 the City had decided that it would rehabilitate Union Station, but only if federal funding could be secured. Without federal funding the City could not afford to rehabilitate the station, and it would be demolished.[71]

Due in large part to the passage of ISTEA in 1991, federal money was now available for Intermodal projects such as the Worcester Union Station. Beginning in 1992, City officials turned their efforts to United States Senator Edward Kennedy to have ISTEA funding earmarked for the Union Station project. The City requested $10 million in Transportation Improvements funding, but was only provided a $197,000 grant for

[70] Griffin, George T. "Consultants: Raze, Replace Union Station." Worcester Telegram and Gazette. 21 March 1991, sec. Local: A3. Newsbank.
[71] Donnelly, Russell. "Worcester's Most Notable Derelict: Help Seems to Be On The Way." Worcester Telegram and Gazette. 7 June 1993, sec. Commentary: A7. Newsbank.

design and engineering work.[72] Although the necessary federal funding was barely trickling towards the project, the City continued to support the site for an Intermodal hub, and in November 1994 the Worcester Redevelopment Authority (WRA) voted to purchase the station.[73]

Purchased through eminent domain for the pittance of $50,000, Worcester Union Station was to be transformed into the Union Station Intermodal Transportation Center (ITC), providing service for Amtrak and commuter rail as well as inter and intra-city bus service. In order to obtain more funding, the WRA applied to the Central Massachusetts Metropolitan Planning Organization, the region's MPO, for project review and inclusion on its TIP. Inclusion on the TIP deemed the project in compliance with the regional transportation plan. Since the project involved both rail and bus capital improvements, it was eligible for a number of programs under ISTEA and TEA-21. In May 1997, the WRA had secured enough federal funds to send the $33 million rehabilitation project out to bid. Having purchased the station in 1993, it took four years of pleading with politicians and dealing with diminished allocations to cobble together enough federal funding to fully fund the project.[74]

The WRA ultimately received twelve transportation legislation grants to fund the rehabilitation of the ITC. Funds were provided from both discretionary and state formulaic programs. A Section 5307 UAFP grant was provided for planning, while

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[72] O'Connor, John J. "WRTA Gets Grant Money." Worcester Telegram and Gazette. 3 April 1993, sec. Local: A2. Newsbank.
[73] Eckelbecker, Lisa. "WRA to Buy Union Station\ Contracts Awarded to Secure Property." Worcester Telegram and Gazette. 29 Nov. 1994, sec. Business: E1. Newsbank.
[74] Newspaper Opinion. "Union Station Progress\ Time to Focus on Crucial Development." Worcester Telegram and Gazette. 16 May 1997, sec. Editorial: A8. Newsbank.

project management, design and construction costs were funded by the CMAQ and Transit Capital Investment Program.

Union Station
Intermodal Transportation Center (ITC)

Funding Summary

Provided by the Worcester Regional Transit Authority (WRTA)
December 1, 2000

As of December 1, 2000 FTA and EOTC have approved the following grants.

Grant No.	Type	Planning	Acquisition	Project Mgmt	Design	Rehab	Total
MA90X132	Sec 5307	71,410.13		–		–	71,410.13
MA90X147	CMAQ		50,000.00	70,000.00	880,000.00	–	1,000,000.00
MA90X177	CMAQ			70,000.00	1,067,100.00	–	1,137,100.00
MA030202	Section 5309			400,000.00	1,600,000.00	1,750,000.00	3,750,000.00
MA90X229	CMAQ			–	–	2,000,000.00	2,000,000.00
MA030204	Section 5309			–	–	2,481,250.00	2,481,250.00
MA90X263-00	CMAQ				–	862,900.00	862,900.00
MA90X263-01	CMAQ			343,495.00		1,856,505.00	2,200,000.00
MA030211	Section 5309			–	–	3,721,875.00	3,721,875.00
MA030215-00	Section 5309				–	2,118,860.00	2,118,860.00
MA030215-01	Section 5309				–	1,545,625.00	1,545,625.00
MA030215-02	Section 5309			200,000.00	–	2,901,560.00	3,101,560.00
MA030215-03	Section 5309			600,790.00	–	2,465,130.00	3,065,920.00
MA90X299-00	CMAQ			167,670.00		5,332,330.00	5,500,000.00
MA90X299-01	CMAQ			136,505.00	435,395.00	1,228,100.00	1,800,000.00
MA90X321-00	CMAQ			–		4,363,495.00	4,363,495.00
MA90X321-01	CMAQ			323,500.00	372,500.00	554,000.00	1,250,000.00
MA030225	Section 5309			–	32,000.00	–	32,000.00
Total Grants		71,410.13	50,000.00	2,311,960.00	4,386,995.00	33,181,630.00	40,001,995.13

[75]

Figure 8: Worcester Intermodal Center, Funding Summary.

Since each program was distributed at an eighty percent federal grant, the remaining twenty percent match would have to be funded with non-ISTEA/TEA-21 dollars. In the Commonwealth of Massachusetts, the remaining twenty percent is

[75] CMMPO Endorsed 2007-2010. Central Massachusetts Metropolitan Planning Organization. Worcester, MA: CMMPO, 2006. <http://www.cmrpc.org/Downloads/Endorsed_2007_2010_TIP.pdf>.

subsidized by the Executive Office of Transportation and Construction (EOTC) through the issuance of Transportation Bonds.[76]

By utilizing federal funding and a state match, the entire rehabilitation was completed without the need for local funding. Since the building is listed on the National Register of Historic Places, the utilization of federal funds was conditional based on a Section 106 Review pursuant to the National Historic Preservation Act of 1966. All aspects of the project required review and approval from the State Historic Preservation Office. This review certified that the work met the Secretary of the Interior's Standards for Rehabilitation and therefore did not adversely affect the station. Of utmost importance is that the review certified that all materials used in the rehabilitation were historically and architecturally accurate. Besides rehabilitating the station's interior spaces, the WRA reconstructed the two exterior towers which had been removed in 1926 due to structural damage from passing trains.[77]

It is most important to note that the project was specified as a rehabilitation. Under the Secretary of the Interior's Standards for the Treatment of Historic Properties there are four categories of treatment: preserving, rehabilitating, restoring and reconstructing. If Union Station was restored, it would have been necessary to replicate every original feature on the building. Since the project was a rehabilitation, the design team had leeway in deciding what original features were replicated so long as the "character defining features" of the station were not adversely affected. Changes to the

[76] Regional Transportation Plan. Southeastern Massachusetts Metropolitan Planning Organization. Taunton, MA, 2007. <http://www.srpedd.org/tplanch18.htm>.
[77] Gelbwasser, Four.

station can be seen in both the Main Hall and Rotunda. In the Main Hall the terrazzo floor has been replaced with the same material but exhibiting a different pattern, and the Mahogany benches have been omitted to create an open gathering space. The Rotunda features a grand staircase leading to the railroad platform that was not originally extant. While these changes clearly do not replicate the historical design of the building, they cause no harm to the historic and architecturally significant features of the building and therefore are acceptable. (See Appendix I for additional photographs of the rehabilitated building.)

Illustration 2: Worcester Union Station's rehabilitated front façade.

The project was able to utilize federal transportation funding to complete a historically accurate and economically beneficial rehabilitation of Worcester Union

Station. It was not until June 19, 2000 that the station was opened as an Intermodal center. State environmental reviews, budget overruns and handicap accessibility issues all delayed the rehabilitation effort. It took the WRA four years to get the necessary federal funding and state match needed to complete this project. While the project was completed utilizing eighty percent federal funds from ISTEA and TEA-21, it is important to remember that these funds were often only one politician from being cut, and many newspaper articles described funds authorized but never allocated.

Harrisburg Union Station: Harrisburg, Pennsylvania

Situated on the former Pennsylvania Railroad's main line between Philadelphia and Chicago, the Harrisburg Union Station (HUS) was an important stop for the Broadway Limited, one of the most famous passenger trains in the country.

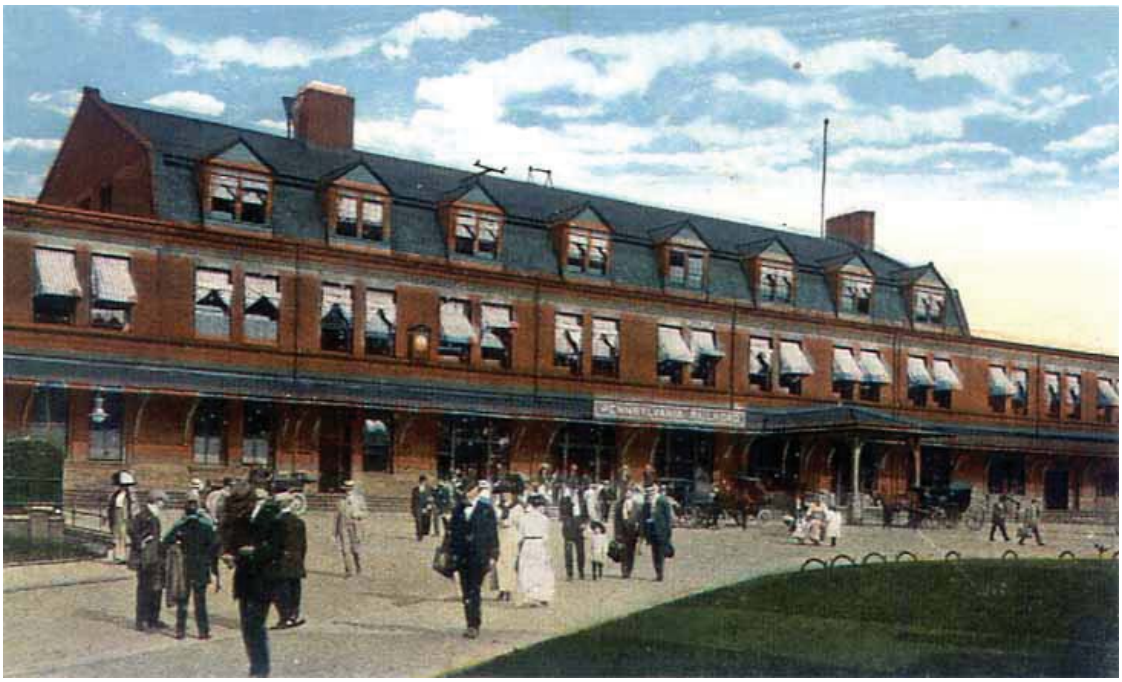

Illustration 3: Early 20th Century Postcard of Harrisburg Union Station.

Constructed in segments from 1885-1936, the station features a utilitarian brick design overseen by Pennsylvania Railroad engineer William Henry Brown.[78] The most salient feature of the station is the train shed, which utilizes Fink trusses to support a 520 foot span. Patented by Albert Fink in 1854, the truss is lightweight and able to span long distances (Appendix J). Due to the station's turn-of-the-century construction and Fink truss train shed, it was designated a National Engineering Landmark and listed on the National Register of Historic Places in 1975.

Unlike Worcester Union Station, HUS has operated as a railroad station continuously since 1885. By the 1970s, the station's owner, Penn Central Railroad, had gone bankrupt and the building was transferred to Amtrak. During the 1970s the station was not maintained properly, and a portion of the train shed was demolished by Amtrak. Citing the need for downtown revitalization and the woeful maintenance performed by Amtrak, the Harrisburg Redevelopment Authority (HRA) entered into a long-term lease for the facility. Following Historic American Buildings Survey (HABS) documentation of the building in 1987, which illustrated the deteriorated condition of the building (Appendix K), the HRA completed Phase I of the station's rehabilitation. Phase I included the refurbishing of the building's upper floors into rentable office space as well as creating a below-grade bus terminal. At this time the building was converted into the Harrisburg Transportation Center (HTC), an Intermodal facility serving Amtrak as well as inter-city and local bus routes.

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[78] Weese, Harry & Associates. United States. Historic American Buildings Survey. Library of Congress. Pennsylvania Railroad Station, Harrisburg, Pennsylvania. 1987. <http://memory.loc.gov/cgi-bin/displayPhoto.pl?path=/pnp/habshaer/pa/pa0900/pa0995/sheet&topImages=00001a.gif&topLinks=00001r.tif,00001a.tif&title=&displayProfile=0>.

Over twenty years after the last major capital program the HRA determined the facility was in need of major repair and adopted the Phase II Redevelopment project. The project's stated goal was:

> *to improve the existing system of internal space, eliminate conflicts between the bus, passenger and automobile, improve the transportation center's operating efficiency, improve the physical environment, make the transportation financial self-supporting and support increased mass transit usage.*[79]

The scope of work for Phase II included structural repairs on the train shed, specifically gutter/downspout restoration, new sway bracing for the trusses and removal and replacement of deteriorated shed sections. Mechanical systems work was also included in the scope, as the building had become highly inefficient. Physical and aesthetic improvement was included, specifically repainting and repointing of the building's exterior along with rehabilitation of historic interior detailing.

Having been approved by the Harrisburg Area Transportation Study, the regional planning agency, the project was programmed in the TIP and therefore eligible for federal transportation legislation funding. Since the project specifically was intended to rehabilitate a historic transportation structure it was eligible for Transportation Enhancement funding. The project was programmed to receive $7,242,000 in TE funding in Fiscal Year 1999. PENNDOT was unable to match the requested funding level and only appropriated $956,800 in TE funds. Since the TE funds are distributed as a reimbursement, a Pennsylvania Infrastructure Bank loan of $300,000 was needed to cover construction costs.

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[79] Forte, John. Harrisburg Redevelopment Authority. Harrisburg Transportation Center Project Description. 2005.

The project also received federal funding in the form of a High Priority Project (HPP) grant from TEA-21. Earmarked in Section 1602 of the legislation, $1,875,000 was allocated specifically for the project through Congress. Project Manager John Forte explained that the HPP grant was earmarked due to Congressional support for the project, which was obtained through Rick Geist, the current Chairman of the Pennsylvania House Transportation Committee.[80]

In order to begin work on Phase II without a complete funding package, two scopes of work were created, each with a separate budget (Appendix L). The scope being completed at this time was funded through TEA-21, while the proposed work is projected to utilize allotments from SAFETEA-LU. In the current budget, $1,200,000 of TEA-21 funding was appropriated for the project. Although unspecified, this money could have been made available through any of the state formulaic allocation programs. For the proposed project scope to be completed in the future, formulaic allocations of $1,000,000 from Fiscal Year 2005 and $1,200,000 from Fiscal Year 2007, matched with state and Amtrak contributions, fulfill the funding requirements. While the FY 2005 grant has been earmarked for the HTC, the required $250,000 match funding has not been established. Without a guaranteed source for the match, the FTA funding will be reallocated to other projects throughout the state.

Although funding for the proposed budget is not yet certain, construction on the current scope of work has begun, with Mayor Stephen Reed initiating the project in June 2006. As with the Worcester Union Station, all work on the building is in conformance

[80] Forte, John. Personal interview. 2 Mar. 2007.

with the Secretary of the Interior's Standards for Rehabilitation, having been previously reviewed by the Pennsylvania Historical and Museum Commission. Rehabilitation currently underway includes repair of the main hall's wood coffered ceiling and wood wall paneling, as well as refinishing of the metal ceiling within the passenger concourse (Appendix M). Although the federal funding has not been appropriated at the TIP programmed levels, forcing the Harrisburg Redevelopment Authority to cobble together funding, it nonetheless has provided money which has been used for the rehabilitation of the historic Harrisburg Union Station.

Buffalo Central Terminal: Buffalo, New York

While the previous case studies examined how federal transportation spending legislation funding sources have been used in the rehabilitation of two historic railroad stations, this case study provides a framework to fund another railroad station not yet rehabilitated. This case study aims to utilize lessons learned from the previous two in order to provide the greatest opportunity for a successful rehabilitation of the Buffalo Central Terminal should the owner wish to use the funding sources described in this thesis.

The New York Central Railroad (NYCRR) connected New York City to Chicago with numerous passenger trains, including the famous 20th Century Limited. Located approximately equidistant between the cities is Buffalo, NY. Formerly the second largest rail hub in the United States behind Chicago, the NYCRR had the largest railroad presence in the city. In order to service the expected passenger increase of the mid-20th century, the NYCRR decided to construct a new station on the east side of Buffalo.

Designed by Fellheimer and Wagner, the Buffalo Central Terminal (BCT) is an eighteen story Art Deco masterpiece, completed in 1929. The building featured a Guastavino tile vaulted main hall, with terrazzo floors and marble wall finishes (Appendix N).

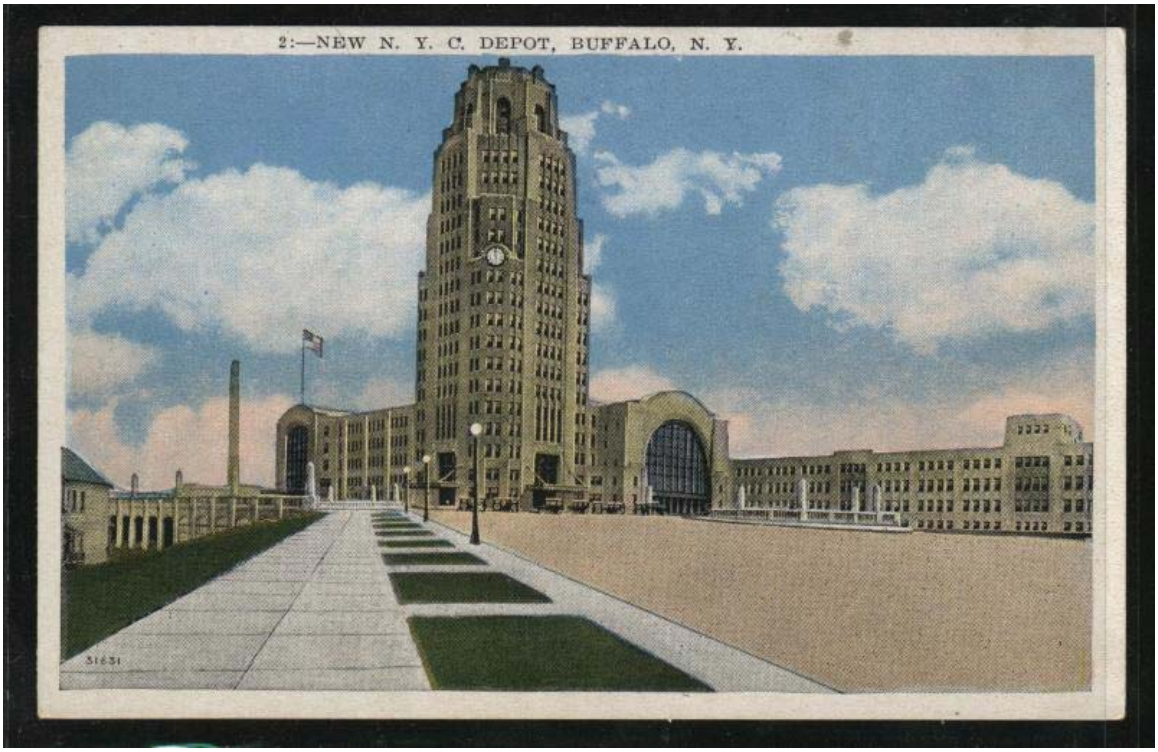

Illustration 4: Postcard of Buffalo Central Terminal from 1931.

The terminal had been constructed to service over 500 trains daily, but its location along with the decline in passenger railroading quickly turned it into a white elephant. By the mid 1960s the terminal hosted only twenty-one daily trains, and the NYCRR was forced to merge with the Pennsylvania Railroad. In 1971 Amtrak was given control of the beleaguered terminal, but service had declined to less than ten trains per day. Having seen its last departure in 1979, the BCT was purchased by a private owner and used as

Illustration 5: Buffalo Central Terminal Concourse, 2004.

offices for the Consolidated Railroad Corporation through 1985. Following the building's unsuccessful redevelopment by various private owners, it was abandoned in 1990 and left to the mercy of vandals and nature. Under the ownership of B.C.T. Properties, the BCT was stripped of most architectural features and heavily damaged by water and fire. In 1997 the Central Terminal Restoration Corporation (CTRC), a 501(c)3 non-profit organization, purchased the building for one dollar, with the hope of preserving the building for future use.

After ten years of responsible ownership, the BCT has been stabilized from further decay, with an emphasis placed on mothballing it for future redevelopment.

While CTRC has utilized a dedicated battalion of volunteers to repair and maintain the building, funding has been limited. State grants totaling $850,000 secured by State Assemblyman Sam Hoyt, have been utilized to secure and weatherproof the terminal, assisted by over $200,000 in private donations.[81] Unfortunately the current cost estimate for rehabilitation is nearly $130 million; additional funding sources will therefore be required to further this project.[82]

While rehabilitation costs are staggering, the project could utilize federal transportation legislation funding. The most appropriate and currently feasible opportunity for funding is through the Transportation Enhancement (TE) program. The TE program delineates twelve activities that are eligible for funding, with number seven characterized as "Rehabilitation and operation of Historic Transportation Buildings." Since the BCT was listed on the National Register of Historic Places in 1984 it is eligible for TE funding that is, however, limited by program rules. Should the CTRC apply for TE funds, it must have a public sponsor to guarantee project completion. Additionally, the project must be reviewed and approved by the Greater Buffalo-Niagara Regional Transportation Council and New York State Department of Transportation (NYSDOT) to be considered for TE funding. Should the project receive approval, the project sponsor and NYSDOT would be required to enter into an agreement guaranteeing federal reimbursement. Until the project is complete, the sponsor is required to cover all costs up-front prior to being reimbursed. In New York State, the project sponsor must supply twenty percent of the project costs, and total costs are limited to $2 million. While this

[81] Miller, Michael. "State of the Project." Buffalo Central Terminal News Archives. 7 June 2006. <http://www.buffalocentralterminal.org/archive/2006_06_01_archive.html>.
[82] Miller, Michael. "BCT and Sources of Funding." Email to the author. 19 Mar. 2007.

program may not provide a large amount of money, it could fund smaller improvements as a part of the rehabilitation plan.

On the other hand, as part of its total rehabilitation funding package, the CTRC could receive a sizeable grant from any of the earmark programs. While the project would be required to be identified in the regional TIP, the most salient point in receiving this earmark funding would be to have a favorable relationship with a congressman or senator. Since these earmarks are chosen in Congress during the deliberation of each transportation spending bill, it is possible that an elected official could sponsor the rehabilitation and have it funded. With neither the High Priority Projects nor Transportation Improvements program strapped by funding constraints and the PNRS program requiring total costs to be in excess of $50 million, all three could feasibly finance the rehabilitation of the BCT. Should the project receive an earmark, the sponsor would still be required to provide twenty percent of total costs.

In addition to TE or earmarks, a third option would be to utilize federal transportation funding for the rehabilitation of the BCT utilizing state formulaic grant programs. Unlike the previous options, the formulaic grants programs would only be useful if the BCT rehabilitation was incorporated into a larger and holistic transit program. The Transit Capital Improvement and CMAQ and UAFP grants may only be used for projects that have been formulated by metropolitan planning processes and that provide for reduced congestion and pollution as well as increased transit ridership. The best possibility for the BCT to receive funding from these programs therefore would be the expansion of light rail service in Buffalo. Studies by the Citizens' Regional

Transportation Corporation have identified multiple light rail lines that could utilize the BCT (Appendix O). Since funding from these programs must go to public entities, the CTRC would have to negotiate a sale, lease or Contract Agreement with the Niagara Frontier Transportation Authority (NFTA), the public transit operator in Buffalo. Should an expanded light rail system utilize BCT, its rehabilitation would be an eligible cost in association with the entire capital project. While the NFTA has no current plans to construct additional light rail lines, the Greater Buffalo-Niagara Regional Transportation Council is exploring the option in its 2025 Long-Range Plan.[83]

Should a rehabilitation of the BCT utilizing federal funding, it would have to meet the Secretary of the Interior's Standards for Rehabilitation. As illustrated in the Worcester Case Study, not every detail of the building would have to be returned to its original appearance. The character defining architectural features of the building are its exterior design and concourse detailing and these should be rehabilitated, but there are many areas of the building where non-traditional, more cost effective materials could be utilized. Additionally, while it would be ideal to utilize these funding sources to rehabilitate the entire building, a smaller budget is more likely to be funded. Owing to this fact, a strategy of targeted rehabilitation and mothballing could be used to take advantage of these funds. It can be clearly shown that the main concourse and first floor areas of the terminal have a connection to surface transportation, and could be utilized for light-rail service. On the other hand, the tower, although originally offices for the New York Central Railroad, does not currently have a connection to surface transportation and

[83] Transportation Improvement Program. Greater Buffalo-Niagara Regional Transportation Council. Buffalo, NY, 2005. <http://www.gbnrtc.org/Pdf/TIP/TIP%202006-2010%20Final%20Report.pdf>.

can not be justified as necessary for the function of an Intermodal station. In order to maximize its eligibility for the aforementioned programs, it would be wise not to include tower rehabilitation costs in any funding request. A rehabilitated and active concourse could provide the impetus for private investment in the tower, and until that point only preventive maintenance costs are justifiable, specifically in the context of federal transportation spending legislation programs. By eliminating rehabilitation of the tower's interior from program applications, there is a greater chance that the architecturally significant areas of the terminal will receive federal funding.

Chapter Seven: Conclusion

Federal transportation spending legislation can be used as an effective tool for the rehabilitation of historic railroad stations, but the process is lengthy and complicated. Unlike grants from non-profit organizations and state historic preservation offices, none of the programs described in this thesis are specifically designed to fund rehabilitation projects. While the TE program includes both historic preservation and rehabilitation as eligible activities, it is administered by state DOTs, which may not have expertise in the field. Should a preservation project be chosen to receive TE funding, there is no guarantee that the amount programmed in the TIP will be allotted to the project.

With the increased focus on intermodalism, and with MPOs encouraged to plan for alternative transportation options, cities have another option for the rehabilitation of their historic railroad stations. In cities like Worcester, Harrisburg and many more across the country, it has become attractive to reinvest in light rail and transit, as roads become increasingly less efficient with little room for new traffic. Should a railroad station be located strategically within a municipality and provide room for expansion and Intermodal services, it is likely that funding associated with transit expansion could also rehabilitate and reuse the facility. But in cities such as Buffalo, where the railroad station is not centrally located, or where railroad lines have been removed, the opportunity to reuse the station for transportation purposes is diminished.

Historic railroad stations that are included in a larger and holistic transit project have the best chance at receiving federal transportation spending legislation dollars towards their rehabilitation. As illustrated by the Worcester Union Station project,

formulaic grants can be assembled to fully fund a rehabilitation project, but only after DOT review and prioritization. Projects that score highly regarding pollution mitigation, congestion minimization and economic stability are likely to receive contract authorization and proceed to final design and construction; on the other hand, a project that is minimally beneficial under those criteria but rehabilitates a historic railroad station is unlikely to be funded unless it had strong political support.

For projects that have minimal transportation benefit the earmark programs offer one final funding option. Unlike the other funding programs, a project can receive earmark funding without specifically fitting into a region's transportation plan. While the majority of earmarks provide funding for projects already programmed into a TIP, congressmen and senators may obtain money for "pork" projects within their district or state.

Although the Worcester Union Station received over $30 million in federal funds, it is more often the case that smaller grants and sponsors providing greater than a twenty percent match will receive funding. In speaking with John Forte, project manager for the Harrisburg Transportation Center, he emphasized that he had been promised TEA-21 and SAFETEA-LU funding on more than one occasion, only to see it cut out of a yearly budget. While an MPO may program as many projects as it wishes, there is no guarantee that any will be funded. Mr. Forte stressed that the grant process was piecemeal and that

once funding was guaranteed he could not always find local or state money to complete the match.[84]

Unfortunately for non-governmental entities, federal transportation spending legislation is a remote possibility. Each funding program has a prescribed application procedure and projects must be reviewed and approved by the MPO and state DOT. First and foremost, the majority of projects must have a government sponsor to receive the funds and carry out the capital improvements. Additionally, an applicant must know what grants to apply for. While a municipality that supports a specific project may aid in the application process, it is unlikely that a non-profit would have the wherewithal to meet MPO requirements.

For a railroad station to be rehabilitated with federal transportation legislation funding, it therefore is vital that a government entity is the driving force behind the project. If a project fits into a region's transportation plan and rates highly based on DOT criteria, it is likely to be funded. There are three opportunities in the legislation that allow for the rehabilitation of railroad stations. If the project requires a smaller amount of money and has a strong financial backing, it may be eligible for Transportation Enhancement funds. When a rehabilitation is included as part of an overall transportation initiative, it may receive funding under a state distributed formulaic program. Finally, if a railroad station rehabilitation project is supported by a congressman or senator, it may receive an earmark in the next transportation spending bill. For a government entity

[84] Forte, John. Personal interview. 2 Mar. 2007.

intent on the rehabilitation of an historic railroad station, federal transportation spending legislation can provide funding if the project is enhancing, holistic or earmarked.

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Appendix A: Glossary of Acronyms

APO – Advance Payment Option

BCT – Buffalo Central Terminal

CMAQ – Congestion Mitigation and Air Quality Improvement Program

CTRC – Central Terminal Restoration Corporation

DOE – Determination of Eligibility

DOT – Department of Transportation

DR – Designated Recipient

EOTC – Executive Office of Transportation and Construction

FHWA – Federal Highway Administration

FTA – Federal Transit Administration

HABS – Historic American Buildings Survey

HPP – High Priority Project

HRA – Harrisburg Redevelopment Authority

HTC – Harrisburg Transportation Center

HTF – Highway Trust Fund

HUS – Harrisburg Union Station

ICC – Interstate Commerce Commission

ISTEA – Interstate Surface Transportation Efficiency Act of 1991

ITC – Worcester Union Station Intermodal Transportation Center

MPO – Metropolitan Planning Organization

NFTA – Niagara Frontier Transportation Authority

NYCRR – New York Central Railroad

NYSDOT – New York State Department of Transportation

PENNDOT – Pennsylvania Department of Transportation

PNRS – Project of National and Regional Significance

RPA – Regional Planning Agency

RTD – Denver Regional Transportation District

SAFETEA-LU – Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users

STP – Surface Transportation Program

STIP – State Transportation Improvement Program

TCIP – Transit Capital Investment Program

TE – Transportation Enhancement

TEA-21 – Transportation Equity Act for the 21st Century

TIFIA – Transportation Infrastructure Finance and Innovation Act

TIP – Transportation Improvement Plan

UAFP – Urbanized Area Formula Program

UZA – Urbanized Area

WRA – Worcester Redevelopment Authority

WRTA – Worcester Regional Transit Authority

WSLP – Worcester Station Limited Partnership

Appendix B: FY 1992-2003 State TE Apportionments

State	Apportioned FY92–03	Programmed FY92–03	Programmed Rate	Obligated FY92–03	Obligated Rate	Obligated Rank	Reimbursed FY92–03	Reimbursed Rate	Reimbursed Rank
Alabama	$133,990,529	$123,346,559	92.1%	$101,273,614	75.6%	32	$71,726,567	53.5%	36
Alaska	$108,638,808	$108,682,926	100.0%	$107,871,305	99.3%	4	$96,758,296	89.1%	3
Arizona	$111,735,577	$106,275,244	95.1%	$67,361,766	60.3%	45	$53,149,619	47.6%	44
Arkansas	$88,890,809	$91,326,504	102.7%	$82,805,698	93.2%	6	$59,659,359	67.1%	12
California	$564,898,923	$698,773,789	123.7%	$422,981,582	74.9%	34	$295,578,170	52.3%	39
Colorado	$93,647,238	$85,693,681	91.5%	$72,994,780	77.9%	29	$60,023,141	64.1%	16
Connecticut	$101,959,762	$96,296,217	94.4%	$85,602,960	84.0%	15	$70,382,844	69.0%	8
Delaware	$35,939,799	$27,296,607	76.0%	$27,501,912	76.5%	31	$24,330,115	67.7%	11
Dist. of Columbia	$29,277,408	$31,933,713	109.1%	$29,277,408	100.0%	1	$18,679,485	63.8%	17
Florida	$341,549,694	$322,307,260	94.4%	$279,632,846	81.9%	20	$249,956,433	73.2%	6
Georgia	$236,556,630	$220,123,436	93.1%	$199,457,905	84.3%	13	$131,919,682	55.8%	31
Hawaii	$58,078,311	$35,186,841	60.6%	$48,834,949	84.1%	14	$32,415,030	55.8%	30
Idaho	$51,475,093	$32,047,859	62.3%	$34,451,634	66.9%	42	$27,682,024	53.8%	35
Illinois	$256,599,751	$256,035,304	99.8%	$168,196,867	65.5%	44	$147,256,126	57.4%	26
Indiana	$172,623,519	$183,048,703	106.0%	$136,232,080	78.9%	25	$110,970,066	64.3%	15
Iowa	$91,204,206	$84,951,253	93.1%	$68,670,984	75.3%	33	$50,684,315	55.6%	32
Kansas	$87,902,469	$64,365,187	73.2%	$72,951,788	83.0%	19	$60,283,637	68.6%	10
Kentucky	$112,943,293	$106,333,463	94.1%	$99,051,799	87.7%	8	$63,980,870	56.6%	28
Louisiana	$98,946,330	$90,248,052	91.2%	$48,900,215	49.4%	51	$37,131,177	37.5%	50
Maine	$36,292,594	$30,267,313	83.4%	$23,862,991	65.8%	43	$19,788,049	54.5%	34
Maryland	$99,517,076	$103,392,859	103.9%	$78,710,722	79.1%	24	$52,128,827	52.4%	38
Massachusetts	$119,113,664	$64,235,297	53.9%	$44,114,928	37.0%	52	$24,500,252	20.6%	52
Michigan	$207,944,633	$192,270,656	92.5%	$146,807,373	70.6%	38	$101,074,371	48.6%	41
Minnesota*	$125,833,144	$97,440,720	77.4%	$124,004,344	98.5%	5	$103,302,783	82.1%	4
Mississippi	$85,114,709	$74,596,299	87.6%	$66,475,693	78.1%	28	$48,587,732	57.1%	27
Missouri	$133,557,895	$135,965,202	101.8%	$96,958,776	72.6%	35	$64,255,124	48.1%	43
Montana	$62,104,496	$47,953,902	77.2%	$48,895,743	78.7%	27	$38,438,131	61.9%	19
Nebraska	$64,587,184	$48,927,621	75.8%	$46,445,495	71.9%	36	$31,122,257	48.2%	42
Nevada	$52,048,062	$48,824,901	93.8%	$36,637,351	70.4%	39	$30,541,542	58.7%	24
New Hampshire	$37,326,244	$32,585,461	87.3%	$31,819,794	85.2%	11	$23,190,315	62.1%	18
New Jersey	$137,480,108	$128,066,552	93.2%	$108,363,724	78.8%	26	$77,364,533	56.3%	29
New Mexico	$73,749,088	$74,017,800	100.4%	$58,763,705	79.7%	23	$49,267,490	66.8%	13
New York	$267,005,629	$228,538,366	85.6%	$233,612,557	87.5%	9	$122,839,608	46.0%	46
North Carolina	$191,505,512	$172,643,110	90.2%	$160,435,480	83.8%	16	$113,350,992	59.2%	22
North Dakota	$49,720,309	$33,573,753	67.5%	$41,369,461	83.2%	18	$37,479,768	75.4%	5
Ohio	$222,912,622	$151,628,893	68.0%	$155,069,435	69.6%	41	$135,081,397	60.6%	20
Oklahoma	$108,195,133	$96,827,205	89.5%	$97,552,762	90.2%	7	$63,916,881	59.1%	23
Oregon	$79,408,849	$55,299,174	69.6%	$47,815,375	60.2%	46	$41,678,999	52.5%	37
Pennsylvania	$184,782,637	$255,040,000	138.0%	$109,533,972	59.3%	47	$63,772,029	34.5%	51
Puerto Rico	$15,520,839	$15,507,118	99.9%	$15,520,839	100.0%	2	$13,967,993	90.0%	2
Rhode Island	$33,845,970	$29,181,226	86.2%	$27,668,227	81.7%	21	$18,725,887	55.3%	33
South Carolina	$114,685,218	$57,176,269	49.9%	$87,823,729	76.6%	30	$56,253,208	49.1%	40
South Dakota	$51,383,986	$29,434,140	57.3%	$30,177,348	58.7%	48	$29,556,580	57.5%	25
Tennessee	$139,708,726	$138,303,831	99.0%	$98,314,811	70.4%	40	$64,630,736	46.3%	45
Texas	$529,514,223	$475,463,581	89.8%	$286,827,452	54.2%	49	$211,747,295	40.0%	48
Utah	$50,394,140	$33,712,596	66.9%	$35,997,655	71.4%	37	$32,488,222	64.5%	14
Vermont	$32,915,578	$37,570,393	114.1%	$28,034,925	85.2%	12	$22,611,263	68.7%	9
Virginia	$146,150,373	$160,211,985	109.6%	$117,788,915	80.6%	22	$63,386,371	43.4%	47
Washington*	$107,861,343	$113,228,231	105.0%	$89,834,321	83.3%	17	$74,977,580	69.5%	7
West Virginia	$52,076,806	$51,892,242	99.6%	$45,528,021	87.4%	10	$30,896,604	59.3%	21
Wisconsin	$153,272,185	$125,064,557	81.6%	$80,127,142	52.3%	50	$59,660,369	38.9%	49
Wyoming	$40,490,148	$38,258,753	94.5%	$40,414,758	99.8%	3	$36,563,341	90.3%	1
Total*	$6,582,877,272	$6,141,372,604	93.3%	$4,895,359,916	74.4%		$3,619,713,485	55.0%	

Courtesy of National Transportation Enhancements Clearinghouse

Appendix C: Information Required on a New York TE Application

Appendix B

PROJECT APPLICATION

General Instructions

This chapter contains the project application form and instructions for preparing an application. Applications should be carefully prepared, as the information contained in each application will be used to:

- determine funding eligibility under the Transportation Enhancements Program
- compare the merit of the project against other projects competing for funds
- document the scope of the project that is expected to be delivered in the event that the project is selected for funding

The project application form is four pages long. The first three pages provide a summary of key project information. The fourth page is a list of required attachments. The page limits shown in the application form for each attachment must be adhered to by the application preparer. A page is defined as one side of an 8½" x 11" sheet of paper. All pages in excess of the designated maximum number of pages will be removed and discarded, and will not be considered in the application review.

The deadline for the 2006 TEP applications is June 30, 2006.

Your TEP Coordinator (Appendix A) is available for questions regarding the project application. The Regional call letter should provide information on workshops in your area. This letter should also specify how many copies of the application to submit and where to submit them.

Line by Line Instructions

Cover Sheet:

Project Name: Provide the name used to identify the project. The project name should be concise, unique and descriptive of the project. Some examples:

Good name: River Valley Bicycle Path: Route 99 to Main Street
Poor name: Construction of a bicycle path

Good name: Utopia Village Green Landscaping
Poor name: Landscaping and beautification

Good name: General Smith RR Station Restoration
Poor name: Historic preservation

Project Location: List the municipality or municipalities and the county or counties in which the project is located.

Sponsor: Provide the name of the sponsor (the agency, not the contact person within the agency).

Applicant: Provide the name of the applicant (the entity, not the contact person within the entity).

Page Two:

Sponsor Information: The sponsoring agency should be the same as shown on the cover sheet. The remaining items are self-explanatory, and should provide all pertinent information about the sponsor. The contact person should be knowledgeable of all aspects of the project, authorized to speak on behalf of the sponsor, and prepared to manage or oversee the project as it is advanced from the application stage to final implementation.

Applicant Information: The applicant should be the same as shown on the cover sheet. The remaining items are self-explanatory, and should provide all pertinent information about the applicant. If the Applicant is the same as the Sponsor state "same as above" in the first line. See Chapter 3 for more information regarding project applicants.

Page Three:

Enhancement Activity Category: Typically, a project will qualify under only one of the twelve enhancement categories listed. The identified category should be the one that best characterizes the majority of the work associated with the project or accounts for most of the project costs. Incidental or ancillary work included as part of a project does not qualify the project under multiple categories. For example, a project to restore the exterior of a landmark building that includes some minor landscaping work and sidewalk reconstruction might qualify under category six (historic preservation) but would not also qualify under category five (landscaping and other scenic beautification) or category one (provision of facilities for pedestrians and bicycles).

In rare circumstances, a project could contain significant project elements that might qualify under more than one category.

Projects must qualify under at least one category to be eligible for enhancement funding.

In Attachment D, the applicant is required to provide a brief explanation justifying why the project qualifies under the identified category or categories.

Project Costs and Funding: From Attachment H, show the amount of Transportation Enhancement Program (TEP) funds being requested (line 1), the required local match to the requested TEP funds (line 2), the total funding provided from other (non-TEP) fund sources (line 3), the corresponding total

funding needed for the project (line 4), and the anticipated total cost of the project (line 5).

Line 4 should equal the sum of lines 1, 2 and 3, and should equal or exceed the project cost shown in line 5. If line 4 does not equal or exceed line 5, an explanation should be included in Attachment H.

Attachments:

Attachment A – Sponsor Information

This attachment should include a description of the sponsoring agency, and should demonstrate the agency's ability to hire professional firms and contractors, acquire property, and otherwise advance the project in compliance with federal and state law. Qualifications of key people to be involved in the project should be briefly described. The sponsor's past and current performance on previously approved federal aid projects, including enhancement projects, should also be discussed.

Understand that if your TEP project is approved, the sponsor and NYSDOT will enter into a formal agreement that contains a resolution passed by the appropriate governing body. This resolution will state that the sponsor is willing to:

- enter into a formal agreement with NYSDOT
- pay project costs first, then request reimbursement of eligible costs from NYSDOT
- accept responsibility for the project development in accordance with federal requirements
- enter into any necessary agreement with the project applicant

When a state agency or authority is the sponsor a letter stating the above is required.

Further information concerning project financing can be found in Chapter 4, and an overview of the federal aid process can be found in Chapter 5.

A maximum of one page of text is allowed.

Attachment B – Applicant Information

This attachment should include a description of the applicant. If the applicant is going to progress the project for the sponsor, then the applicant's ability to hire professional firms and contractors, acquire property, and otherwise advance the project in compliance with federal and state law should be included. Qualifications of key people to be involved in the project should be briefly described. The applicant's past and current performance on previously approved federal aid projects, including enhancement projects, should also be discussed.

When the applicant and the sponsor are identical, this attachment should consist solely of a statement to this effect.

Understand that if your TEP project is approved, and the applicant and the sponsor are not identical, the applicant and the sponsor will enter into an agreement that contains a resolution as stated in "Attachment A – Sponsor Information" where the applicant's responsibilities are stated.

This attachment must be no longer than 1 page.

Attachment C – Project Description

This attachment should include a complete, yet concise, description of the project, including a depiction of existing conditions and a detailed portrayal of the proposed improvements or activities (that is, what the project will build or accomplish). A project map, showing key project elements and/or features and limits of work (termini) should be included. Photographs, sketches or illustrations can also be included if they aid in describing the project.

The project description should also highlight all issues that will need to be addressed in order to successfully implement the proposed project. Please describe existing property ownership at proposed improvement location. Other issues may include, but not necessarily be limited to, property acquisition, environmental issues (including historic preservation), public controversy, and coordination with other agencies (railroads, utilities, regulatory agencies, etc.). This information is important to assess project viability.

If the proposed project is part of a larger project, clearly describe the overall project and identify the proposed project's logical termini and independent utility.

A general location map is required. The general location map should show sufficient information to allow a person who is unfamiliar with the project and/or area to easily find the project. USGS quadrangle maps or commercially available road maps can be used for the location map.

The information included in this attachment should clearly define the scope of the project and not the benefits of implementing the project. Project benefits should be described in Attachment G.

As a program rule, all enhancement projects must be advanced at the same scope for which they were approved. Project scope cannot be reduced due insufficient funding or altered due to changes in political or financial priorities. However, during project development, extraordinary circumstances may arise that prevent the implementation of a project at the original, approved scope. Examples of such extraordinary circumstances include the unanticipated change in right-of-way availability, the disapproval of a project by a regulatory agency (e.g. – NYSDEC, the State Historic Preservation Officer, etc.), and unanticipated community opposition to the project. In these rare circumstances, a project scope change requested by an applicant may be approved by NYSDOT.

A maximum of three pages of text is allowed. A maximum of six additional pages for the required general location map, and any optional project maps, photographs, sketches or illustrations may also be included in the attachment. One or two larger sheets (11" x 17" or 22" x 34") showing key conceptual project elements can be included in addition to

the maximum number of three (3) 8½" x 11" pages of text and six (6) 8½" x 11" pages of maps, photographs, sketches or illustrations.

Attachment D – Eligibility: Project Category or Categories

This attachment should be used to identify the category or categories under which a proposed project qualifies for the Transportation Enhancement Program. A brief explanation justifying why the project qualifies under the identified category or categories is required. Be sure to include answers to the *Guiding Questions for Eligibility and Viability* for the category or categories under which the proposed project qualifies. The *Guiding Questions for Eligibility and Viability* can be found in Chapter 2. The information provided in Attachment D will be used to determine the project's eligibility for federal funds. The Sponsor's or Applicant's inability to answer the Guiding Questions will not have a negative effect, however answering as many questions as possible may help clarify eligibility.

Please also refer to the instructions on page 60 of this guidebook regarding the "Enhancement Activity Category" section of the project application.

This attachment must be no longer than 1 page.

Attachment E – Eligibility: Relationship to Surface Transportation

This attachment should be used to identify and justify the project's relationship to surface transportation. This information will be used to determine the project's eligibility for federal funds. See Chapter 2, Section B, for further information.

This attachment must be no longer than 1 page.

Attachment F – Eligibility: Benefit to the Public Interest (Public Access/Use)

This attachment should be used to explain the intended public use of and access to the proposed project. This information will be used to determine the project's eligibility for federal funds.

As described in Chapter 2, Section C, all enhancement projects must provide a public use and benefit, and must be available and accessible to the general public regardless of whether the project is owned and/or operated by a public entity or a private owner.

In this attachment, the following are expected to be addressed:

- Access: State whether the facility will be open at all times, and describe any limitations associated with access. State whether the facility will be open to the general public, and detail any restrictions regarding who can use the facility.
- Use: Describe all permitted and prohibited uses (for example, state the allowable uses of a multi-purpose trail).

- Fees: Explain any fees associated with access to and use of the facility. If fees will be charged, detail the fee structure (e.g. – the fees charged for all types of users). Describe why the fees are or will be in place and what the fee revenue is or will be used for.

This attachment must be no longer than 1 page.

Attachment G – Expected Benefits to Result from Project

In this attachment, expected benefits of the project should be described. To the maximum extent practical, the benefits should be quantified, and the methodology for arriving at the quantities should be identified and/or described.

The information contained in this attachment will be used to judge the merit of the project and to compare the project with other proposed projects. See Chapter 6 for project rating criteria.

This attachment must be no longer than 3 pages.

Attachment H – Project Costs and Funding

The information included in this attachment should be broken into two parts:

- Project Costs – the estimated costs for developing, building and inspecting a construction project or developing and implementing a non-construction project.
- Project Funding – the funds available and needed to build or implement the project.

Project costs should be detailed first. Project costs should include the anticipated costs for all project phases: preliminary engineering, right-of-way (property) acquisition, construction and construction inspection (see Chapter 5 for more information about the federal aid process). Construction costs should be broken down by key project elements.

When estimating costs, be sure to:

- Get a certified professional in the appropriate field to develop the cost estimate
- Develop a realistic project schedule
- Include adequate time and expenses for the preparation of the design approval document and the required environmental review
- Adjust cost estimates for inflation over the expected project timeline
- Account for wage requirements associated with federal-aid construction projects
- Include contingencies if there is uncertainty about the costs

Project funding should be detailed in the second part of this attachment. Show all funding available for use in the project, the associated fund sources, and the status of the funds (e.g. – awarded and available until a certain date, requested and awaiting a decision, etc.). Include the amount of federal enhancement funds requested by phase, the amount of required non-federal share and a description of any donations or other innovative financing techniques to be used again by phase. Include funding that is projected to be available at the time the project is scheduled to be implemented (e.g. – funds available through future fund-raising activities or future appropriations by a municipality). Also include contingency funding that may be available if project costs exceed current estimates.

A summary of the project costs and available funding should be shown on page three of the project application.

This attachment must be no longer than 2 pages.

Attachment I – Implementation Schedule

Provide an estimated schedule for implementation of the project. For a construction project, this section should address the following key elements of project development:

	Start Date	End Date
Enhancement Funds Awarded		(mm/yy)
Execute Agreement with NYSDOT	(mm/yy)	(mm/yy)
Select & Hire Architect/Engineer	(mm/yy)	(mm/yy)
Prepare Design Approval Document	(mm/yy)	(mm/yy)
Acquire Property (if applicable)	(mm/yy)	(mm/yy)
Prepare Contract Documents	(mm/yy)	(mm/yy)
Bid and Award Project	(mm/yy)	(mm/yy)
Construct & Inspect Project	(mm/yy)	(mm/yy)

The anticipated date of the award of enhancement funds should be shown as a starting point. See Chapter 5 for further information regarding the federal aid process.

Guidance regarding typical time frames can be obtained from the appropriate NYSDOT Transportation Enhancement Program Coordinator.

This attachment must be no longer than 1 page.

Attachment J – Maintenance & Operation of Project

This attachment should be used to identify the agency or agencies that will be responsible for maintenance and operation of the facility after completion, and to describe the method or methods in which the facility will be maintained.

This attachment must be no longer than 1 page.

Attachment K – Documentation to Support Project Eligibility

If applicable, this attachment should contain official documentation necessary to support project eligibility, and includes such items as:

- Documentation from the New York State Office of Parks, Recreation and Historic Preservation (State Historic Preservation Office) that a site or highway is listed on or is eligible for listing on the National Register of Historic Places (see description for Categories 3, 4, 6, and 7 in Chapter 2)

- Documentation that a highway is a Federal or State designated scenic byway (see description for Categories 3 and 4 in Chapter 2)

Attachment L – Documentation of Community and Political Support

Letters of support from local governing bodies would represent evidence. Support for these projects may include the following:

- Endorsement action from local governments (resolutions, etc.)
- Letters of support/endorsement actions from interest groups (e.g. Chambers of Commerce, advocacy groups, neighborhood associations, etc.) Letter(s) of support from elected officials
- Letter(s) of support from elected officials

Appendix D: New York TE Program Ratings Criteria

Project Rating Criteria

A well planned, publicly supported, informatively written, TEP application with detailed quality cost estimates which addresses the following project rating criteria will compete effectively for limited TEP funding.

Project applications should emphasize information which supports the project rating criteria. Understanding the criteria may also give an indication of how a project may compete against other projects submitted under this program.

The merit of each project will be rated and ranked based on the following criteria:

1. **Enhancement of Regional & Local Environment:**

   a) Preserves or positively influences natural or cultural resources, scenic quality, air or water quality, wildlife habitat or migration

   In general, this category focuses on the "natural" environment. Examples include:

   - Conservation or protection of Natural and Cultural Resources
   - Preservation or enhancement of Scenic quality
   - Air quality improvement
   - Water quality improvement
   - Preservation, restoration, creation or enhancement of wildlife habitat/migration areas

   b) Improving the quality of life through job creation, increased tourism, economic development, balanced distribution of funds and other socio-economic factors.

   This category focuses on the potential for positive economic impacts resulting from an enhancement project. Examples include:

   - Additional jobs created in the community
   - Enhancement of tourism and visitor revenues
   - Potential enhancement of Economic Development (e.g. marketability of the community) is enhanced
   - Economically challenged individuals are assisted.

2. **Enhancement of Transportation Plans, Projects:**

   a) Increased or improved access to activity centers (business, school, recreation, shopping, etc.) Additions or improvements to existing transportation systems

   The focus of this category should be on the enhanced mobility of persons or on significant improvement in the quality of the trip experience. Examples here are best expressed in the form of questions:

   - How many people will use these new connections?

- What is the current level of connectivity/access (i.e. how dramatic are effects of the proposed improvements)?
- Is user safety/security a current issue?
- Is access guaranteed to all individuals?
- How will this project enhance the "trip experience"?
- What activity centers will be connected?

b) Reinforces or complements the regional transportation system, fills deficiencies in the system, has multi-modal aspects, or connects transport modes

This category concentrates on the development of the intermodal transportation system. Whereas the previous category looked at how the proposed project meets user "demand", this category looks at the "supply" aspects of the transportation equation. Examples include:

- Transportation modes being connected (e.g. bikes and pedestrians, bikes and buses, bikes and autos, trains and pedestrians, etc.). Also, projects identified in transportation plans; a part of continuing or ongoing transportation programs.

- System deficiencies being addressed (e.g. Pedestrian circulation systems, bikeway systems, etc.).

3. **Relationship to/Support for Other Plans, Projects:**

a) Implements goals in regional plans or other federal, state or local plans. Letters demonstrating broad based support from community and local interest groups may be considered.

This is a critical category in that it represents the level of community and political support for the project. Projects that demonstrate evidence of a combination of both "grass roots" support and support from the appropriate officials are more favorable than those that do not. The degree of support is also critical: letters from individuals are good, but resolutions, petitions, or other formal actions of support by groups of people are better.

The linkage to existing plans is critical. This is particularly true for projects within urbanized areas under the jurisdiction of a Metropolitan Planning Organization (MPO). If a project is consistent with, or actually may implement some aspect of various plans, ordinances, local master plans, etc., it is appropriate to make note of that fact however, such letters are not mandatory. Examples of support:

Letters of support from local governing bodies would represent evidence. Support for these projects may include the following:

- Letter(s) of support from elected officials
- Endorsement action from local governments (resolutions, etc.)
- Letters of support/endorsement actions from interest groups (e.g. Chambers of Commerce, advocacy groups, neighborhood associations, etc.)

b) A one-time opportunity exists to accomplish the project. The project is threatened. There is an immediate need or the project will be lost, or a resource substantially degraded. Unavailability of funds does not, in and of itself, justify project need.

4. Size of Matching Share, Assurance of Availability:

Federal regulations require a 20% match and the ability to provide a match in excess of 20% benefits the overall program as it allows federal funds to be used for additional enhancement projects. The rating committee will look favorably on projects that demonstrate a reasonable assurance that the 20% match is readily available, and will look even more favorably on projects exceeding the minimum 20% match. However, the economic situation of any Sponsor Application ability to finance a project's match will be considered. Those less wealthy project teams will not be downgraded because they can not afford to overmatch.

5. Direct User, Immediate Area and Environment Benefits:

Increases the availability, awareness or protection of historic community, visual or natural resources. Identifies the groups in the population, including people with disabilities, who will benefit from or are likely to use the project. The variety of user groups and the number of users will be considered. The preservation or enhancement of related unique features will be considered.

There is some similarity between criteria **1.a**. and this; however a distinction may be made that this criteria focuses on the direct user benefits of the proposed project. Examples follow:

- Number of persons/groups of persons who will benefit (e.g. pedestrians, cyclists, equestrians, skiers, travelers, etc...).
- Preserves community resources (e.g. neighborhoods, cultural facilities, gathering areas, etc.).
- Provides accessibility to people with disabilities.

6. Innovative, Creative, or Mix of Activities:

a) Project encompasses two or more eligible transportation enhancement activities. Many transportation enhancement project proposals may technically encompass two or more eligible activities. If they do, the rating committee will consider this fact in their rating. However, each individual aspect of the proposal should "stand alone" in the sense; if the project were split by category, each would qualify on its own merits: (e.g. landscaping might be only a side-effect to the development of scenic overlook and probably would not receive extra credit).

b) Project is innovative or could serve as a model for similar enhancement projects.

The determination of the level of "innovation" or the suitability of the project as a "model" will be a consideration. Unique design or application, new technologies, development of public/private partnerships and multi-jurisdictional projects, are all good examples. Examples follow:

Project is extremely unique / definitely a model
Project has unique characteristics / some model potential
Project has a couple of unique characteristics

7. Supportive of Master Planning in Recognized Areas of Special Significance:

This includes current plans of statewide or broad area special significance. Examples of such plans are those developed for Adirondack and Catskill Parks, Hudson River Valley Greenway, Coastal Zones, Urban Cultural Parks and the State Openspace Conservation Plan.

The rating committee will determine the "statewide significance" issue. In addition to those plans listed above, the rating committee may also consider: the Statewide Comprehensive Outdoor Recreation Plan, Statewide Transportation Plan, or Canalway Plan, projects that support ADA requirements, or implementation actions required in air quality non-attainment areas.

8. Level of Community, Regional Support:

Consideration will be given for extensive efforts to reduce project costs (e.g. volunteer labor and other goods and services), and other efforts to improve the cost-effectiveness of the project (relationship between performance or productivity and the annualized total project cost). Increasing the match does not reduce the project cost. Do not confuse this criterion with criteria number 4.

While eligible as match funds, the donation of goods and labor, particularly from "grass-roots" organizations, for the completion and maintenance of the project deserve special attention if proposed to be non-participating or truly "donated" to the project. In addition, other efforts, such as financial packaging or the use of other grant funds that reduce the overall cost of the eligible project also deserve merit.

Appendix E: FY 2007 New Starts Projects

FEDERAL TRANSIT ADMINISTRATION			
TABLE 14			
FY 2007 SECTION 5309 NEW STARTS ALLOCATIONS			
STATE	EARMARK ID	PROJECT LOCATION AND DESCRIPTION	ALLOCATION
Alaska	D2007-NWST-001	Denali Commission	5,000,000
Alaska/Hawaii	D2007-NWST-002	Alaska and Hawaii Ferry	15,000,000
Arizona	D2007-NWST-003	Central Phoenix/East Valley LRT	90,000,000
California	D2007-NWST-004	Metro Gold Line Eastside Light Rail Extension	100,000,000
California	D2007-NWST-005	Mission Valley East	806,654
California	D2007-NWST-006	Oceanside Escondido Rail Project	684,040
California	D2007-NWST-007	BART Extension to San Francisco International Airport	2,424,694
Colorado	D2007-NWST-008	Southeast Corridor LRT	80,000,000
Colorado	D2007-NWST-009	West Corridor LRT	35,000,000
District of Columbia/Maryland	D2007-NWST-026	Largo Metrorail Extension	35,000,000
Illinois	D2007-NWST-010	Douglas Branch Reconstruction	1,573,675
Illinois	D2007-NWST-011	Ravenswood Line Extension	40,000,000
Illinois	D2007-NWST-012	Union-Pacific West Line Extension	1,255,978
Maryland	D2007-NWST-013	Central Light Rail Double Track	482,822
North Carolina	D2007-NWST-014	South Corridor LRT	70,744,065
New Jersey	D2007-NWST-015	Hudson-Bergen MOS-2	100,000,000
New York	D2007-NWST-016	Long Island Rail Road Eastside Access	300,000,000
Ohio	D2007-NWST-017	Euclid Corridor Transportation Project	693,013
Oregon	D2007-NWST-018	Interstate MAX LRT Extension	542,940
Oregon	D2007-NWST-019	South Corridor I-205/Portland Mall LRT	80,000,000
Oregon	D2007-NWST-020	Wilsonville to Beaverton	27,600,000
Pennsylvania	D2007-NWST-021	North Shore LRT Connector	55,000,000
Puerto Rico	D2007-NWST-022	Tren Urbano	2,670,518
Texas	D2007-NWST-023	Northwest/Southeast LRT MOS	80,000,000
Utah	D2007-NWST-024	Weber County to Salt Lake City Commuter Rail	80,000,000
Washington	D2007-NWST-025	Central Link Initial Segment	80,000,000
----------	----------	Unallocated Balance	265,861,601
TOTAL ALLOCATION.....			$1,550,340,000

Appendix F: Projects of National and Regional Significance earmarked in SAFETEA-LU

No.	State	Project Description	Amount
1.	CA	Bakersfield Beltway System	$140,000,000
2.	VA, WV, OH	Heartland Corridor Project including multiple intermodal facility improvements and improvements to facilitate the movement of intermodal freight from VA to OH	$90,000,000
3.	CA	Roadway improvements in and around the former Norton Air Force Base as part of the Inland Empire Goods Movement Gateway project	$55,000,000
4.	MI	Planning, design, and construction of a new American border plaza at the Blue Water Bridge in or near Port Huron, MI	$20,000,000
5.	IL	Construction of O'Hare Bypass/Elgin O'Hare Extension	$140,000,000
6.	WI	Reconstruction of the Marquette Interchange, Milwaukee WI	$30,000,000
7.	IL	CREATE	$100,000,000
8.	OR	I–5 Bridge repair, replacement and associated improvements in the I–5 corridor	$160,000,000
9.	CA	Alameda Corridor East	$125,000,000
10.	IL	Mississippi River Bridge and related roads	$150,000,000
11.	CA	Transbay Terminal	$27,000,000
12.	NY	Cross Harbor Freight Movement Project, New York	$100,000,000
13.	WA	Alaska Way Viaduct and Seawall Replacement	$100,000,000
14.	CA	Gerald Desmond/I–710 Gateway Project	$100,000,000
15.	CO	Denver's Union Station	$50,000,000
16.	MN	Union Depot Multimodal Transit Facility	$50,000,000
17.	CA	Sacramento Intermodal Station	$3,000,000
18.	NJ	Liberty Corridor	$100,000,000
19.	NM	Relocate the El Paso, TX rail yard to Santa Teresa	$14,000,000

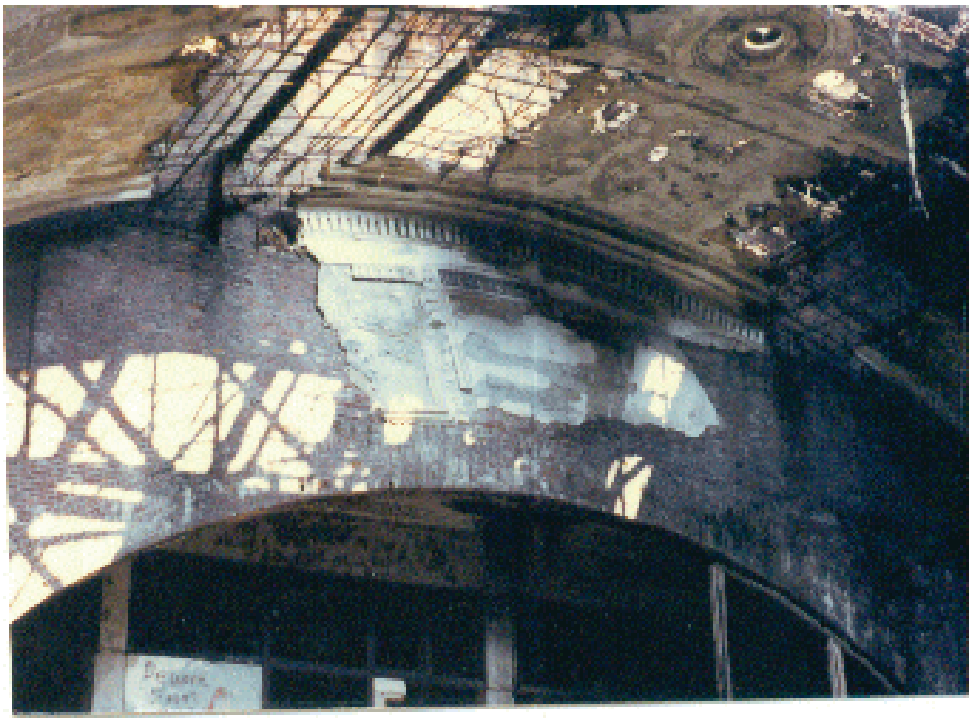
No.	State	Project Description	Amount
20.	PA	Route 23/US 422 Interchange Modernization and Route 363/US 422 Interchange Improvement Project and U.S. 422 Widening, Montgomery County, PA	$20,000,000
21.	PA	Route 28 Widening and improvements, Allegheny County, PA	$15,000,000
22.	PA	Improvements to I–80, Monroe County, PA	$15,000,000
23.	SC	I–73, Construction of I–73 from Myrtle Beach, SC to I–95, ending at the North Carolina State line	$40,000,000
24.	VA	Rail Relocation to route 164/I–664 rail corridor, Portsmouth	$15,000,000
25.	WA	Replacement of the Alaskan Way Viaduct and Seawall in Seattle	$120,000,000

Appendix G: Original Views of Worcester Union Station

View of the Mall Hall of Worcester Union Station.

View of the Rotunda as originally designed.

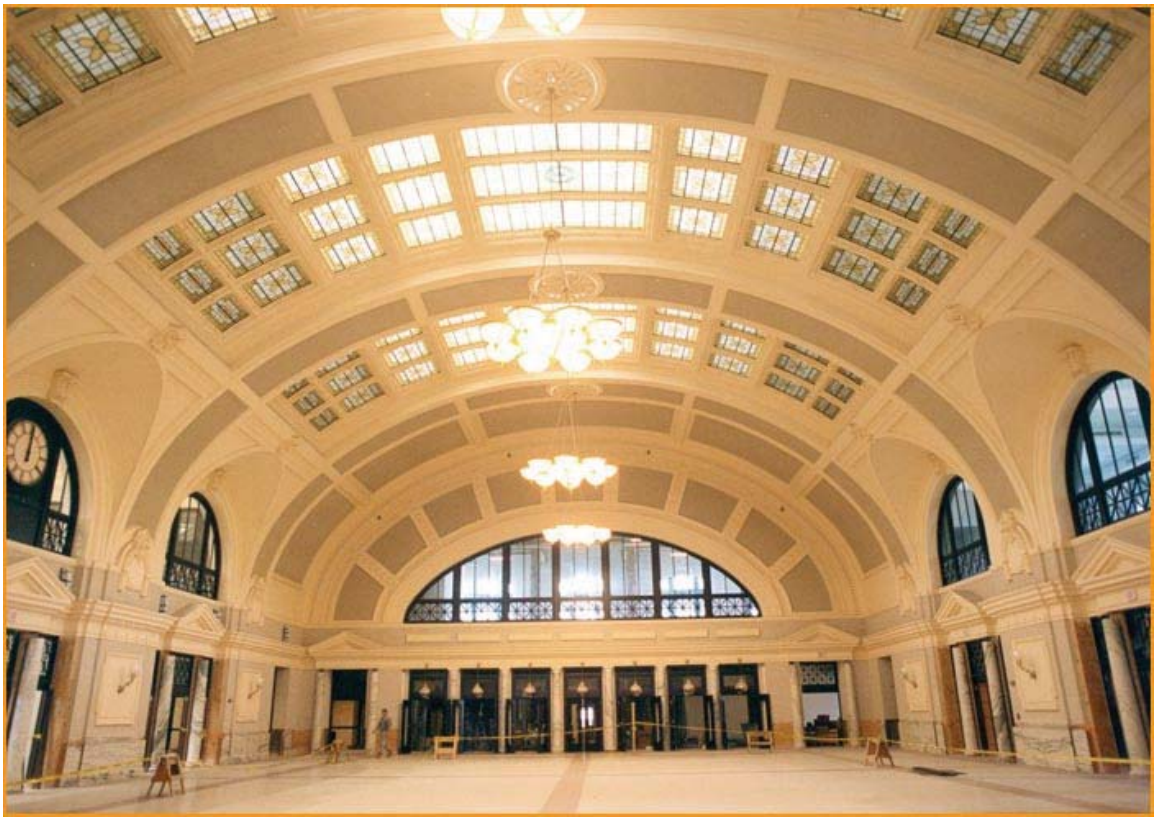
Appendix H: Worcester Union Station in disrepair



Deteriorated plaster with the Main Hall.

The Rotunda prior to rehabilitation.

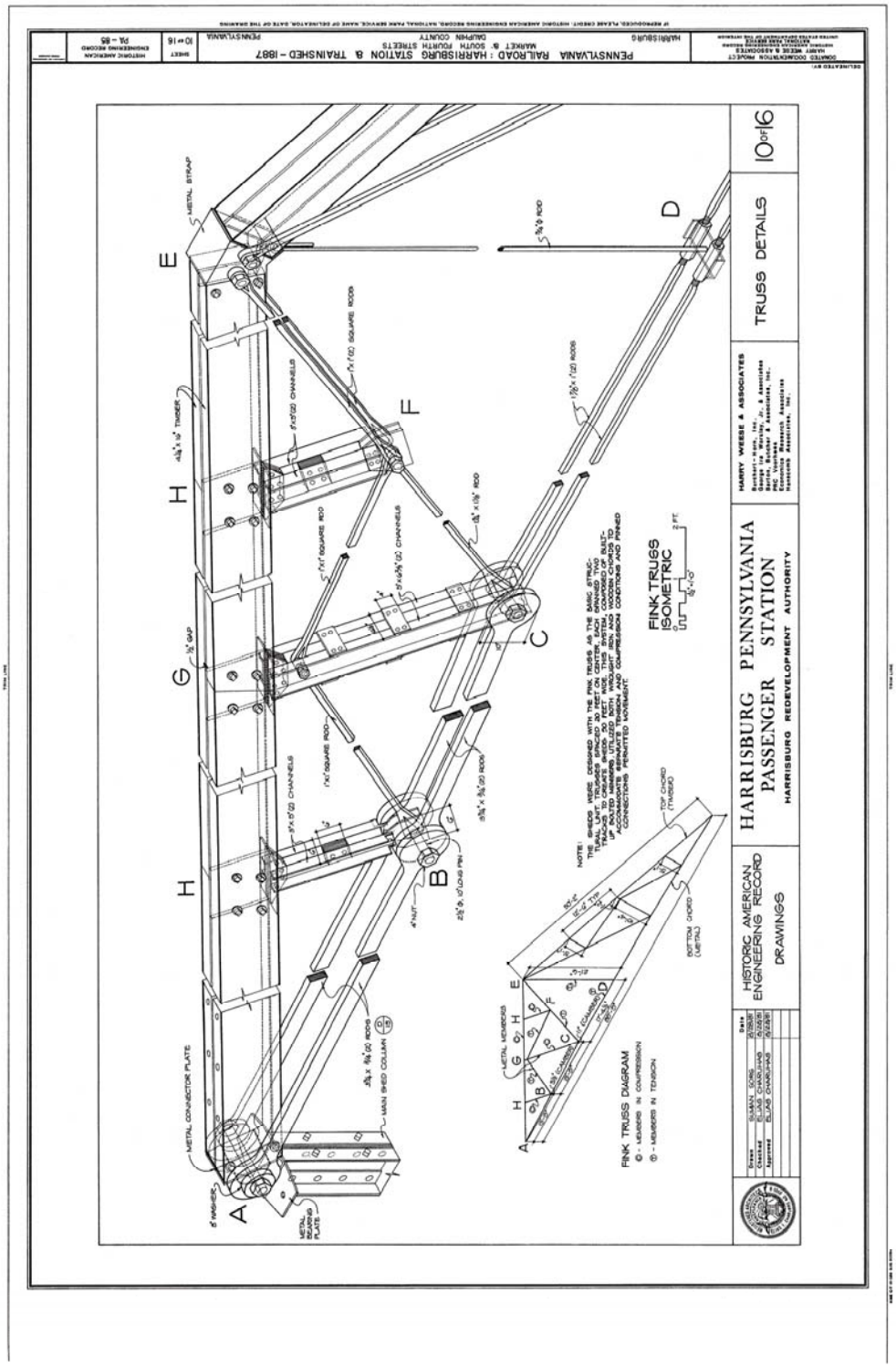
Appendix I: Photos of Worcester Union Station post-rehabilitation

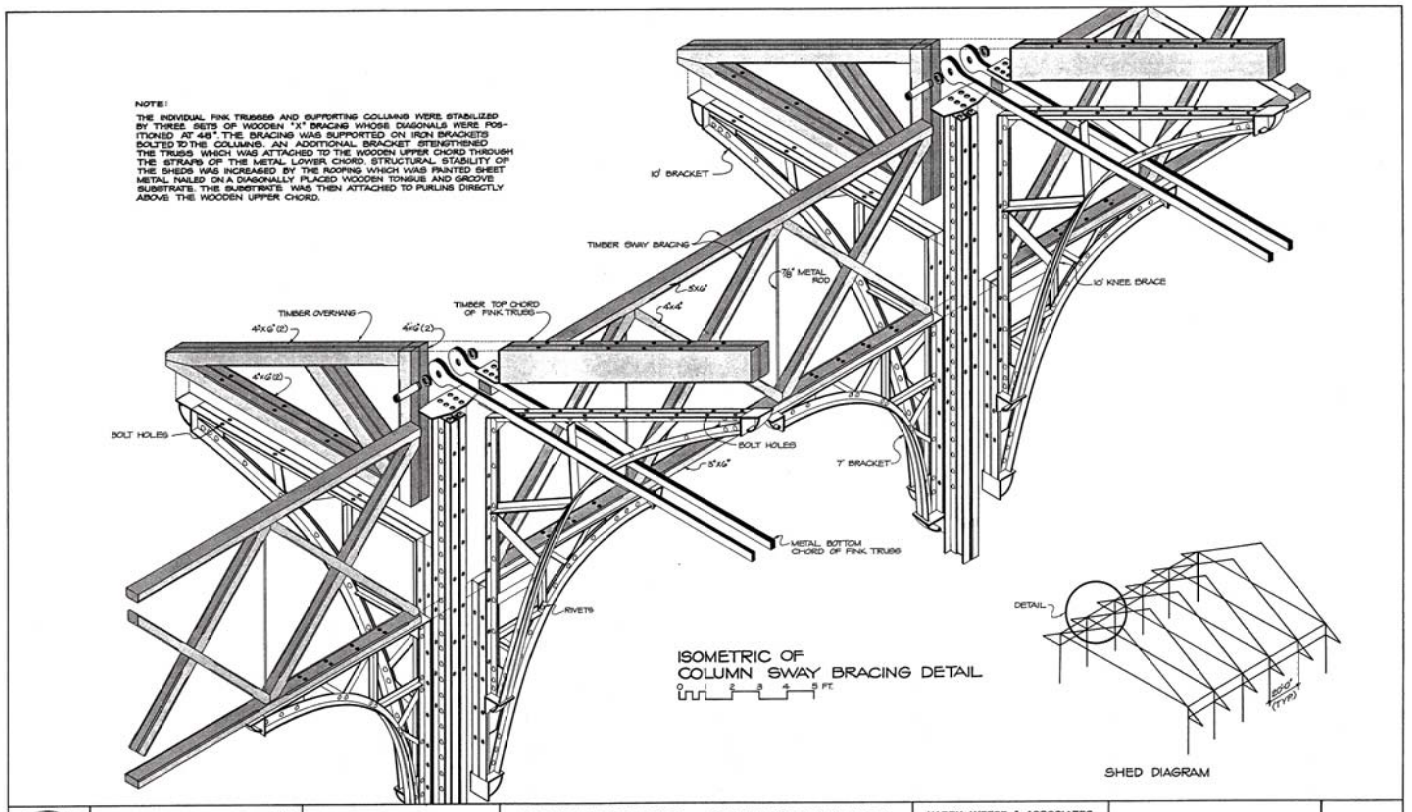


Worcester Union Station Main Hall, 1999.

Worcester Union Station Rotunda, 2000.

Appendix J: HABS Drawings of Harrisburg Union Station Fink Truss





	Name	Date
Drawn	SUMAN SORG	6/2001
Checked	ELIAS CHARUHAS	6/2001
Approved	ELIAS CHARUHAS	6/2001

HISTORIC AMERICAN ENGINEERING RECORD

DRAWINGS

HARRISBURG PENNSYLVANIA PASSENGER STATION

HARRISBURG REDEVELOPMENT AUTHORITY

HARRY WEESE & ASSOCIATES

Buchart - Horn, Inc.
George Ira Worsley, Jr. & Associates
Barton, Butcher & Associates, Inc.
PRC Voorhees
Economics Research Associates
Hanscomb Associates, Inc.

TRUSS DETAILS

11 OF 16

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DONATED DOCUMENTATION PROJECT
HISTORIC AMERICAN ENGINEERING RECORD
NATIONAL PARK SERVICE
UNITED STATES DEPARTMENT OF THE INTERIOR

PENNSYLVANIA RAILROAD : HARRISBURG STATION & TRAINSHED - 1887
MARKET & SOUTH FOURTH STREETS
HARRISBURG DAUPHIN COUNTY PENNSYLVANIA

HISTORIC AMERICAN ENGINEERING RECORD PA-165

SHEET 11 of 16

Appendix K: 1987 HABS Photographs of Harrisburg Union Station

View of the Main Hall.

View of the Passenger Concourse.

Appendix L: Harrisburg Transportation Center, Phase II Budgets

	Harrisburg Redevelopment Authority **Harrisburg Transportation Center Phase II** **Redevelopment Current Project Budget 9/02-5/07**			
Funding Source	Agency/Program	Budget	Received to Date	Balance
Federal	TEA-21 Demonstration Project Grant (HPP)	$1,875,000	$1,875,000	$0
Federal	Revenue Aligned Budget Authority Funding (RABA)	$49,300	$7,461	$41,839
Federal	2004 Omnibus Appropriations Transportation Funding	$1,200,000	$0	$1,200,000
Federal	TEA-21 Enhancement Project Grant	$956,800	$0	$956,800
State	PA Capital Grant	$600,000	$363,558	$236,442
State	Interest Earned on Investment of PA Infrastructure Bank Loan	$43,395	$20,704	$22,691
Local	PA Infrastructure Bridge Loan	$300,000	$27,695	$272,305
Local	City of Harrisburg Contribution	$120,000	$79,363	$40,637
Total	Phase II Estimated Funding	$5,144,495	$2,373,780	$2,770,715

	Harrisburg Redevelopment Authority Harrisburg Transportation Center Phase II Additional Redevelopment Proposed Project Budget 4/07-9/09			
Funding Source	Agency/Program	Budget	Received to Date	Balance
Federal	2005 Omnibus Appropriations Transportation Funding	$1,000,000	$0	$0
Federal*	2007 Omnibus Appropriations Transportation Funding	$1,200,000	$0	$0
State	PA DCED Housing and Redevelopment Assistance Grant	$550,000	$0	$0
Local	Amtrak Funding Contribution	$0	$0	$0
Total	Phase II Estimated Funding	$2,750,000	$0	$0
* Pending Federal Project Funding				

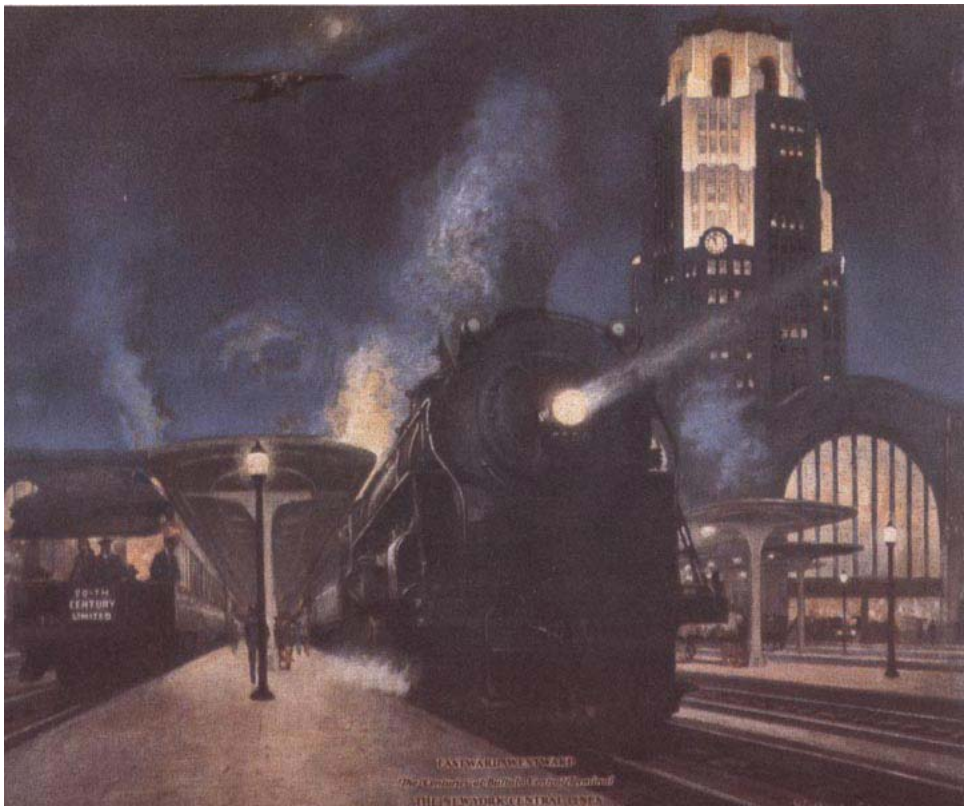
Appendix M: Current Photographs of Harrisburg Transportation Center

View of Main Hall, 2007.

View of Passenger Concourse, 2007.

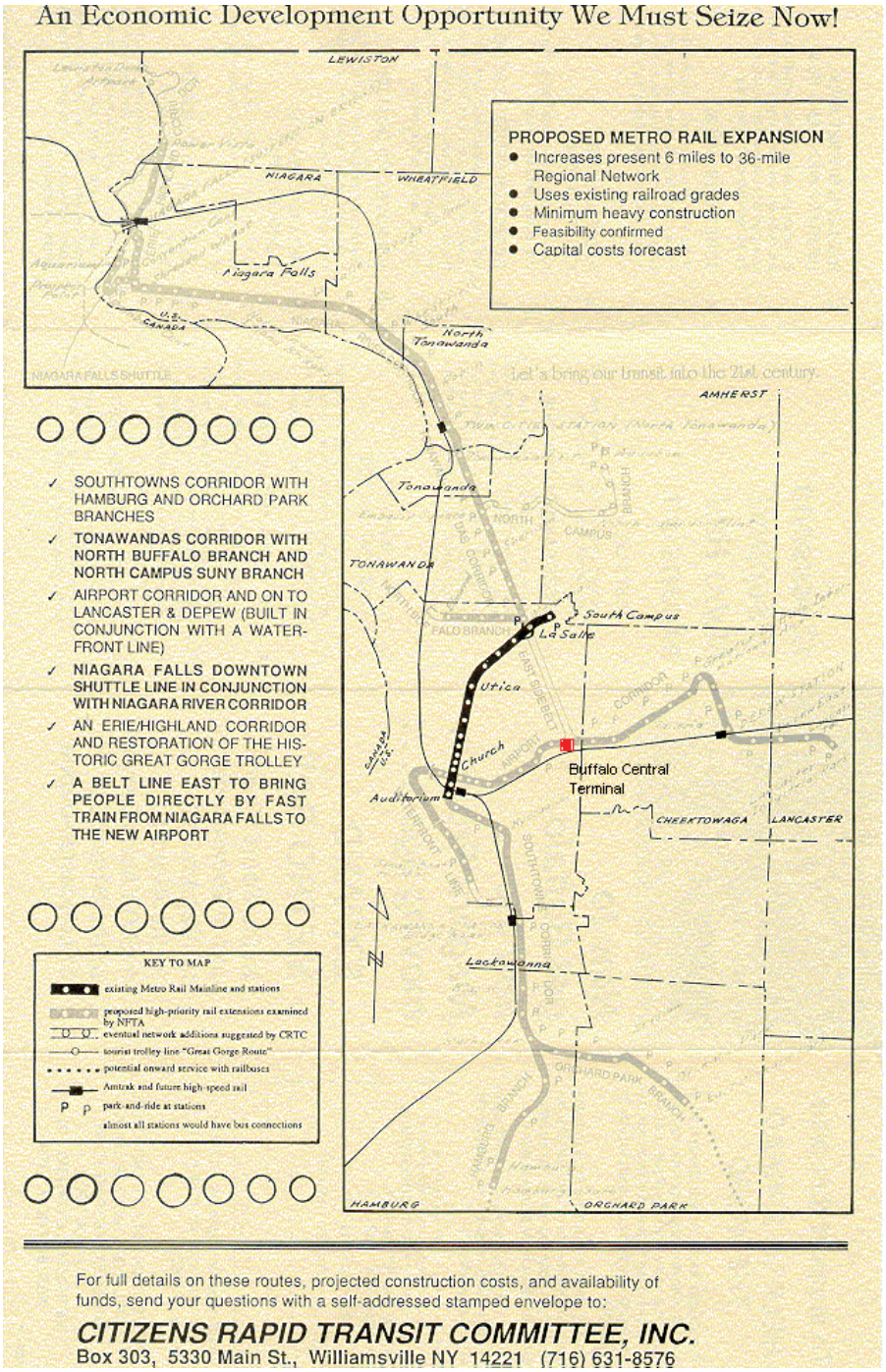
Appendix N: Early Images of Buffalo Central Terminal

Main Concourse, 1929.



New York Central Railroad calendar painting illustrating a Ford Tri-Motor airplane above the 20th Century Limited passenger train.

Appendix O: Citizens' Regional Transportation Corporation map of proposed light rail expansion in Buffalo



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