MINUTES

TASK FORCE ON RAIL PASSENGER SERVICE

November 30, 1999
Union Station
2300 Main, Suite 130
Kansas City, Missouri

Members Present

Representative Ed McKechnie, Chairman
Senator Nick Jordan, Vice Chairman
Senator Chris Steineger
Representative Gary Hayzlett
Representative Andrew Howell
Mr. Nelson Mann
Ms. Ellen Samuelson

Members Absent

Senator Robert Tyson
Mr. Richard Webb

Staff Present

Reed Holwegner, Kansas Legislative Research Department
Hank Avila, Kansas Legislative Research Department
Robert Waller, Kansas Legislative Research Department
Bruce Kinzie, Revisor of Statutes Office
Lisa Montgomery, Revisor of Statutes Office

Conferees

Lisa Ashner Adkins, Bi-State Cultural Commission
Chuck Ferguson, Johnson County Transit

Dick Jarrold, Chief Engineer for the Kansas City Area Transportation Authority (ATA)
James E. Wolfe, Director for Governmental Affairs for Amtrak Intercity
Laura Kliewer, Senior Policy Analyst, Council of State Governments Midwestern Legislative Conference
Larry Spahn
John Shumin
Eddie Allen, Wichita, Kansas
Joyce E. Allen, Wichita, Kansas
Chris Whitmore, Overland Park, Kansas
Ron Morgan, Pittsburg, Kansas
Kathy Spahn

Morning Session

The meeting was called to order by Representative Ed McKechnie, Chairman of the Rail Passenger Service Task Force, at 9:04 a.m., at the administrative offices of Union Station in Kansas City, Missouri.

Chairman McKechnie opened the meeting by having staff and Task Force members introduce themselves. He later described the purpose of the Task Force and the day's agenda. The Chairman then introduced Lisa Adkins of the Bi-State Cultural Commission. Mrs. Adkins thanked the Task Force for its attendance in Kansas City and gave a brief summation of the work and funding that went into the restoration of Union Station

Chairman McKechnie called on Chuck Ferguson of Johnson County Transit (Attachment 1) to discuss the I-35 Commuter Rail Feasibility Study conducted by Johnson County. Mr. Ferguson said that I-35 was the "life-line" of Johnson County and that commuter rail would benefit the movement of riders. He said that commuter rail is easier to implement than light rail because of the existing infrastructure. Light rail, on the other hand, requires additional infrastructure improvements such as electrical lines. With regard to problems associated with traffic congestion, he explained that Johnson County has grown by 10,000 people per year since 1980, and has already exceeded population estimates for 2010. To help in the alleviation of traffic-related problems, Johnson County studied the widening of expressways, building high occupancy vehicle (HOV) lanes, constructing bus expressways, and developing commuter and light rail systems. He said Johnson County officials decided that commuter rail was the most feasible solution to their transportation needs. Commuter rail in Johnson County would also result in less road congestion and ensure compliance with federal clean air laws.

With regard to the benefits of commuter rail, Mr. Ferguson stated that it will help move individuals during peak travel times, provide greater access to other job markets, and give employers a larger selection of labor. Commuter rail would also increase revenue from tourists and conventions. Mr. Ferguson informed the Task Force that a Metropolitan and Commuter Rail Task

Force was formed to assist with the continued development and support of the project through the next planning and engineering phase. Task Force member Mr. Mann stated that commuter service will require additional bus service. Mr. Ferguson agreed that bus service must be connected with commuter service for this transportation element to work properly.

Chairman McKechnie directed staff to invite the Unified Government to the January meeting to discuss commuter rail issues. Senator Jordan inquired as to funding sources for this rail project. Mr. Ferguson informed the Task Force that over the last seven years commuter rail has been the fastest growing transportation mode. He said that the U.S. Congress approved a multi-year federal transportation bill which includes a $30 million line item for the I-35 Commuter Rail project. Chairman McKechnie asked staff to obtain information about projected job growth over the next ten years in Johnson County and the jobs associated with that growth.

The next conferee who appeared before the Task Force was Richard C. Jarrold of ATA.

Mr. Jarrold informed the Task Force of the ATA's duties in providing transit services for individuals in the metropolitan area (Attachment 2). ATA is a bi-state entity created by an interstate compact between Kansas and Missouri. Mr. Jarrold stated that ATA supports improved rail passenger service. Information gathered through two studies (Attachments 3 and 4) conducted by ATA, with the assistance of Johnson County and the City of Kansas City, Missouri, concluded that Union Station would be the ideal hub connection for this transportation mode. Mr. Jarrold also agreed with a previous conferee that the Task Force should focus on providing a bus service connection to and from the commuter trains. He also favored state funding of station improvements, including those which facilitate rail and bus connections.

Senator Steineger stated that in his view, Union Station should not be the "end" point, but rather a connector to all points along a commuter route. Senator Jordan agreed and expressed concern with the reverse commutes and whether those individuals could afford a ticket. Mr. Ferguson informed the Task Force that there are some employers who currently use bus service to shuttle workers to and from the job site.

Chairman McKechnie opened the meeting for the Task Force members and the public to discuss the structure of the Task Force's report and its conclusions and recommendations. Matt Dowty with the Oklahoma Passenger Rail Association recommended that the Task Force focus its attention on ticket prices, scheduling of routes, access to federal funding, and opportunities for mail express (Attachment 5). He said Amtrak should not be the only company providing essential services. Unbundling the services would allow the best price to be offered on each segment that relates to the transportation of individuals by passenger rail. Chairman McKechnie added that connections to Oklahoma should be linked through central and eastern Kansas.

Senator Jordan alluded to the passenger rail study commissioned by the Kansas Department of Transportation (KDOT) to aid the Task Force in its recommendations. Chairman McKechnie reiterated his concern that the Task Force must concentrate on the existing conditions of tracks and trains, ensure capital improvement enhancements, collaborate with neighboring states, consider commuter rail systems, and take in account the impact of rail passenger service on other

transportation modes. Mr. Mann reminded the Task Force that Burlington Northern Santa Fe (BNSF) must be involved in supporting the project. He also said BNSF must also be assured that rail passenger service will not diminish freight transportation. Mr. Mann suggested that if the level of freight service was decreased in one area, it could possibly be increased in another area to cause a net zero effect for the system. Chairman McKechnie added that statutory language will be needed to direct KDOT in the establishment of rail passenger service. However, the Chairman suggested the state should have a minimal role in operating the service. Senator Jordan suggested that any recommendations to the Legislature should extol the benefits of rail service. To aid in the transportation of passengers to and from the hub, Chairman McKechnie recommended the implementation of through-way bus service in any negotiations with Amtrak

Chairman McKechnie welcomed Laura Kliewer, Senior Policy Analyst for the Council of State Governments (CSG) Midwestern Office. Ms. Kliewer explained that the Midwest Regional Rail Initiative was proposed by a CSG task force to improve passenger rail service in the Midwest (Attachment 6). The Task Force is composed of nine states in the Midwest. They are Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin. The Task Force studied the transportation needs of the Midwest and has proposed a hub system for rail transportation to be centered in Chicago. To implement this proposal, the CSG task force has recommended a Midwest Interstate Passenger Rail Compact (Attachments 7 and 8). The CSG task force will dissolve once a minimum of three states have agreed to enter the compact. Each state will have four members to the commission that would be created by the compact. The commission would become an advocate for rail passenger service and help in the negotiation process with Amtrak, to set routes and help acquire federal funding. Chairman McKechnie asked as to the authority of the states to enter into compacts concerning rail passenger service. Ms. Kliewer replied that Congress has already given general approval when it re-authorized Amtrak in 1995. The question was raised as to why Kansas was not a part of the CSG task force. It was learned that KDOT had decided not to participate.

The Task Force thanked Ms. Kliewer for her time and testimony.

Chairman McKechnie welcomed Representative Joan Bray, Vice Chairperson of the Missouri House Committee on Transportation. Representative Bray began her testimony by discussing the history of rail passenger service in Missouri. During the 1970s, Amtrak ran two trains per day from Kansas City to St. Louis. In 1995, Amtrak cut service back to one per day. Missouri then discussed adding services with Amtrak. However, the cost to provide those services varied and subsequently increased from $1 million to $6.2 million for the same services. Representative Bray remarked that rail passenger service ridership is increasing, but Missouri needs better services to continue. Representative Bray also stated that due to the underfunding of the Missouri highway plan, the state has no new funding to initiate rail service. Chairman McKechnie asked Representative Bray who conducts negotiations with Amtrak. Representative Bray replied that the Missouri Department of Transportation (MDOT) negotiates annually with Amtrak. She also added that the Legislature does not direct MDOT in its negotiations.

Senator Jordan asked Representative Bray to explain how the $6.2 million was spent. She stated it was spent on operational costs. The increased expense is associated with costs originally paid by Amtrak but should have been paid by the state. Chairman McKechnie asked whether BNSF

and Union Pacific representatives were contacted concerning the establishment of rail passenger service. Representative Bray said that the Governor's office had contacted the railroad companies and noted their concerns. Also, Representative Bray stated that Missouri had considered looking into owning its own equipment but decided against it due to the long-term commitments and high cost.

Chairman McKechnie directed staff to provide the Task Force with a copy of the Midwest Regional Study conducted by the Midwest Regional Rail Initiative Group. The Task Force adjourned at 12:04 p.m. for lunch and a tour of Union Station.

Afternoon Session

The Task Force was reconvened at 1:45 p.m., by Chairman McKechnie. The Task Force welcomed James E. Wolfe, Esq., Director of Governmental Affairs for Amtrak.

Mr. Wolfe informed the Task Force that Amtrak is made up of three business units: Amtrak NEC, Amtrak West, and Amtrak Intercity. Amtrak operates two types of trains: system trains (paid for by Amtrak revenues) and state-supported trains (paid for by the state in which they operate). Mr. Wolfe explained that in the past, Amtrak entered into one-year agreements with states for service beyond the national system (Attachment 9). However, Amtrak would return each year to request additional money from the participating state. He said Amtrak has adopted a new costing methodology based on the actual costs of providing service. Mr. Wolfe provided an example of how the states of Illinois and Wisconsin participate in state-supported services. These states entered into a three-year agreement with Amtrak to operate six daily trains between Chicago and Milwaukee. Illinois provides 25 percent of the funds and Wisconsin 75 percent.

Pertaining to funding, Mr. Wolfe recommended the Task Force examine Oklahoma's Heartland Flyer as a means of financing to support the service. With the passage of the federal Taxpayer Relief Act (TRA), Oklahoma was provided with partial funding to pay for rail passenger service. Under TRA, Amtrak receives a separate payment of $2.3 billion in capital investment funds. States which did not have rail passenger service, such as Oklahoma, were entitled to receive $23 million over a two-year period. The TRA allows Amtrak to deduct its rail passenger losses from the taxes paid by the freight railroads. This money can only be used for general capital needs such as purchasing new equipment and improving our infrastructure. It cannot be used for operating expenses such as payroll and other everyday needs. Once the funding was in place, Amtrak and the Oklahoma Department of Transportation began discussing such matters as: where to operate the service; what type of equipment to use; the schedule and frequencies; how long the operating agreement would last; and the level of infrastructure improvements. Mr. Wolfe also suggested the Task Force find a dedicated funding source to finance rail passenger service, due to the fact that Oklahoma will have to find other funding sources two and one-half years from now, when the TRA subsidy is spent.

Representative Hayzlett asked Mr. Wolfe whether the state should own the equipment. Mr. Wolfe stated that owning the equipment creates an additional funding burden on the state. Senator Jordan asked Mr. Wolfe whether Amtrak ever denies a requesting state new routes. Mr. Wolfe stated that operating dollars, infrastructure improvements, and freight line implications are considered when discussing passenger rail service with a state. Senator Steineger asked whether there is a shortage of rail passenger cars. Chairman McKechnie replied that older equipment is available, but that it needs to be refurbished to comply with recent safety standards of the Federal Railroad Administration. Chairman McKechnie asked Mr. Wolfe to provide the Task Force with boarding and de-boarding data for the Southwest Chief at each station in Kansas and information on Amtrak's re-routing plans once they are finalized. Chairman McKechnie also directed staff to provide the Task Force a copies of the Oklahoma compact.

Senator Steineger asked staff to provide information on transportation counts from Kansas City to central Kansas along the I-35 corridor.

Chairman McKechnie then opened the meeting for public discussion. Chris Whitmore of Overland Park, Kansas, spoke in favor of rail passenger service and noted the opportunity to subsidize new service with hauling mail and express freight. Larry Smallen spoke in favor of rail passenger service as a means to conserve energy fuels. A. J. McMaster of the Missouri-Kansas chapter of the National Association of Rail Passengers spoke in support of expanded service in southeast Kansas.

The Task Force thanked the public audience for its comments concerning rail passenger service.

Motion

Representative Hayzlett moved, seconded by Senator Jordan, that the minutes of the November 10, 1999, meeting be approved. The motion passed.

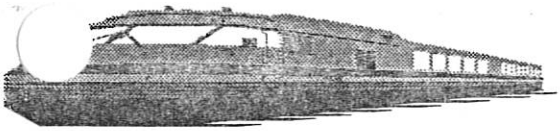
Adjournment

Upon completion of business, the meeting adjourned at 2:56 p.m. The next meeting of the Rail Passenger Task Force is scheduled for January 7, 1999, at 10:00 a.m., in Topeka, Kansas.

Prepared by Robert Waller
Edited by Hank Avila and Reed Holwegner

Approved by Committee on:

January 10, 2000



I-35 COMMUTER RAIL PROJECT UPDATE

November 1999

What is Commuter Rail?

- Commuter rail is a localized rail passenger service, using passenger trains on existing railroad tracks to carry commuters between suburbs and central business districts. The commuter trains usually share tracks and facilities with freight trains and/or Amtrak intercity trains.

- Compared to Amtrak trains which travel several hundreds of miles and have baggage service, food service and sometimes even sleeping facilities, commuter trains travel between 15-50 miles in one direction, stop at stations typically 3-5 miles apart, and operate passenger cars that have high capacity seating.

- Commuter rail is often one of the lower cost rail transit systems to implement on a per-mile basis. By utilizing existing track and infrastructure, commuter rail service does not require major construction of facilities such as tunnels, aerial structures, and/or construction in streets or highway rights-of-way. I-35 Commuter Rail implementation would include leasing the right-of-way, improving the tracks for passenger service, rail signal systems, leasing locomotives and passenger cars, and constructing stations and park & ride lots for passengers. The track is owned by Burlington Northern-Santa Fe and The Kansas City Terminal Railway.

Why Explore Commuter Rail?

- In the past two decades, Johnson County has grown to close to one-third of both the area's population and employment.

- An obvious result from this growth is that the I-35 corridor has realized unprecedented growth in traffic volume. It is expected that peak hour traffic demands will substantially exceed regionally set service goals in the next several years.

- Even following significant construction projects intended to increase the capacity of I-35, growth and traffic volume continue to increase beyond this new capacity.

- It is anticipated that additional widening of I-35 will be unfeasible.

What's Been Explored to Date?

- Commuter Rail has been under investigation since 1992. In November, 1994, Johnson County began an I-35/Commuter Rail Feasibility Study. That study officially became a federal Major Investment Study (MIS) in October, 1995. The MIS was completed and the Locally Preferred Alternative was accepted in August 1998.

- The Major Investment Study was undertaken to provide information and options to consider in determining the most effective means to alleviate the increased peak hour congestion expected in the very near future along the I-35 corridor from southern Johnson County to the Kansas City, Missouri Central Business District. The MIS considered the following alternative strategies:
  - **No Build** - no new interstate lane construction
  - **Transportation Systems Management (TSM)** - utilizing new and emerging technologies to control traffic during peak travel periods. These might include ramp metering, peak travel pricing, computer controlled travel lanes, etc.
  - **High Occupancy Vehicle (HOV) Lane(s)** - a designated lane for vehicles with two or more passengers.
  - **Light Rail** - rail transit system with a dedicate infrastructure, powered through electrical sources.
  - **Bi-Modal Vehicle** - Transit system utilizing a vehicle capable of operating on roadway and rail.
  - **Commuter Rail**

Major Investment Study Conclusion:

Based on information developed in the evaluation of the alternatives, the commuter rail alternative was selected as the technical recommendation for the Locally Preferred Alternative (LPA) The rail proposal met a broader range of the region's goals and objectives regarding the environmental impact and equity concerns associated with transportation system improvements. Additionally, commuter rail provides the greatest opportunity for continued improvement in the corridor's level of service due to its non-reliance on the interstate roadway.

Potential Benefits of Commuter Rail:

- Designed to serve commuters during the peak rush hours, commuter rail will carry passengers from Johnson County into the downtown KCK/KCMO business districts during the morning, and return them to the suburbs in the afternoon/evening. Providing convenient and dependable transportation options to downtown assists in maintaining the urban area as the major work center in the metropolitan area.

- Perhaps equally important to the traditional suburb-to-urban commute, is the potential urban core-to-Johnson County commute. Employers in Johnson County continue to face a growing labor deficit and providing urban core residents in KCK and KCMO access to employment, via transportation, is a high priority. With Welfare-to-Work initiatives as a priority issue, providing access for urban residents to available suburban jobs make economic sense.

- Commuter Rail could also be a major component of the region's plan on dealing with air quality management. The Kansas City region experienced several air quality exceedences in 1995, and the anticipated higher standards being planned by the EPA would push the region into non-attainment. Reducing vehicle miles traveled along the I-35 corridor would have a positive impact on the region's air quality.

- Discussions have also taken place regarding the potential importance of Commuter Rail and how it will relate to future area tourism, convention, and visitors traffic. By having a dependable rail operation that connects the area's largest cities on both sides of the state line, hotel rooms, restaurants, shopping and other attractions become accessible to visitors to Kansas City. This ability to move nonresidents through the metropolitan area allows the local convention bureaus to target even the largest of annual gatherings and perhaps lure those events to Kansas City.

Support:

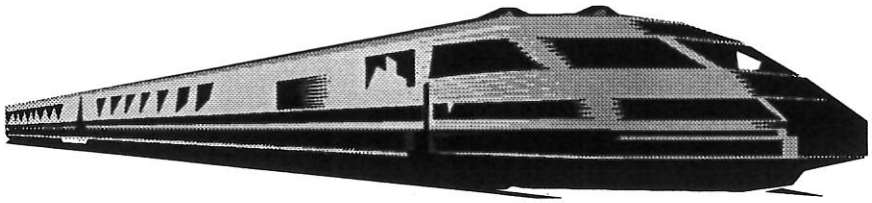
- Letters supporting the proposed project have been received from: the Cities of Lenexa, Merriam, Olathe, Overland Park, Westwood, Kansas City, Missouri, and Kansas City, Kansas; Northeast Johnson County Mayor's Association; Lenexa, Merriam, Olathe, Overland Park, and The Chamber (formerly the Greater Kansas City Chamber of Commerce); Mid-America Regional Council; Johnson County Airport Commission; League of Women Voters; United Community Services; Kansas City Area Transportation Authority, and numerous businesses and area residents. Interest in the study also remains high at the Union Station Assistance Corporation, Kansas City Terminal Railway, Amtrak, Federal Transit Administration, and the Kansas Department of Transportation.

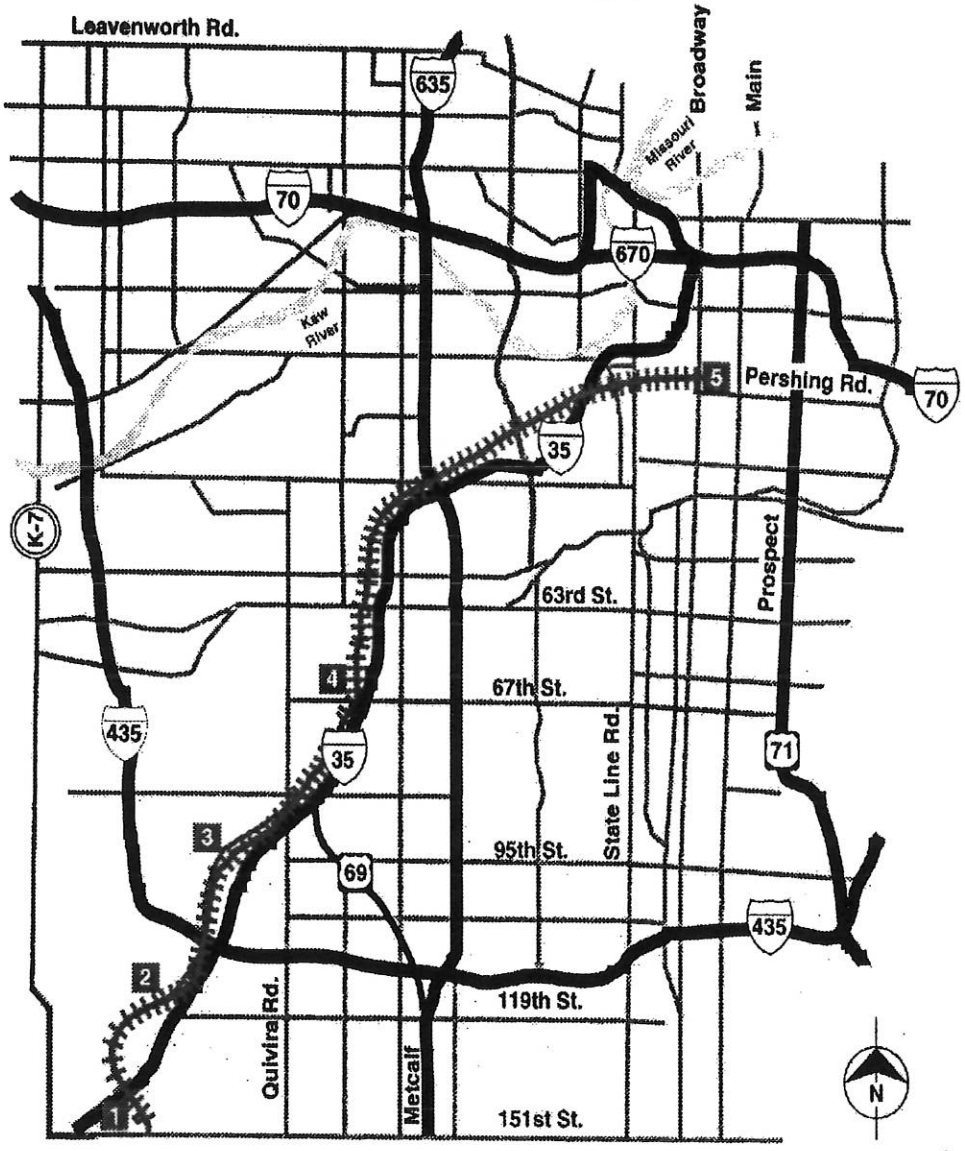
- On May 22, 1998 the U.S. Congress approved the long-awaited multi-year federal transportation bill. The legislation totals $205 Billion - $167 billion for highways, $36 billion for transit and $2 billion for highway safety and other projects. The new legislation is a six year bill - 1998 through 2003. The new bill, called TEA-21 (Transportation Equity Act for the 21st Century), is a six year bill (1998-2003) ***and includes a $30 million authorization line item for the I-35 Commuter Rail project.*** President Clinton signed TEA-21 into law on June 9, 1998.

Today:

- *A Metropolitan Commuter Rail Task Force has been formed to assist with the continued development and support of the project through the next planning and engineering phase. The Task Force consists of representation from Johnson County, Johnson County Cities, Kansas City, Missouri, the United Government-Wyandotte County/Kansas City, Kansas, Kansas City Area Transportation Authority, Mid-America Regional Council, and The Greater Kansas City Chamber of Commerce.*
- *The Task Force has outlined a potential local match funding scenario that has all impacted jurisdictions contributing to the funding based on total construction costs. Operations funding will be addressed in the future.*
- *Preliminary Engineering for the Commuter Rail project is scheduled to begin in October. Further details regarding the proposed passenger rail project will be explored in the first phase of the Preliminary Engineering plan.*
- *A 1999 $1 million federal appropriation will be utilized for Phases I and II Preliminary Engineering. A FY2000 $1 million appropriation for continued planning and design has been secured by the Kansas congressional delegation.*

I-35 Commuter Rail Project

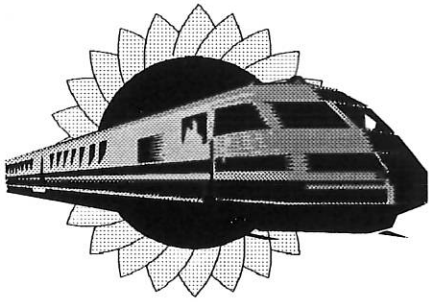




Existing Burlington Northern Line

Possible Station Locations (approximate):

1. Olathe - 151st St. near I-35
2. Olathe - 119th St. between Kansas City Rd. & I-35
3. Lenexa - 95th & Santa Fe Trail Drive
4. Merriam - 67th & Carter
5. Kansas City, Missouri - Union Station



Commuter Rail

is a division of

Johnson County Public Works

Task Force on Rail
Passenger Service
November 30,1999

Remarks to the
Kansas Task Force on Rail Passenger Services
Dick Jarrold, Chief Engineer
Kansas City Area Transportation Authority
November 30, 1999
Kansas City, Missouri

Mr. Chairman and members of the task force, I am Dick Jarrold, Chief Engineer for the Kansas City Area Transportation Authority (ATA). I am pleased to be able to address the task force on behalf of the ATA and want to welcome you to Kansas City.

ATA is a bi-state entity created by interstate compact between Kansas and Missouri in 1965 to provide transit services in the metropolitan area. Today, over 50,000 transit trips are made each day on ATA buses - more than 3,000 of these on ATA routes in Kansas. ATA also coordinates closely with the other transit providers in the region – The Jo and the Unified Government's transit system in Wyandotte County. Transit plays an important role every day, and has a critical role to play in the success of expanded rail passenger services, particularly commuter rail.

ATA supports improved rail passenger service and, in particular, rail connections to the transportation hub at Union Station. The station symbolizes both this area's historic link to railroad passenger service and the spirit of regional cooperation that led to its renovation. It's an excellent backdrop for today's meeting, and I hope the task force has the opportunity to review the station and the transit facilities that are being integrated into it.

The task force will hear today about two important and related local rail projects - the I-35 commuter rail project and the relocation of Amtrak into Union Station - both of which have important transit considerations. ATA is a partner with Johnson County on preliminary engineering (PE) for the I-35 project. As part of PE planning, ATA conducted two studies with Johnson County and the City of Kansas City, Missouri on options for the location of the commuter rail terminus station in Missouri: 1) to determine if Union Station is the best location for the station; and 2) to ascertain how Amtrak service, commuter rail, and bus connections may be co-located within the renovated station. These studies (copies of which are provided for the task force) concluded that Union Station is the best site for the commuter rail terminus station; that buses must be timed to connect with every commuter rail train; and that improvements must be constructed providing a passenger waiting area in the station, expanded canopies and platforms and a direct link from the train platforms to bus boarding areas.

The timed bus connections are required to minimize the transfer time between arriving trains and the buses taking commuter rail passengers to their ultimate employment destinations. This

dedicated system of buses will supplement existing services in the Union Station transit district that was developed as part of the station renovation. The district includes modern bus transit centers on either side of the station and the pedestrian Link between the station and Crown Center - - scheduled for opening in Spring 2000. Together these elements will provide convenient connections with more than 650 ATA and The JO buses traversing this area daily. The dedicated commuter rail bus service will handle the additional crush loads from large numbers of arriving commuter rail passengers. Such service may be similar to ATA's Downtowner shuttle which started three weeks ago in conjunction with the opening of the station. The Downtowner uses distinctive "wrapped" buses that arrive every 10 minutes all day and link Union Station with downtown Kansas City, Missouri and the River Market. ATA and Johnson County are committed to developing comparable bus connections to meet the needs of commuter rail and intercity rail passengers.

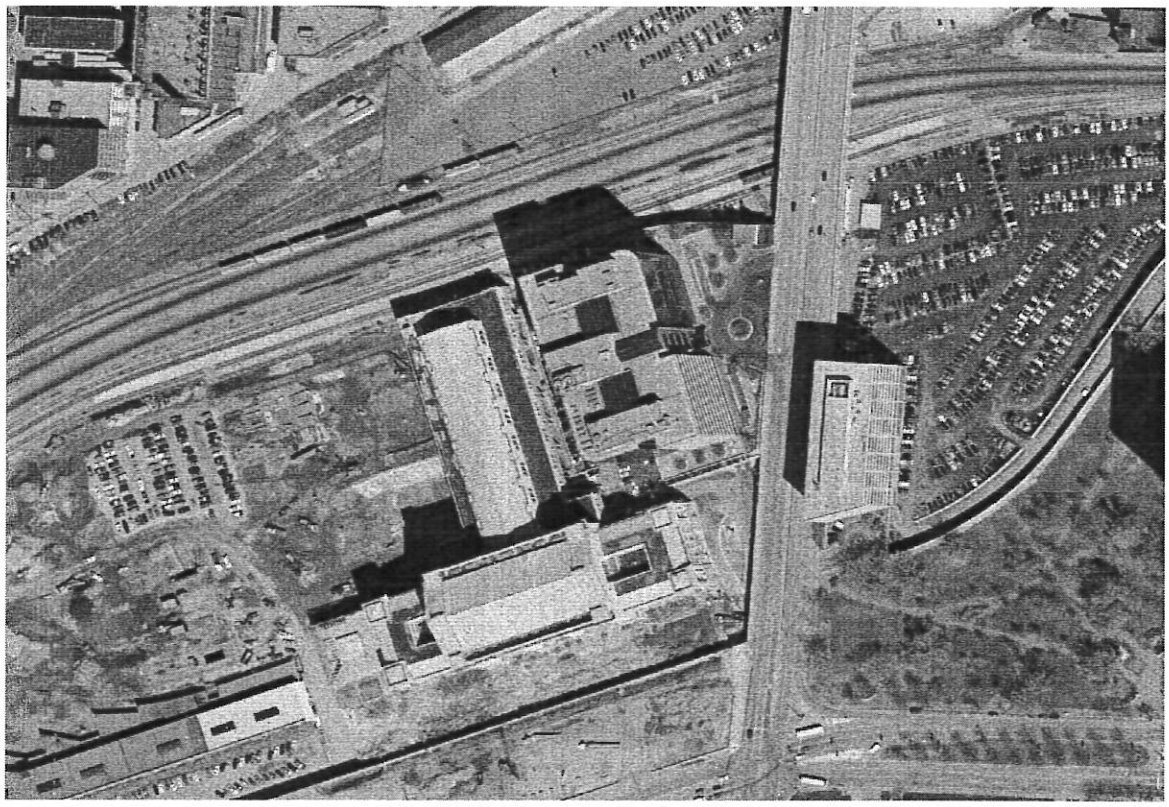
The capital improvements needed to accommodate commuter rail and improved Amtrak service at Union Station are being planned in keeping with a cooperative agreement between USAC, Amtrak, Johnson County and ATA executed in the spring of 1999. The intent is to ensure that future commuter rail connections, Amtrak facilities and bus connections will be designed to work together as an efficient transportation system. This is happening, and the Union Station Assistance Corporation will provide the task force with a status report on the design of these improvements. Funding, however, is always an issue particularly on a regional project, and the task force is encouraged to examine the role the State of Kansas may play in helping to finance station improvements. The State of Missouri has already committed federal STP enhancement funds through ATA for a portion of the Amtrak/commuter rail improvements at Union Station. Further funding is needed, and the task force is asked to consider recommending that the State of Kansas authorize similar federal funding for the regional rail improvements at Union Station.

In summary, the task force is urged to consider two important items in its review. First, remember the critical role that transit can and should have in providing local transportation connections to rail passenger services; and, second, examine the role the State of Kansas can play in funding station improvements including those that facilitate rail and bus connections.

ATA supports this review of rail passenger services in Kansas and is available to provide further information and support, as needed. Once again, welcome and thank you for the opportunity to comment.

I-35 COMMUTER RAIL
EASTERN CONNECTIONS PLANNING STUDY

SUMMARY



prepared for

KANSAS CITY AREA TRANSPORTATION AUTHORITY
CITY OF KANSAS CITY, MISSOURI
JOHNSON COUNTY TRANSIT

prepared by

HNTB

In Association With
Taliaferro & Browne, Inc.
Wellner Architects, Inc.

October 1999

Summary

The feasibility of commuter rail service in the I-35 corridor has been studied as a means to link Johnson County communities with the Kansas City, Missouri central core. These studies have shown that commuter rail from Olathe, Kansas to Union Station in Kansas City using existing railroad tracks is feasible. While the northern terminus for the I-35 Commuter Rail Project has been assumed to be Union Station, these studies have left open the possibility that commuter rail service could extend east of Union Station and terminate in the area of the 18th and Vine District or Prospect Avenue. The I-35 Commuter Rail Major Investment Study, completed in August, 1998, described this possibility as follows:

> *The commuter rail alternative extends from approximately 151st Street in Olathe, Kansas to the Union Station in Kansas City, Missouri. One possible variation is to extend the northern terminus to the 18th Street/Prospect area in Kansas City, Missouri.*

The 18th and Vine District, located east of Union Station, is a growing entertainment activity center consisting of the Negro Leagues Baseball Museum, various historic jazz venues, and associated outlying development. Redevelopment of nearby residential areas to the south and east of the District, within the Quality Heights and Beacon Hill neighborhoods, has recently been initiated and is expected to continue in the future. Prospect Avenue, located a short distance east of the 18th and Vine District, is important because it has a high level of bus transit usage. FOCUS, the City's comprehensive master plan, recognizes the importance of these areas and emphasizes the need for connecting them with the Westside community, west of Union Station.

I. Study Goals

The next phase of the I-35 Commuter Rail study process is Preliminary Engineering (PE), including the development of an implementation plan. Further information regarding the feasibility of an eastern connection to the 18th and Vine/Prospect area was needed in order to better define the scope of the PE effort. To provide this information, the I-35 Commuter Rail Eastern Connections Planning Study was undertaken. Its primary goals are as follows:

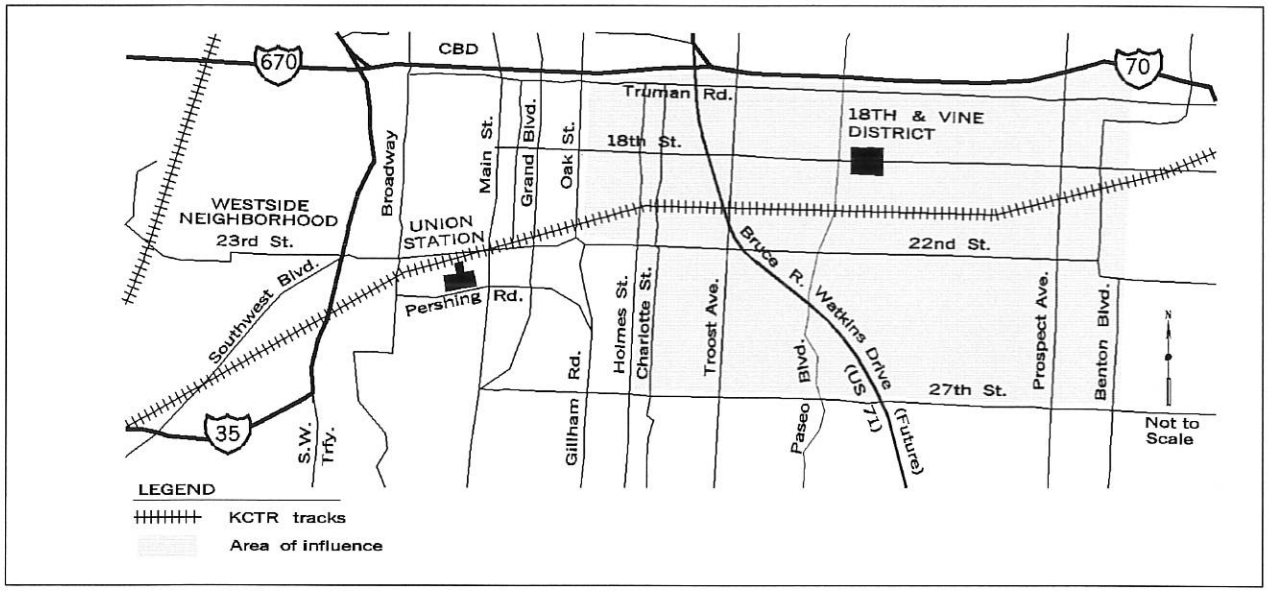
- **Goal 1** – Assess the cost effectiveness of extending commuter rail to the area of 18th and Vine/Prospect Avenue as part of the initial I-35 Commuter Rail Project.
- **Goal 2** – In lieu of extending commuter rail service to the east, assess alternatives for connecting Kansas City, Missouri neighborhoods east of Union Station with a possible commuter rail terminus at Union Station via convenient, timed bus transit service.
- **Goal 3** – Review options for transit connections between the Westside community and the 18th and Vine District, in keeping with FOCUS recommendations.

The results of this study will help frame the scope of PE, including the more detailed planning of specific connections between the northernmost commuter rail station and its surrounding neighborhoods. This study does not analyze the feasibility of extending commuter rail to suburban communities east of Kansas City, Missouri or in other directions in the context of a regional commuter rail system. Regional commuter rail considerations, beyond the I-35 commuter rail initiative, should be addressed as part of a regional commuter rail study.

II. Study Area

The Study encompasses areas within and around the 18th and Vine District that could be served by commuter rail. The boundaries of the Study Area are further defined and controlled by the area's land use characteristics and transportation infrastructure. As shown in Exhibit S-1, I-70 generally forms the northern boundary of the Study Area. The eastern boundary extends east of Prospect Avenue to encompass those areas that could be served by a commuter rail terminus near Prospect Avenue – the eastern end of the potential connection. The Study Area does not include Hospital Hill, Crown Center, or other activity centers that would access commuter rail from Union Station. The nearby residential areas and the operational limitations of feeder bus service generally define the southern limits of the Study Area.

Exhibit S-1
Study Area



A. Land Use Characteristics

Land use in the Study Area is primarily light industrial and residential. Light industrial activities are predominantly located north of the Kansas City Terminal Railway (KCTR) and west of the 18th & Vine District. Some multi-family, higher density residential development is located to the east of the District. Areas to the south of the KCTR are predominantly single-family residential. Redevelopment of these areas has begun and is expected to continue. These neighborhoods include the Quality Heights and Beacon Hill neighborhoods. One of the major activity centers within the Study Area is the 18th and Vine District. This relatively new development contains two museums (Negro Leagues Baseball Museum and Jazz Museum) and a number of entertainment and retail establishments. Today, the District is primarily an entertainment destination attracting social-type trips. However, as this area continues to develop, there could be additional residential and business activity.

B. Potential Transit Market

Estimates of the potential commuter rail demand in the Study Area were developed based on data from the Mid-America Regional Council's (MARC's) travel demand model and a 1995 survey performed in conjunction with the I-35 Commuter Rail Feasibility Study. Based on this information, it was estimated that 50 to 140 new daily round trip passengers would initially use the I-35 Commuter Rail to or from the Study Area. Reverse commute trips (i.e., travel originating from the Study Area and destined for Johnson County) are included in these estimates and are expected to contribute only a small number of passengers. This determination was made based on MARC data in concert with information from the Full Employment Council (FEC). The methodology utilized was similar to that used in the I-35 Commuter Rail Feasibility Study. The ability of the commuter rail project to fully capture this potential travel market depends on several factors, including proximity of the service to trip origination and destination, convenience, cost, and operational characteristics.

C. Current Bus Transit Service

The Metro provides the majority of the current bus transit service in the Study Area. The majority of The Metro bus routes are oriented north/south through the Study Area. Multiple bus routes run along Main Street and Grand Boulevard, serving the central business district, Crown Center and areas to the south. Troost Avenue and Prospect Avenue are both high transit service routes (serving 6,000 to 8,000 daily passengers) in the Study Area. There are a limited number of east/west transit routes along 18th Street, 19th Street and 27th Street.

D. Kansas City Terminal Railway

The Kansas City Terminal Railway (KCTR) is a consortium of railroad companies that share railroad tracks in the central core of the Kansas City metropolitan area. Within the Study Area, there are three main-line tracks east of Holmes Road and two main-line tracks west of Holmes. KCTR is planning to add a third main-line track on the south side of the existing tracks, starting at Holmes and extending west. As a result, there will be three main-line tracks for the length of this corridor. The railroad lines, located in a depressed area, are as much as 27 feet below grade in some places. The KCTR has stated that there is no available existing rail capacity east of Union Station, even with the addition of the third main-line. Therefore, construction of a fourth main-line would be necessary in order to extend commuter rail service east of Union Station. For operational reasons, the commuter rail train could not cross the KCTR main-lines. Therefore, the line would need to be located on the south side of the KCTR tracks.

III. Commuter Rail Extension

The extension of commuter rail service entails the construction of a station east of Union Station along the existing KCTR main-line to serve as the end-of-the-line for the I-35 Commuter Rail project. Circulator bus service to the surrounding areas and connections to The Metro would be provided at the station. Based on current land use and employment activity centers within the Study Area, and based on connection and transfer opportunities with The Metro, two areas in which the station could be located were identified -- the 18th and Vine District and Prospect Avenue. A station in either area would provide adequate direct or indirect service to the Study Area.

- **18th and Vine District** – This district is located 1.2 miles east of Union Station. Three potential station sites were identified that would provide direct service to the 18th and Vine District. Site 1 is located between Paseo Boulevard and Vine Street, north of the KCTR tracks, site 2 is located between Paseo Boulevard and Vine Street, south of the KCTR tracks and site 3 is located between Vine Street and Highland Avenue, south of the KCTR tracks. In conjunction with the rail extension, a bus circulator route would serve the residential neighborhoods of Beacon Hill and Quality Heights south of the tracks, as well as the light industrial and

residential uses north of the tracks. Two 25-passenger buses would operate in opposite directions along a single route. Deviations from the route within the Study Area would be possible upon passenger request. All three District sites would provide excellent connections with Bruce R. Watkins Drive, which will be located to the west. For 18th and Vine District activities the station could also serve as a transit center and would be a centralized and convenient location for Metro buses and District tour buses to unload and dwell.

Adding a fourth main-line track to continue commuter rail service to the 18th and Vine District requires dealing with existing physical constraints. The south abutment wall at Grand Boulevard does not allow adequate clearance without structural modifications, and an existing building presents a constraint on the north side. There are further conflicts at the north bridge piers at Paseo Boulevard and Vine Street, where realignment of the KCTR track would be required to provide adequate clearance. All of these constraints can be dealt with, but the cost will be high (see Table S-1).

- **Prospect Avenue** – To serve this area, which is 1.7 miles east of Union Station, only one station site was identified. The Prospect Avenue site is located between Olive Avenue and Prospect Avenue, south of the KCTR tracks. This site would provide direct access to Prospect Avenue, with no direct access to the 18th and Vine District. A bus circulator service would operate in conjunction with the rail extension, providing bus connections for the rail passengers. The dedicated bus circulator route (operated on a single route, similar to the 18th and Vine route) would serve the residential neighborhoods of Beacon Hill and Quality Heights south of the tracks as well as light industrial and residential uses north of the tracks. Two 25-passenger buses would operate in opposite directions. Deviations from the route would be possible upon passenger request.

  The Prospect Avenue site would not provide as good a connection to Bruce R. Watkins Drive as the 18th and Vine District sites, although the station site would be well-served by The Metro's Prospect Avenue bus route, which has high ridership. The continuation of commuter rail to Prospect Avenue also requires significant construction to remove physical constraints along the north side of the existing KCTR tracks, east of Vine Street. For example, the retaining wall that runs along both sides of the KCTR corridor from east of Vine Street to east of Prospect Avenue would have to be relocated to accommodate commuter rail.

Commuter rail is a transit service that typically operates over long distances, with few station stops. Locating a station in the 18th and Vine District or Prospect Avenue, so close to Union Station, raises operational issues. Most commuter rail passengers will unload/load at Union Station resulting in lengthy dwell times for all trains and increased travel time for any passengers destined for a northern station at 18th and Vine or Prospect Avenue.

Table S-1 provides a summary of the capital costs and operating costs anticipated for the Commuter Rail Extension Improvement. Capital costs include construction of rail improvements, a single rail station and two 25-passenger buses.

Table S-1
Order-of-Magnitude Cost Estimates for
Commuter Rail Extension

Anticipated Costs	Planning-Level Costs (1999 Dollars)
Capital Costs	
Rail Improvements	$2.9 million to $7.3 million[a]
Rail Station	$1.1 million
Buses	$0.5 million[b]
Other	Property Acquisition
Total	**$4.5 million to $8.9 million**
Annual Operating Costs	
Rail Improvements[e]	$36,000 to 51,000[c]
Buses	$94,000 to $121,000[d]
Total	**$130,000 to $172,000**

[a] Range of cost, depending upon station location – 18th and Vine or Prospect Avenue.
[b] Two 25-passenger buses at $250,000 each.
[c] Methodology from Burlington Northern – I-35 Commuter Rail Feasibility Study, Phase I, Part A, 1995. Range of cost, depending upon station location.
[d] Provided by the KCATA. Range of cost, depending upon station locations.
[e] Rail station costs included.

IV. Bus Transit Connection Improvement

As an alternative to extending commuter rail, the rail service could end at Union Station, and a convenient bus connection to the Study Area could be provided. This transit service would need to be timed and coordinated with the commuter rail operations at Union Station, and it would need to be oriented/configured to most effectively serve the transit needs of the Study Area. These needs include home-based travel (residential areas) and entertainment-related travel (18th and Vine District). The 18th and Vine District bus circulator would pick up and deliver people at Union Station during commuter rail hours. A route deviation service plan would be provided that allows buses to travel along a fixed route, with the ability to deviate from the route upon passenger request. Service would be timed for connections to all arriving and departing trains.

The dedicated bus circulator would be operated on a single route serving residential, light industrial, businesses and other land uses in the area. Two 25-passenger buses would operate in opposite directions. This bus route would cross the future Bruce R. Watkins Drive, providing connections to future transit service in the area. The bus circulator would provide service to the 18th and Vine District, as well as connections to other high ridership Metro routes on Prospect Avenue and Troost Avenue. However, passenger transfers to other Metro routes are expected to be low due to the need for multiple connections. The bus circulator would be timed to coincide with commuter rail trains. Connections to the Westside Connector bus route would be provided at Union Station.

Table S-2 provides a summary of the capital costs and operating costs anticipated for the Bus Transit Connection Improvement. Capital costs include two 25-passenger buses.

Table S-2
Order-of-Magnitude Cost Estimates for
Bus Improvement

Anticipated Costs	Planning-Level Costs (1999 Dollars)
Capital Costs	
Rail Improvements	NA
Rail Station	NA
Buses	$0.5 million[a]
Other	NA
Total	**$0.5 million**
Annual Operating Costs	
Rail Improvements	NA
Buses	$117,000 to $140,000[b]
Total	**$117,000 to $140,000**

NA – Not Applicable
[a] Two 25 passenger buses at $250,000 each.
[b] Provided by the KCATA. Range reflects operational options.

V. Westside Connection to 18th and Vine District

FOCUS recommends the development of a cultural/historic corridor linking the 18th and Vine District with Southwest Boulevard and the Westside community. The Bus Transit Connection Improvement concept could link these two areas by providing a connection at Union Station between the bus route that currently serves the Westside community and an 18th and Vine District bus circulator. KCATA Bus Route 222, Westside Connector, which currently serves this community, will connect to the new Carriage Transit Center on the west side of the refurbished Union Station. A bus circulator route to the Study Area would utilize the Main Street Transit Center on the east side of Union Station. These bus routes would collectively provide a transit connection between the Westside community and the Study Area by means of Union Station. An easy connection through Union Station would allow passengers to travel between the two important cultural districts. Schedules for both routes would need to be coordinated, and the operating hours of the bus circulator route would need to be extended into the evening and weekend to maximize ridership.

VI. Transit Center

To better serve the 18th and Vine District, a transit center could be created in conjunction with transit improvements to the Study Area. This center would provide a central location for passengers to transfer from commuter rail to other Metro bus routes near the 18th and Vine District. In addition, tour buses to the District could utilize off-street parking at the transit center. This center could work in conjunction with either the Rail Extension Improvement or the Bus Transit Connection Improvement and analysis of transit center options should be part of planning for either improvement.

VII. Study Findings

Based on the apparent transit demand within the Study Area, the current lack of transit connectivity between Union Station and the 18th and Vine District, the relative ease of implementation, and the cost effectiveness of transit service, it is recommended that the I-35 Commuter Rail PE scope include transit connections to the 18th and Vine District. This recommendation supports the initiatives established in FOCUS regarding the need to provide better connections to the 18th and Vine District and its surrounding areas. It also fully considers transportation service enhancements that provide inner city residents access to suburban jobs.

The Commuter Rail Extension concept and the Bus Transit Connection Improvement concept for providing service between Union Station and the 18th and Vine District/Prospect Avenue were compared relative to the following: order-of-magnitude cost, transit service characteristics, operational issues and overall cost effectiveness. The comparison suggests that the Bus Transit Connection Improvement concept provides the most feasible transit connection between Union Station and neighborhoods east of Union Station, resulting in better linkages and connectivity between the activity centers, including the Westside community. In addition, the Bus Transit Connection Improvement would fully complement the I-35 Commuter Rail service. Because of the relatively low number of new riders expected to travel to and from the Study Area and the relatively high cost of extending commuter rail service to the east of Union Station, a low cost bus transit connection provides the best opportunity for the initial I-35 Commuter Rail Project to serve the Study Area.

The Study's primary goals were fulfilled as follows:

Goal 1 *Assess the cost effectiveness of extending commuter rail to the area of 18th and Vine/Prospect Avenue as part of the initial I-35 Commuter Rail Project.*

The study reveals that terminating rail service east of Union Station is operationally difficult and expensive in relation to the few additional riders expected. The estimated cost to extend commuter rail to the east is between $4.5 million and $8.9 million, not including property acquisition. This extension would potentially serve 50 to 140 new daily commute round trips, including a small number of new reverse commute trips. The extension of commuter rail in the future would still be possible. When, or if, commuter rail becomes regional and is extended east to cities such as Independence, Blue Springs, and Lee's Summit, a station in this area should be considered.

Goal 2 *Assess alternatives for connecting Kansas City, Missouri neighborhoods east of Union Station with a possible commuter rail terminus at Union Station via convenient, timed bus connections.*

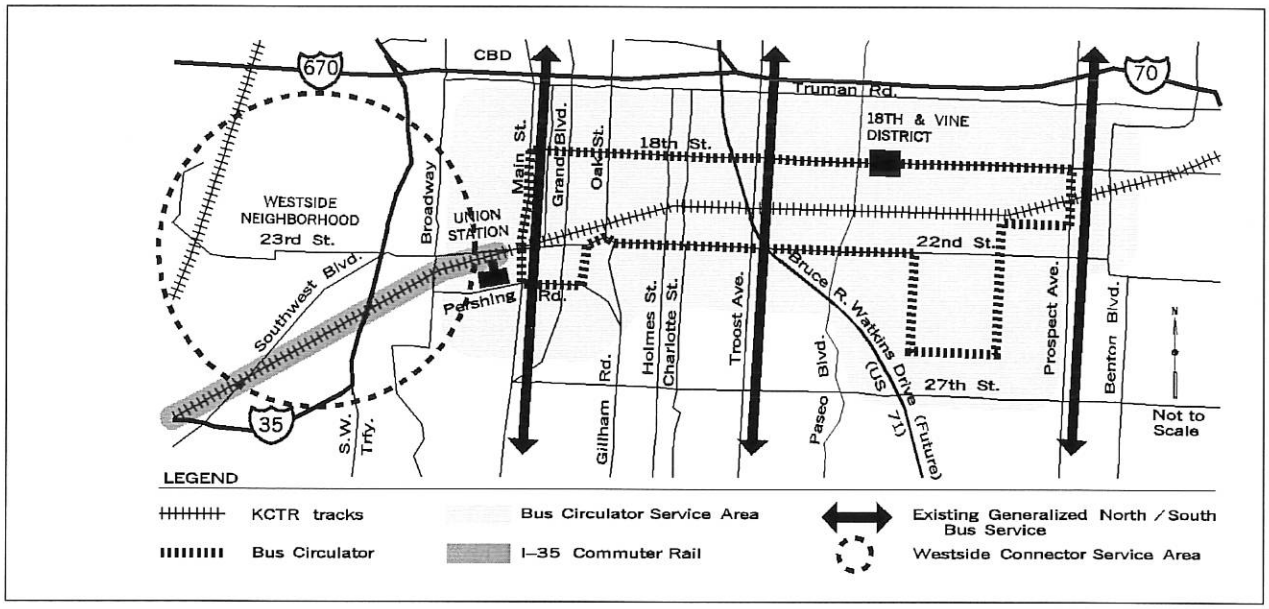
The study shows how neighborhood bus circulators are effective, efficient, operationally possible and easily implemented. Bus circulators radiating from Union Station are easily initiated and adjusted in order to improve service. Furthermore, the need for transit connections between the 18th and Vine/Prospect area and Union Station can be tested and refined without a considerable initial investment in infrastructure.

Goal 3 *Review options for transit connections between the cultural districts of the Westside community and the 18th and Vine District, in keeping with FOCUS recommendations.*

The FOCUS goal of providing a transit connection between the two cultural districts could be fulfilled with the Bus Transit Connection Improvement. In the short term, a connection through Union Station between the Westside Connector (Route 222) and the 18th and Vine/Prospect bus circulator could be provided. On special occasions, i.e., festivals or other events, special buses could connect the two communities directly. Planned development in the 18th and Vine District may support a direct connection of bus service between the two cultural districts in the future.

Exhibit S-2 shows the recommended concept plan to be studied in more detail in PE. The concept plan incorporates the study goals into an implementable plan for providing improved transit service east and west of Union Station. Easy access to commuter rail and connections to cultural districts and existing transit services are benefits of this concept plan.

Exhibit S-2
Recommended Concept Plan



1-35 Commuter Rail:

Assessment of Terminus Station Locations in the Vicinity of Union Station

Final Report
September 28, 1998

Submitted to:
Kansas City Area Transportation Authority

Johnson County Transit

Kansas City, Missouri Public Works Department

Submitted by:
TRANSYSTEMS CORPORATION

In Association With:
STV Incorporated

Table of Contents

SUMMARY

Commuter rail service in the I-35 corridor is being studied by Johnson County Transit as means to link Olathe, Lenexa and other Johnson County communities with the Kansas City central business district. Johnson County has conducted a feasibility study and major investment study (MIS), and the project has received funding through the Transportation Equity Act for the 21st Century (TEA-21) for a demonstration project

A key component of the commuter rail project is the location and design of the station in the downtown area. While it has been assumed that the commuter rail service would use a platform and station in the vicinity of Union Station, the downtown terminus has not been studied in previous work. Issues such as the Union Station/Science City project and the Kansas City Terminal Railway's operations are important considerations in the determination of the station site.

The purpose of the terminal station assessment study is to define the components of the station and to evaluate potential station sites. The study includes conceptual designs and preliminary cost estimates for the station sites determined to be feasible for the demonstration project. The study also considers longer term solutions for the downtown area station, because it is possible that a different location, and a more fully developed site, may be appropriate for the commuter rail service beyond the demonstration project phase. The city of Kansas City's comprehensive plan, FOCUS Kansas City, envisions the development of an intermodal transportation center between Grand and Main to accommodate intercity passenger rail, commuter rail, light rail and other transit modes.

Thus, the study objectives were defined as follows:

- Evaluate potential downtown area station sites
- Develop conceptual designs and preliminary cost estimates
- Recommend a site for both the short and long term
- Identify additional work that must be accomplished in subsequent study and design phases.

Eight potential station sites were identified for the initial evaluation. From the initial site screening the area of the existing Amtrak station emerged as the preferred site for a commuter rail station, at least for the demonstration project. The important connections with bus service could be accomplished by creating an exclusive bus loading area on the Main Street viaduct and connecting the viaduct with the passenger rail platform with escalators, and elevator and stairways.

The ability to negotiate a joint use agreement, along with coordinating operations with Amtrak, will determine whether the Amtrak site is available for commuter rail. Amtrak is open to the sharing of their facilities, as long as any impact on Amtrak's operations are mitigated. The relocation of the Amtrak station into Union Station is of significant benefit to commuter rail patrons and furthers the intermodal concept. This project should be advanced, and the benefit to commuter rail service should be used a further justification of the concept.

A longer term solution to the commuter rail station may be at a different location. The site between Main Street and Grand, appears to have substantial railroad operations conflicts, as well as high development costs. However, this site may have substantial benefits as well, and the future development of an intermodal facility should be included in development plans for the area.

The evaluations and conclusions in this study are preliminary. Future phases of the project, preliminary engineering and final design, will address all of the subjects included in this study in greater detail. For example, station designs and cost estimates will be developed beyond the very conceptual level of this study. Evaluation of alternatives for station sites and bus loading areas will be revisited during preliminary engineering. A substantial amount of additional work and more detailed study relative to the downtown station are required as the commuter rail demonstration project advances.

This preliminary station assessment has determined where Johnson County and the KCATA should focus their attention in terms of sites and issues.

I. Introduction

Commuter rail service in the I-35 corridor is being studied by Johnson County Transit as means to link Olathe, Lenexa and other Johnson County communities with the Kansas City central business district. Johnson County has conducted a feasibility study and major investment study (MIS), and the project has received funding through the Transportation Equity Act for the 21st Century (TEA-21) for a demonstration project. As the project develops, the grant funding will be administered by the Federal Transit Administration (FTA).

A key component of the commuter rail project is the location and design of the station in the downtown area. The commuter rail service would use Burlington Northern Santa Fe (BNSF) tracks in Johnson County, and Kansas City Terminal Railway (KCTR) tracks closer to the downtown area. While it has been assumed that the commuter rail service would use a platform and station in the vicinity of Union Station, the downtown terminus has not been studied to this point.

Construction is currently underway at Union Station for the restoration of the structure, and the creation of a science museum (Science City, the Station's major tenant) and an intermodal transportation facility. Planning for the intermodal transportation facilities was completed before commuter rail was a likely project. Construction of Union Station/Science City is expected to be completed by November of 1999.

In addition, KCTR is increasing the capacity of their tracks by adding a third main track; the third track is complete to a point just east of Union Station. The design for the third main track is currently underway and construction is expected to begin in the Spring of 1999.

Because of these two construction projects an assessment of the commuter rail station is important at this time to ensure provisions for commuter rail are taken into account.

A. Study Purpose and Objectives

The purpose of the study is to define the components of the station and to evaluate potential station sites. In addition, the study includes the preparation of conceptual designs and the development of preliminary cost estimates for the station sites determined to be feasible for the demonstration project.

The study is also to consider longer term solutions for the downtown area station. It is possible that a different location, and a more fully developed site, may be appropriate for the commuter rail service beyond the demonstration project phase. The city of Kansas City's comprehensive plan, FOCUS Kansas City, envisions the development of an intermodal transportation center between Grand and Main to accommodate intercity passenger rail, commuter rail, light rail and other transit modes.

Working with the Johnson County, KCATA and the City of Kansas City, Missouri, the consultant developed recommendations for short term and longer term station sites.

Thus, the study objectives were defined as follows:

- Evaluate potential downtown area station sites
- Develop conceptual designs and preliminary cost estimates
- Recommend a site for both the short and long term
- Identify additional work that must be accomplished in subsequent study and design phases

B. Station-Related Issues

Several important issues exist on the north end of the proposed Johnson County commuter rail line that are significant to the implementation and eventual success of the commuter rail operation.

Track and Platform

Currently, Amtrak has a license to use three tracks on the south side of the KCTR mainline tracks for passenger rail service. These are designated tracks 29, 30 and 31, from south to north. A passenger platform between tracks 29 and 30 is used by Amtrak. Amtrak operates six daily trains that use the Kansas City station. The tracks and platforms are owned by the KCTR, but leased to Amtrak. Additional information on Amtrak relative to commuter rail is included in Section IV of this report.

The addition of a third main KCTR track anticipated in mid-1999 was initially assumed to require the elimination of one of Amtrak's tracks. To accommodate Amtrak's infrequent need for a third track, KCTR and USAC offered to allow Amtrak to use one of the siding tracks being constructed just south of the Amtrak tracks for Union Station/Science City for exhibit trains. KCTR's design has been revised to allow the additional main track to be constructed without the complete elimination of Amtrak's third track. Additional information on KCTR relative to commuter rail is included in Section III of this report.

The commuter rail operation will require sufficient track and platform to serve a train consist of three to four cars (minimum) and a locomotive, about 450 feet. The track and platform must be located such that passengers have easy access to connecting buses and walkways to nearby office buildings. A fundamental decision is whether to utilize the existing Amtrak infrastructure, or construct new facilities in another location. The least cost provision is for commuter rail to use Amtrak's station facilities. It is common for Amtrak and commuter rail passenger services to be located in the same facility. It is possible that commuter rail can use Amtrak's track and platform. A preliminary evaluation to determine whether this joint use is feasible as part of this study.

The near term track/platform solution may be different than long term provisions. It is possible that one location may serve the demonstration project for approximately two years, and a permanent station can be constructed afterwards, assuming the initial phase is successful in demonstrating feasibility of the commuter rail service.

The area along the south side of the KCTR tracks between Broadway and Grand is constrained and there are a number of competing uses. The Union Station development will use the former west yards area from Broadway to Union Station for parking, automobile access and truck dock access. The former east yards area is used for parking by the Pershing One office building. Provisions for track side access have not been included in the planning and design of the Union Station site.

Bus Connections

Because most destinations for Johnson County commuters are beyond a reasonable walking distance (e.g., downtown is one mile to the north), provisions for transfer to buses or other vehicles must be made. It is possible that a connection to light rail transit (LRT) on Grand or Main may be available at some time in the future, however, connections with bus service will likely be the near term solution, especially for the demonstration phase of the project.

The rail/bus connection must be convenient, and minimize waiting time and additional travel time to avoid significant increases in overall travel time for commuters. The effectiveness of this connection is critical to the success of the commuter rail service.

The design of the commuter rail/bus connection has a bearing on the location, and possibly the design, of the track and platform.

Passenger Accommodations

Although commuter rail does not require as much station development as intercity rail, minimal provisions for passengers include sheltered waiting areas, ticketing and passenger information. Restrooms, concessions and telephones are among the preferred amenities.

Convenient, direct, walkways to destinations within walking distance are important. These destinations include the Pershing Square office buildings, Crown Center, the office buildings north of Pershing along Grand, and Union Station/Science City.

A preliminary plan exists to relocate Amtrak's ticketing, baggage and waiting room functions into Union Station. If the Amtrak station is relocated into Union Station, the existing Amtrak station may be of some value for commuter rail. The relocation of Amtrak into Union Station is expected to have a positive effect on commuter rail.

Commuter Rail Terminus

Although Union Station has generally been regarded as the northern terminus for the Johnson County service, there has been some discussion of a secondary terminus further east to serve Kansas City's east side and better serve the reverse commute market. Further study is required to determine whether this type of extension would result in a significant service improvement, and whether it would be cost effective. The extension to the east of Grand is not part of this study.

Generally, KCTR tracks east of Grand are even more constrained than the trackage west of Grand making passenger operation, and passenger track/platform construction very difficult. For this study, the potential station sites were limited to the section between Grand and I-35.

C. Project Stakeholders

The commuter rail project brings together an unusually high number of stakeholders, parties with a direct interest or that have direct involvement in the project.

Ongoing coordination and a clear understanding of roles and responsibilities is important. The commuter rail stakeholders include:

- Johnson County Transit: Commuter rail service provider.
- KCATA: North end connecting bus service and intermodal transportation facility operator.
- USAC: Union Station owner and site operator.
- Kansas City Terminal Railway (KCTR): Rail infrastructure owner and operator.
- BNSF Railroad: Owns and operates railroad tracks in the vicinity of Union Station.
- Amtrak: Intercity passenger rail operator, leases and operates passenger facilities and train servicing equipment.
- City of Kansas City: Owns and operates adjacent public roadways.
- Trizec/Hahn: Property owner adjacent to KCTR tracks and Amtrak facilities.
- Federal Transit Administration (FTA): Funding provider and project oversight responsibility.

D. Relationship to Other Studies

The assessment of the downtown commuter rail station can be viewed as an extension of the feasibility study and MIS Johnson County conducted for the commuter rail service in the past. The station assessment accepts important information and conclusions from this prior work, including commuter rail ridership, train schedules and other operating parameters.

The station assessment is also an extension of the planning for the Union Station intermodal transportation facility. Work on the intermodal transportation facility acknowledged that commuter rail could be included in the future, and the intermodal facility was defined to encompass a district stretching east to Grand. The commuter rail station will be located in the area included in the intermodal district, and will require coordination with the transportation services that will be operated from Union Station.

E. Rail Passenger Markets

Generally, the market for commuter rail, as related to the station's location, includes the Kansas City CBD (i.e., downtown), Pershing Square and Union Station, Crown Center and Hospital Hill. These areas include nearly 80,000 employees currently, with significant potential for growth in the near future. For the purposes of this study, Crown Center will be divided into two sub-markets, one within walking distance of the commuter rail station, and the other distant enough to require bus transportation for most rail commuters.

Table 1 shows general characteristics of these markets.

Table 1
Primary Commuter Rail Markets

Market	Employment	Distance from Station
Downtown	55,000	One Mile
Pershing Square	2,500	150 - 400 Feet
Crown Center 1	5,000	¼ Mile
Crown Center 2	7,000	½ to ¾ Mile
Hospital Hill	8,000	¾ Mile

The area immediately north of Union Station, the Crossroads area, is certainly a potential market for commuter rail due to its proximity to the station. However, the lower employment density of the area makes it a secondary market.

Midtown and the Country Club Plaza are probably too far from the station, and would require out of direction travel (i.e., "backtracking"), making these destinations unattractive to most Johnson County commuters.

Another market Johnson County anticipates serving with commuter rail is the "reverse commute" market, central city residents who commute to jobs in suburban areas. The needs of this market have been considered in the location and design of the station, particularly regarding access by connecting buses.

II. Downtown Terminus Station Needs

The needs of the downtown commuter rail station have been defined in terms of functional and physical elements, location criteria and the passenger distribution system. This section provides detail on the needs of the downtown commuter rail station.

A. Functional Program and Elements

1. Tracks. The commuter train must have a dedicated track off the KCTR main line of sufficient length to accommodate the train consist without blocking switches or interfering with adjacent train operations. The track should allow both the dwell to allow passenger service, and temporary layover for servicing and schedule. The passenger siding must be connected to the KCTR main line with an automatic switch fully integrated with KCTR's signaling system. The track can be a spur, with access only to and from the west, because only Johnson County service is contemplated, and push-pull operation (i.e., bi-directional) is anticipated.

2. Platform. The platform must be approximately 450 long to accommodate the train consist (four cars and a locomotive). A minimum preferred width is ten feet. The platform height should be eight inches above the top of rails. The platform should be fully accessible and ADA compliant. A canopy is preferred. A high level of lighting is required for safety and security.

3. Passenger Accommodations and Amenities. Elevators, escalators and stairs of adequate design should comprise any required vertical connections. Walkways and sidewalks should be well lit and direct. Adequate signage and information must be provided. Covered waiting areas are required; interior climate controlled waiting areas are preferred. Restrooms and concessions are preferred. Ticketing can either be handled by an attendant, or, minimally, by ticket machines.

4. Train Set Services. The provision of these services and facilities is dependent upon whether the equipment is serviced on the downtown end or the outer end of the commuter line. 408v, 200 amp. electrical service is required if the trains are serviced at the location, or if the train is to layover for any significant time for schedule purposes. Other services may include compressed air, potable water supply, sewage, mechanical and support facilities.

5. Connecting Bus Provisions. The overall design of the station site must provide for convenient access to scheduled transit service, and for dedicated bus service. Adequate staging areas must be provided, along with sheltered passenger waiting areas. Walk distanced for these connections should be minimized.

6. Parking. Parking should be provided for persons driving to the downtown station to complete a reverse commute trip on commuter rail. The walk to the rail station should not exceed 1,200 feet.

7. Security and Safety. Lighting is required at a level to achieve the perception of security. Other security elements could include emergency communications systems and video surveillance. The station and site must meet all emergency and life safety standards and codes.

B. Location Criteria

Criteria to guide the location analysis was developed during work sessions with JCT and KCATA, and presented early in the study to ensure important considerations were included in the evaluation. The criteria shown in Table 2 were used for the location analysis.

The criteria address the access to the station site, both for the rail/rail connections, and pedestrian access. Cost of developing the station and opportunities for joint use of existing facilities are important criteria, particularly for the initial demonstration project phase. Maximizing the use of exiting public facilities, such as the Amtrak platform is considered an important consideration.

Site availability and the effect on other nearby operations, such as KCTR, Amtrak and Union Station/Science City are such that negative findings can preclude development of a station site.

Consideration of access and connections for the reverse commute market was included because of the importance to both Kansas City and Johnson County interests. It is anticipated that most reverse commuters will arrive at the station via existing KCATA buses, although special connector services could be operated. Parking should be available for reverse commuters in the vicinity of the station.

For the comparative evaluation of alternative sites, it is important to assign some measure of relative importance to these criteria. For this analysis, it was decided to use general or qualitative assessments of the importance of the location criteria. Following is a more detailed discussion of the criteria, along with the determination of the relative importance of each factor.

Transit Connections and Access. *Very Important*
Most of the potential market is not within walking distance, thus connections to bus service are very important. The connections must be convenient and reliable, and must not require significant additional time for passengers to walk between the rail platform and the bus loading area. Generally, two minutes walking time is preferred (500 feet), and five minutes (1,250 feet) is the maximum distance. The commuter rail service cannot be successful without convenient connections with bus service. Two types of bus connections must be provided for:

- Connections to regularly scheduled KCATA buses on existing routes.
- Connections to buses dedicated specifically to rail patrons.

Although light rail is not expected to be available for the demonstration project, the location of light rail and the opportunity for connections between the two rail modes should be a consideration because light rail could be a very effective passenger distributor in the future.

Walk Access to Nearby Destinations. *Very Important*
Thousands of employees are located within walking distance of some of the potential station sites. For these employees, the commuter rail service is likely to be a very attractive alternative to auto commuting. Access to this market is critical. Generally commuters can be expected to walk approximately ten minutes from the rail platform to their work site. Under ideal circumstances some commuters could be expected to walk up to fifteen minutes from the rail platform. Walk access to destinations can be characterized as follows:

Five minutes (1,250 feet)	Excellent
Ten minutes (2,500 feet)	Good
Fifteen minutes (3,750 feet)	Marginal

In addition to work sites, proximity to other destinations, such as retail commercial and entertainment (e.g., Science City) is a consideration.

Cost. *Important*
The cost of acquiring, developing and operating the station facilities is obviously important, although not overriding. It is anticipated that developing a downtown area station will require some level of investment. The project appears to have adequate funding to develop a station and facilities. For the initial screening only capital costs are considered. Site acquisition costs and operating costs are more unique to each site, and are considered in the more detailed evaluation.

Effect on Others. Very *Important*
This general criteria includes effects on KCTR, Amtrak, Union Station/Science City and adjacent property owners. In some cases, these effects may be more important than others and may even result in a "fatal flaw". For example, adverse effects on KCTR may result in denial of operating rights. Generally, each of these entities are established in the area and substantial modification for commuter rail may be difficult and/or costly.

Proximity to Union Station. *Somewhat Important*
This is more important for nostalgic reasons than for practical reasons, especially with the relocation of Amtrak facilities uncertain. Access to the transportation services located at Union Station is a consideration, but primary rail/bus connections will be made elsewhere, closer to the commuter rail station.

Site Availability. *Very Important*
It is unlikely that any form of eminent domain would be used for site acquisition, especially for the demonstration phase of the project. Thus, the availability of the site has absolute importance. For the initial screening, site availability was based on a cursory review. Negotiations or discussions with property owners will not be conducted during the study.

Joint Use of Facilities. *Important*
The opportunity to use existing facilities (e.g., Amtrak's platform) not only reduces costs, but reduces the time required for implementation of the commuter rail service. In addition, public (and political) perception may be that joint use of facilities is very important, especially for the demonstration project.

TABLE 2
I-35 COMMUTER RAIL NORTH END STATION LOCATION ASSESSMENT
Location Criteria

1. Transit Connections and Access
   - Existing routes & services including KCATA routes and other services operating at the Union Station Intermodal facility.
   - Bus staging area for dedicated distribution service
   - Future services, including light rail transit
2. Walk Access to Nearby Destinations
   - Employment/Office Buildings
   - Other (e.g., retail, entertainment, etc.)
3. Cost
   - Capital Cost for Station Development
   - Site Acquisition Cost
   - Operations and Maintenance Cost
4. Effect on Others
   - KCTR Operations
   - Amtrak Operations
   - Union Station/Science City
   - Adjacent Property Owners
5. Proximity to Union Station/Amtrak Station
6. Site Availability
   - Current Ownership
   - Cost
7. Joint Use of Existing Facilities
   - Amtrak (Existing and Proposed), tracks, platforms and waiting areas
   - Union Station
   - Other
8. Center City Reverse Commute Connections

Reverse Commute Connections. *Important*
Access to center city residential areas, and especially transit connections, is an important consideration because of the importance of this market to the commuter rail project. The location of the station with respect to existing KCATA bus routes serving the center city is key. Proximity to the Union Station Intermodal Facility is important because of the concentration of transit services.

III. Kansas City Terminal Railway

The Kansas City Terminal Railway Company (KCTR) is jointly owned by the major railroads operating in Kansas City. KCTR's Board of Directors is comprised of executives from the seven railroads. The KCTR performs switching operations for the major railroads, and owns about 87 miles of track in Kansas City. The property stretches from the Armourdale district in Kansas City, Kansas to just east of the Blue River. KCTR formerly owned Union Station, prior to the sale to Trizec in the early 1970s.

The KCTR has enjoyed much success over the past ten years in the amount of freight hauled over its property. Every railroad in Kansas City utilizes part of KCTR's trackage. For most of the history of KCTR, the railroad had four tracks which traversed most of the property and provided sufficient capacity. When rail traffic diminished in the late 1970s and early 1980s, the KCTR eliminated two of the tracks, upgraded the remaining two tracks, and increased the horizontal separation to meet current track-center width standards.

Since the early 1990s, rail traffic has been increasing again at a rapid pace. The need for additional capacity is such that the KCTR installed a third main track in 1997 on a portion of their property. The railroad will complete this third track over the remainder of their property in late 1998 or early 1999. Limitations of the right of way permit only three tracks, at current standards, over most of the KCTR right of way without incurring substantial costs for property acquisition and construction.

The KCTR currently has approximately 300 train movements a day on its property. As previously explained, the KCTR dispatches all trains in Kansas City, regardless of the railroad operating the train. All signals and switches are controlled by their KCTR dispatchers.

Even with the three main freight lines, traffic is somewhat congested on KCTR's tracks. The predominant user of KCTR's tracks in the area surrounding Union Station is the BNSF. The corridor which runs by Union Station is the single busiest intermodal corridor in the United States, and therefore is not only congested, but is very time-sensitive. Due to the direct route KCTR offers, the Union Pacific is using it more since the merger with the Southern Pacific.

The placement of tracks in the area surrounding Union Station is controlled by a pier on the Main Street viaduct. Even though it appears there is adequate space immediately to the north of the station, the conflicts at the viaduct pier constrain the entire area. The most northerly Amtrak track (#31) is being shortened so that the new third main track can utilize the last remaining space under the Main Street viaduct.

The commuter rail proposal will be very troublesome to the KCTR and the parent freight railroads. The issue is not only capacity and time, but the priority required for commuter rail operations could challenge the time-sensitive nature of intermodal freight movement. The freight railroads' sensitivity to this issue should not be underestimated. The railroads are in the process of spending nearly $75 million to correct a delay problem just five miles east of Union Station at the Sheffield Station. At this location, a "flyover" bridge will be constructed to eliminate an "at-grade" rail crossing and associated delays.

The option for commuter rail to utilize the existing Amtrak platform would be the easiest for the KCTR to work with. This option for the Johnson County to Union Station service (and not further to the east) would require only a small operating arrangement with the KCTR. The

BNSF track, which commuter rail is proposed to use, merges with the most southern track of the KCTR, Track #4. Track #4 is the track that all of Amtrak's sidings are switched from; therefore, this option would not require commuter trains to cross any of the freight lines, other than Track #4.

The option to use the existing Amtrak facility as the "end of the line" for commuter rail would be the easiest option to sell to the KCTR. This option would require an agreement with Amtrak for use of their facilities and an operating agreement with the KCTR.

Any of the other options which consider platforms on the south side of the rail tracks could potentially be agreed to by the KCTR. There would be much less congestion resulting from a platform on the south side of the tracks than there would be from a platform on the north side of the tracks.

An operation for commuter rail on the north side of the tracks would be very problematic. Traveling to the station from Johnson County and the BNSF line would require commuter trains to cross all three main freight tracks. There currently is not a crossover in the immediate vicinity of the BNSF junction with the KCTR. A crossover would need to be constructed and the necessary signal modification made. This type construction for main lines would be costly.

The most significant problem with a facility on the north side of the KCTR tracks is the conflict which would be present between the commuter operations and the freight traffic. It is not unusual to have several freight train movements occurring simultaneously in this area. To stop freight train operations to allow commuter trains to travel through would exacerbate capacity problems on the KCTR system.

IV. Amtrak Passenger Service and Station

Currently, approximately 250 daily rail passengers use the Kansas City Amtrak station to board scheduled trips on the three trains. Table 3 shows current passenger rail schedules for Kansas City.

Table 3
Kansas City Amtrak Service

Train	Arrival/Departure Time	Origin/Destination
Westbound		
Missouri Mule	Arrives 1:00 PM	St. Louis
Ann Rutledge	Arrives 9:00 PM	St. Louis/Chicago
Southwest Chief	Arrives 12:35 AM	Chicago
Eastbound		
Southwest Chief	Departs 7:38 AM	Chicago
Ann Rutledge	Departs 8:20 AM	St. Louis/Chicago
Missouri Mule	Departs 3:30 PM	St. Louis

The Southwest Chief operates seven days per week between Chicago and Los Angles and is considered one of Amtrak's premier trains in the Midwest. The Ann Rutledge operates between Chicago and Kansas City via St. Louis. The Missouri Mule operates between St. Louis and Kansas City. Together the Ann Rutledge and Missouri Mule provide important cross-state passenger rail service between Missouri's two large metropolitan areas.

The problem the current schedule poses for commuter rail service is that two eastbound train occupy the Amtrak sidings at the same time in the morning, during the period commuter trains would be arriving from Johnson County.

Kansas City's passenger rail service is operated from a platform adjacent to two siding tracks reserved for passenger rail usage south of the Kansas City Terminal Railway main tracks. Amtrak actually has three sidings, track numbers 29, 30, and 31. Track 31 does not have a passenger platform, as such.

The Amtrak tracks are used primarily as follows:

- The trains that operate between Kansas City and St. Louis usually operate on Track 29 (the farthest south).
- The Southwest Chief usually operates on Track 30 (the next track to the north).
- Only on rare occasions is Track 31 used; however, Amtrak feels that it is extremely important to their operation.

Track 31 is the track that will be shortened in length when the new third main track is constructed in this area. All of these tracks (29,30, and 31) are controlled by a power switch operated by the KCTR dispatcher; therefore, modifications such as track shortening is costly and requires substantial of coordination with the KCTR signal department.

Use of the tracks by Amtrak is by way of the national operating agreement with all of the railroads. Amtrak trains are given priority when on KCTR property. Freight trains always yield to Amtrak trains.

The Amtrak station facility remains located at the north end of Union Station's North Waiting room in the structure under the Main Street viaduct. The station building includes a passenger waiting area, ticket counter, baggage facilities and other related functions. Access to the station from the Main Street level is via a stairway or escalator and elevator just northeast of the Two Pershing Square office building. Limited short-term parking for the passenger rail station is available in the ground level of the Two Pershing Square parking garage; the cost of long-term parking at this location is not practical for most passenger rail users. Access to the station is also available from the parking garage.

The current passenger rail station facility is considered inadequate. The location of the Two Pershing Square building precludes rail access any further south on the site. Thus the passenger rail station's platform is likely to remain at a location to the north of Union Station. A recent architectural design study performed by a consultant to USAC, for Amtrak, concluded that much needed repairs and improvements to the current passenger rail facility would require an investment of approximately $1 million.

With the renovation of Union Station as a Science Museum and Intermodal Transportation Facility, the opportunity exists to relocate the passenger rail station back into Union Station. The proposed project will locate the station's ticketing, baggage and waiting room functions in the east wing of the Headhouse, just off the Grand Lobby. The waiting area will be connected to the passenger rail platform by a covered walkway in the corridor between the North Waiting Room and the Two Pershing Square office building. Access to the passenger rail waiting room will be from the South Plaza, via the Grand Lobby, or the transportation center on the east side of the Headhouse, adjacent to Main Street. The project will also include improvements to the platform and track areas, and signage enhancements.

Conceptual plans for the relocation of passenger rail station facilities into Union Station were prepared and have been reviewed by Amtrak; at the present time Amtrak has accepted these plans.

The Midwest Rail Initiative, Amtrak's effort to develop a business plan for Chicago-hubbed regional passenger rail services, may result in additional service for Kansas City. As Kansas City develops a more prominent role in passenger rail service, a more suitable station will be an even greater priority.

The Missouri Department of Transportation is also investigating the creation of additional passenger rail trips between Kansas City and Missouri. These added inter-city trips would further augment passenger rail usage between the State's two largest cities.

V. Identification of Potential Station Sites

Based on an examination of the area along the KCTR tracks between I-35 and Grand Boulevard, and the consultant's familiarity with KCTR and Amtrak operations, the Union Station/Science City development and existing and proposed transit service in the area, eight sites were identified for the initial evaluation. These sites represent the range of options for the downtown commuter rail station, and all can be developed with the functional elements identified in Section II.A. The eight sites are shown in Figure 1. These sites were presented to the client committee during a working session on July 23, 1998.

Site 1. This site is located between Grand and Main along the south side of the KCTR tracks, adjacent to the surface parking lot used by the Pershing One office building. Site 1 is the site identified as a potential intermodal transportation facility in he FOCUS Kansas City report, and is attractive because of the potential for a direct connection with LRT, if LRT were located on Grand Boulevard. This site would require the construction of a new passenger platform and substantial trackwork, as well as the station facilities.

Site 2. This site is located just west of Main Street on the south side of the KCTR tracks and is currently used by Amtrak for intercity passenger rail service. Most of the physical facilities required for passenger rail service exist at Site 2.

Site 3. This site is located west of Main Street on the south side of the KCTR tracks and is currently used by Amtrak for intercity passenger rail service. Site 3 is 200 to 300 feet west of Site 2. Most of the physical facilities required for passenger rail service exist at Site 3.

Site 4. This site is located in the "west yards" area of the Union Station/Science City development and is currently being developed as a surface parking lot for the development. Site 4 is located just west of Union Station's North Waiting Room. The opportunity exists for use of this area for a passenger rail station because plans for the area include the construction of two spur tracks along the north edge of the parking lot for exhibit trains and excursion trains. If developed in this manner, at least some of the physical elements required for passenger rail service would be available.

Site 5. This site is located between Grand and Main along the north side of the KCTR tracks, near the point Walnut Street terminates at the KCTR tracks. The area includes an active freight siding that is used to transport supplies to the *Kansas City Star* at 18th and Grand. An advantage of Site 5 is that Walnut could provide direct, at grade, access for the rail/bus transfer connection. Additionally, space for the commuter rail station appears available because the area was once occupied by freight siding tracks, most of which have been removed.

Site 6. This site is located just west of Main on the north side of the KCTR tracks. Site 6 is adjacent to the Freight House development. As with the other north sites, existing surface streets could provide direct, at grade, access for the rail/bus transfer connection. Space for the commuter rail station appears available because the area was once occupied by freight siding tracks.

COMMUTER RAIL STATION ASSESSMENT
FOR KANSAS CITY, MISSOURI
Johnson County Transit

OCTOBER 1998

SCALE: 0 500 1000 FEET

FIGURE 1
POTENTIAL COMMUTER RAIL STATION SITES

Site 7. This site is located just east of Broadway on the north side of the KCTR tracks. Site 6 is adjacent to parcels of land formerly used for terminal activities, but are largely vacant currently. Existing surface streets could provide direct, at grade, access for the rail/bus transfer connection and space for the commuter rail station appears available because the area was once occupied by freight siding tracks,

Site 8. This site is located at Broadway on the south side of the KCTR tracks adjacent to the western edge of Union Station/Science City's parking lot. A possible advantage of Site 8 is that it is removed from the activity, and potential conflicts, further to the east.

VI. Initial Site Screening

The initial screening of the eight sites was conducted using the site location criteria described in Section II.B of this report, and preliminary investigations conducted by the consultant. The intent of the initial screening was to identify a smaller number of potential sites that best meet the established criteria and were judged to be feasible from an operation standpoint. The initial screening process included a search for "fatal flaws" that would make a particular site unworkable.

Figure 2 is a summary of the general conclusions from the initial screening exercise.

Figure 3 is a summary of the degree to which each site meets the established criteria. Given the qualitative nature of the initial screening, a "consumer reports" technique was used to illustrate the comparison of the alternative sites. This technique quickly reveals the strengths and weaknesses of the potential sites. The options with the most solid balls are "best", and open balls indicate shortcomings, or even "fatal Flaws".

From Figure 3, it is apparent that sites 1 through 5 are "best" in terms of the important transit connections and walk access criteria. However, sites 1 and 5 have high costs and adverse effects on others. The conclusion from the initial screening exercise is that all but sites 2, 3 and 4 should be dropped for further consideration, at least for the demonstration project. A more detailed explanation of the initial evaluation for each site follows.

Site 1. This site would require substantial work to mitigate the effect on existing KCTR and Amtrak operations due to the limited availability of rail right of way and the configuration of tracks and switches. A preliminary estimate of cost for this work is on the order of $8 million to $10 million for trackwork, switches and signals.

In addition, the parking area to the south of the site, currently used by Pershing One office workers, is subject to a legal agreement between USAC and the owners of the office building. Although USAC owns the area, USAC is required to provide parking regardless of the development that occurs in this area. Any displaced parking spaces would have to be replaced, probably in a parking structure due to the constraints of the area.

The complications associated with Site 1 and the extremely high cost of mitigating adverse effects on adjacent uses, especially the KCTR, makes the site unfeasible for the demonstration project.

However, the attractiveness of the site in terms of access to connecting transit service, proximity to nearby development and the potential for future joint development as an intermodal center dictates that Site 1 be considered for use as a rail passenger facility in the future. This is especially important if light rail is eventually located on Grand Boulevard. It should be noted that USAC has an agreement with KCATA that this site will be considered for a permanent intermodal passenger facility in the future. This could serve the needs of commuter rail, and other modes, after the demonstration project. It is important that development that occurs in the area not preclude this future use.

FIGURE 2
I-35 COMMUTER RAIL NORTH END STATION LOCATION ASSESSMENT
Initial Site Screening Considerations

Station Site	Transit Connections	Walk Access	Cost	Effect on Others	Union Station	Site Availability	Facilities Joint Use	Reverse Commute
#1 Grand/Main South Side	Good, access through parking lot or vertical to Grand	Good, vertical connection to Grand required	Very high due to trackwork, signals and platform	Substantial, parking lot & KCTR	Fair, Passengers would not use	Controlled by USAC and Pershing One	None	Good due to proximity to existing services
#2 Current Amtrak Station	Fair, vertical connections to buses	Good, vertical connection to Main required	Moderate due to joint use.	Potential conflicts with Amtrak	Very Good	Controlled by Amtrak	Yes, all Amtrak facilities & Union Station	Good due to proximity to existing services
#3 Amtrak Platform West	Good, access via west yards	Good, vertical connection to Main required	Moderate due to joint use.	USAC parking & Amtrak conflicts	Very Good	Controlled by Amtrak	Yes, all Amtrak facilities & Union Station	Good due to proximity to existing services.
#4 Union Station Exhibit Track	Good, access via west yards	Fair, increased distance to Main	Moderate due to joint use with USAC	USAC parking and circulation	Good	Controlled by USAC	Some, exhibit tracks	Fair, good access to USIF services
#5 Grand/Main North Side	Good, access via surface street	Good, vertical connection to Main required	High due to trackwork and platform	Substantial conflicts with KCTR	Poor	Unknown	None	Good due to proximity to existing services.
#6 Freight House North Side	Fair	Fair, increased distance to Crown Center	High due to trackwork and platform	Substantial conflicts with KCTR & Freight Hse	Fair	Controlled by Freight House District	None	Good due to proximity to existing services.
#7 Wyandotte North Side	Fair	Poor	High due to trackwork and platform	Substantial conflicts with KCTR	Poor	Unknown	None	Fair
#8 Broadway South Side	Fair to poor	Poor	High	Conflicts with USAC	Fair	USAC & KCTR	None	Poor

4-24

FIGURE 3
I-35 COMMUTER RAIL NORTH END STATION LOCATION ASSESSMENT
Initial Site Screening Summary

Station Site	Transit Connections	Walk Access	Cost	Effect on Others	Proximity to Union Station	Site Availability	Joint Use of Facilities	Reverse Commute
#1 Grand/Main South Side	●	●	○	○	◒	◒	○	●
#2 Current Amtrak Station	◒	●	●	◒	●	◒	●	●
#3 Amtrak Platform West	●	●	●	◒	●	◒	●	●
#4 Union Station Exhibit Track	●	◒	●	○	●	◒	◒	◒
#5 Grand/Main North Side	●	●	○	○	○	○	○	●
#6 Freight House North Side	◒	◒	○	○	◒	○	○	●
#7 Wyandotte North Side	◒	○	○	○	○	◒	○	◒
#8 Broadway South Side	○	○	○	◒	◒	◒	○	○

Legend

Best Addresses the Criteria	●
Medium Alternative	◒
Fails to Address Criteria Sufficiently	○

Task Force on Rail Passenger Service
November [illegible]

Site 2. **This site should be included for further study.** Connections with both existing and dedicated bus service would be less than ideal, requiring vertical connections to the Main Street viaduct above the site, and the establishment of a bus loading area on the viaduct. This will be examined in more detail in Section VII of this report. Walk access to nearby destinations is enhanced by virtue to relatively good connections to the pedestrian walkway, referred to as the Link, being developed as part of the Union Station Intermodal Facility. The relocation of the Amtrak station into Union Station, with a direct pedestrian connection between the Amtrak platform and the Station's Grand Lobby (and transit centers), would make this site even more attractive for commuter rail.

The greatest obstacle is the conflict with Amtrak operations. However, the availability of station infrastructure would reduce the cost of development, shorten implementation, and offer opportunities for reduced ongoing operations and maintenance cost.

Site 3. **This site should be included for further study**. Site 3 is very similar to Site 2 in terms of advantages, and obstacles. This site, being further to the west may ease the conflicts between commuter rail and Amtrak. The location also presents an opportunity to achieve the rail/bus connections at grade, using the west yards area of Union Station/Science City. This type of connection would have advantages over the Main Street viaduct from a passenger convenience perspective, but would present difficult logistical conflicts with operations of the Union Station/Science City parking lot. This also will be examined in more detail in Section VII of this report.

Site 4. **This site should not be included for further study.** There is substantial uncertainty with Site 4. The development would be subject to USAC approval and would have significant effect on the development's parking lot operation. USAC does not believe a commuter rail station on this site is compatible with the operation and use of the west yards by Union Station/Science City. Further, it is not certain at this time whether the spur tracks for exhibit trains will even be developed due to funding considerations and other factors.

The greatest advantage of this site is the reduced conflict with Amtrak operations. The site is recommended for further study only in the event of a failure to reconcile conflicts between Amtrak and commuter rail that could preclude the use of sites 2 or 3.

Site 5. Despite the attractiveness of this site, **the conflicts with KCTR's operations and the high cost of development dictate that Site 5 be dropped from further consideration**. The conflict with KCTR's operations represents a "fatal flaw".

Site 6. Although this site has some merit, **the conflicts with KCTR's operations and the high cost of development dictate that Site 5 be dropped from further consideration**. As with the other north side sites, the conflict with KCTR's operations represents a "fatal flaw", and integration with the Freight House development would be difficult to accomplish.

Site 7. In addition to the unworkable conflict with KCTR, this site is considered to be too remote from existing transit service and important destinations. **Thus, Site 7 should be dropped from further consideration.**

Site 8. **Site 8 should be dropped from further consideration because it has little to offer in terms of access or passenger convenience.**

VII. Bus Distribution Systems for the Demonstration Phase

A. Passenger Distribution System Characteristics: Service Levels and Costs

The design and development of rail passenger distribution services, although very important, are not part of the downtown station location assessment project. However, it is important to have some awareness of the existing and future transit services that would form the basis of the passenger distribution system needed for the commuter rail service to be successful.

In the short term, the only distribution service available for commuter rail riders would be some type of rubber tired vehicle, that is, a bus or motorized trolley. KCATA's proposed light rail transit system could provide some, or all, of the distribution service for commuter rail, but it is assumed that commuter rail would be in operation prior to the implementation of LRT.

The station site evaluation should therefore assume that some type of bus distribution system will be part of the station's facilities. Two types of services must be accommodated, existing KCATA bus service, and a bus service dedicated exclusively to the commuter rail service.

Existing KCATA Service

KCATA does operate a high level of service in the vicinity of Union Station that could be used by commuter rail passengers to reach destinations beyond a reasonable walking distance. This service is summarized in Table 4 from the perspective of the commuter rail service.

Table 4
Existing KCATA Service
Peak Period Service Levels

Sector	Bus Trips	Capacity
Downtown	15	460 passengers
CC/Hosp Hill	8	290 passengers

The existing KCATA service summarized in Table 4 is split between Main Street and Grand, and the routings downtown do not serve the eastern part of downtown directly. This includes the federal building and the civic mall currently under development. Several of the routes operate on Grand as the eastern most routing. The most frequent service is on Route 56, Country Club, with ten minute intervals between buses. Other routes are less frequent, with headways as long as 30 minutes.

The disadvantages of relying on existing service are as follow:

- Adequate capacity is not available, at least for the downtown market. It is anticipated that between 200 and 500 commuters with downtown destinations will arrive at the station expecting connecting bus service. This is the equivalent of four to ten bus loads.
- The current bus service is not frequent enough to allow rail patrons to transfer without significant inconvenience. Rail commuters cannot be expected to wait for regularly

scheduled buses with an average wait of five to fifteen minutes. The normal variance in both the rail and bus schedules would make schedule coordination extremely difficult.

- Depending upon the exact location of the rail platform, some of the bus routes would require a walk of more than five minutes. For example, the current Amtrak platform location under Main Street would provide good access to routes operating on Main Street, but the use of buses operating on Grand would require the commuter to walk to Grand.

Numerous studies have shown that commuters dislike transfers that are unreliable or require any waiting time. Waiting time is valued at 2.5 to four times the value of time in a transit vehicle. That is, a five minute wait for a bus is perceived by the commuter as a 12.5 to 20 minute addition to the trip time. The ability of the commuter rail service to attract auto users depends upon the comparison of total trip time by mode. The additional time required for the transfer and walk to KCATA buses would result in a significantly longer transit trip.

The routing and scheduling of KCATA buses in the downtown/Crown Center area reflects service and market considerations for existing bus riders. It is unlikely that the service patterns would be easily revised to accommodate rail patrons.

The situation with destinations south of Union Station, including Crown Center and Hospital Hill, is different. Unlike downtown, many of the offices in Crown Center are within walking distance of potential commuter rail station sites, thus another mode is not a necessity. Additionally, the number of commuters destined for Crown Center and Hospital Hill is likely to be lower. Finally, because KCATA buses are not traveling in the peak direction between Union Station and Crown Center, more capacity is available on the regularly scheduled buses.

In conclusion:

- Existing KCATA service is not adequate to meet the needs of the downtown commuters transferring from the commuter rail service at Union Station. Capacity is not available, and the service would be unattractive to most commuters.

- Existing KCATA service may be adequate to serve the rail commuters with final destinations south of Union Station.

Dedicated Distribution Service

The type of distribution service that would be attractive to commuter rail users, and would contribute to the viability of commuter rail for the downtown commuter marker would have the following characteristics:

- An adequate number of buses would be available at the time the train arrives, rather than having a scheduled service or a shuttle operation.

- Downtown would be served with two routes, one oriented to the west sector and the other to east side employment concentrations. The routes would serve major employment concentrations as directly as possible. For example, the east route would have a stop near the federal office building at 12th and Cherry.

- The bus stop would be as close as possible to the rail platform to avoid the inconvenience of requiring rail patrons to walk to a distant access point.

- Standard transit buses, or some similar vehicle in terms of capacity, would be used to accommodate the expected volume of rail patrons.

Based on the projected commuter rail ridership, and an analysis of the market, the service would require four buses for downtown patrons with the low ridership estimate, and ten buses with the high ridership estimate. Crown Center/Hospital Hill would require two to three buses depending on the ridership estimate used. As previously stated, dedicated bus service to Crown Center and Hospital Hill may not be required.

The distribution service would be scheduled to support all three of the scheduled rail trips. Some adjustment in service level could be made reflecting the variation in ridership by rail trip. Morning service would be designed to move commuters as effectively as possible to downtown destinations. In the afternoon, the service would be designed to return commuters to the station.

The service could be operated by Johnson County Transit, the KCATA, or a private firm under contract to another entity. The buses could be owned by the contracting entity (e.g., Johnson County), or included in the contract for service, with the contractor owning the vehicles.

The vehicle fleet required for the distribution service would have a capital cost of $1.5 million to $3.25 million if new standard transit buses were acquired. The use of existing KCATA buses, or other vehicles, could reduce the cost of the vehicle fleet significantly. However, the availability of vehicles during the time period required for the commuter rail service is questionable because other transit fleets have peak requirements at the same time.

Federal capital funding could be available for up to 80 percent of the cost of new vehicles for the distribution system.

Operating costs were estimated using a cost of $50 per bus-hour. This rate will vary with a number of factors, including the operator. The estimates assume operation only during the time the commuter rail service operates, peak periods on weekdays. Table 5 shows the estimates of operating costs.

Table 5
Dedicated Distribution Service Annual Operating Cost Estimates

	Low Ridership Estimate	High Ridership Estimate
Downtown Sector Service	$306,000	$765,000
Crown Center/Hospital Hill	153,000	229,500
Total	$417,400	$994,500

B. Bus Staging and Loading Area Options

As previously stated, the connections between the commuter train and buses designed to distribute passengers to their final destination are extremely important to the success of the service. The location of the current passenger rail platform is such that direct access by any type of vehicle will be difficult. An evaluation of the area concluded that there are two possibilities for achieving the "seamless" rail/bus connection, while providing adequate space for up to ten buses without significantly impacting traffic operations. These two options, the Main Street viaduct and Union Station's west yards, are discussed in the following sections.

1. Main Street Viaduct

The Main Street viaduct which crosses over the KCTR tracks at the current Amtrak station offers an opportunity for the rail/bus connection because of its close proximity to sites 2 and 3. In addition, the width of the viaduct can accommodate the required six traffic lanes (three northbound and three southbound) along with an exclusive lane for bus staging and loading. The challenge is to effectively overcome the vertical separation of approximately thirty feet between the passenger platform and the deck of the viaduct.

Figure 4 shows how the viaduct could be configured to provide a dedicated bus lane/loading area on the west side of the viaduct. The rail/bus connection could be created with the following elements:

- A connection from the commuter rail/Amtrak platform to Main Street using an escalator and a stairway. The Americans with Disabilities Act (ADA) requires an elevator for individuals who cannot use an escalator or stairway. An elevator is currently in place in the existing Amtrak station. This existing elevator may satisfy the requirements of ADA.

- A passenger loading area on the west side of the viaduct, possibly including an addition to the viaduct to increase the area for passengers, and provide for a the escalator landing.

- A twelve foot wide bus lane for staged buses along the west curb of the viaduct. This lane would be approximately 450 feet in length allowing for about ten parked buses. The bus lane would be separated from the southbound traffic lanes by a low median or pavement markings.

A bus stop for regularly scheduled buses would be located at the south end of the bus lane for rail passengers connecting with existing KCATA routes.

With the bus loading area along the west side of the viaduct, buses leaving the loading area would access downtown by traveling south to Pershing Road, east to Grand and north on Grand into the downtown district. Buses arriving at the station would use Main Street from the downtown district.

COMMUTER RAIL STATION ASSESSMENT
FOR KANSAS CITY, MISSOURI
Johnson County Transit

SCALE: 0 50 100 FEET

OCTOBER 1998

FIGURE 4

MAIN STREET BUS LOADING AREA

TASK FORCE ON RAIL PASSENGER SERVICE
11-30-99 4-30

Task Force on Rail
Passenger Service
November 10, 1999

The bus loading area could be located on the east side of the viaduct, allowing for a more direct route to downtown. However, the return bus trip would require a routing via Pershing Road. Additionally, the vertical connections between the platform and the viaduct appear to work better with the bus loading area on the west side.

Conceivably, bus loading areas could be provided on both sides of the viaduct, however, the additional cost of vertical connections to both sides of the viaduct from the platform does not appear to be warranted.

2. West Yards

The west yards area of the Union Station/Science City development offers an opportunity for the rail/bus connection because of the area's close proximity to the passenger platform, and the fact that the connection could be made at grade. In addition, the west yards area has been designed to accommodate buses because school buses and tour buses servicing museum patrons will load and unload at the Station's lower level. Circulation will be through the west yards with access to Pershing Road at Broadway via a recently constructed ramp.

Figure 5 shows how the west yards could be configured to provide a dedicated bus lane/loading area along the north edge of the parking area. The rail/bus connection could be created with the following elements:

- A connection from the commuter rail/Amtrak platform to the bus loading area across Track 29, and the exhibit rail spurs, if constructed. An escalator and stairway would not be required.

- A passenger loading area on the north edge of the parking area, south of the spur tracks with adequate space for passengers.

A bus stop for regularly scheduled buses would be located at the current location at the Amtrak station entrance on Main Street for passengers connecting with existing KCATA routes. A drawback of this option is that regularly scheduled buses would load in a different location than dedicated buses.

With the bus loading area in the west yards, buses leaving the loading area would access downtown by circulating through the parking area to Pershing Road, east to Grand and north on Grand into the downtown district. Buses arriving at the station would use Main Street from the downtown district, then west on Pershing to the Broadway ramp into the west yards.

3. Evaluation of Bus Loading Areas

The two bus loading areas were evaluated based on walk time from the platform to the loading area, bus travel time to downtown, general operations, effect on others and development cost.

j:\101\9812300\site4.fig

08 OCT 98

COMMUTER RAIL STATION ASSESSMENT
FOR KANSAS CITY, MISSOURI
Johnson County Transit

N

0 50 100
FEET
SCALE:

OCTOBER
1998

FIGURE 5
4-32
WEST YARDS
BUS LOADING AREA

TRANSYSTEMS

Walk time. Both options offer excellent connections in terms of walking times, with times of two to three minutes for either option, depending whether rail platform Site 2 or Site 3 is assumed. These walking times would be regarded favorably by rail patrons, and would offer the important "seamless" connection between commuter trains and buses. An escalator was assumed for the connection to the Main Street viaduct.

Bus travel time. Both options offer relatively short bus trips to the center of the downtown district. A trip from the bus loading area on the west side of the Main Street viaduct would require about five minutes. This is about one to one and a half minutes longer than a trip directly into downtown, northbound on Main and Walnut, assuming a loading area on the east side of the viaduct. A bus trip from the west yards would be a little longer, about six minutes total, because of the slightly longer distance and the need to circulate through the parking area before exiting onto Pershing Road.

General operations. The Main Street viaduct bus loading area would be relatively straightforward operationally. Pedestrians would not be required to cross roadways or railroad tracks, and the connection from the platform to the loading area is direct and within line of sight. Having dedicated buses and regularly scheduled buses load in the same area is another advantage. The west yards bus loading area would require pedestrians to cross Track 29 and the exhibit spur tracks. This could pose a problem if exhibit trains were using the spur, although dedicated walkways would be provided to ensure a crossing area.

Effect on others. The Main Street viaduct bus loading area would have little adverse effect on other properties or activities. The viaduct is wide enough to permit the exclusive bus lane while maintaining the current number of traffic lanes. The west yards bus loading area would have an effect on both the design of the parking area, and the use of this area by others (i.e., visitors to Union Station/Science City).

Cost. The Main Street viaduct bus loading area would have a higher development cost due to the need to provide escalators, stairs and possibly an elevator. The barrier along the sidewalk would have to be modified to permit bus loading operations. The west yards bus loading area would require construction of walkways from the platform to the west yards, and possibly other minor low cost site improvements. The preliminary estimate of the additional cost to develop the Main Street viaduct bus loading area is $300,000 to $400,000. Additional detail on development costs for these two areas is included in Section VII C.

In summary, both options for bus loading areas offer very good connections for rail patrons. The Main Street viaduct appears to have advantages from an operational standpoint, and would have little effect on others. Although somewhat more costly to develop, the Main Street viaduct options appears to be a better option for bus connections.

VIII. Potential Commuter Rail Stations

From the initial site screening described in Section V, and the review of bus loading areas for the rail/bus connections, the area of the existing Amtrak station has emerged as the potential site for a commuter rail station, at least for the demonstration project. A preliminary evaluation of Amtrak and commuter rail operations, and discussions with Amtrak have led to the development of three possible station sites. This section describes these sites in terms of rail and passenger operations, and conceptual design features.

A. Site 2 Current Amtrak Station

Commuter rail would use Track 29 by occupying the part of the track immediately to the west of the Amtrak station (at the crossing from the station to the passenger platform), where the Missouri trains, the Ann Rutledge and the Missouri Mule, currently load and unload., as shown in Figure 6. This location would afford rail commuters use of the primary passenger platform, and good access to the current Amtrak station and new connections to the Main Street viaduct for connections to buses.

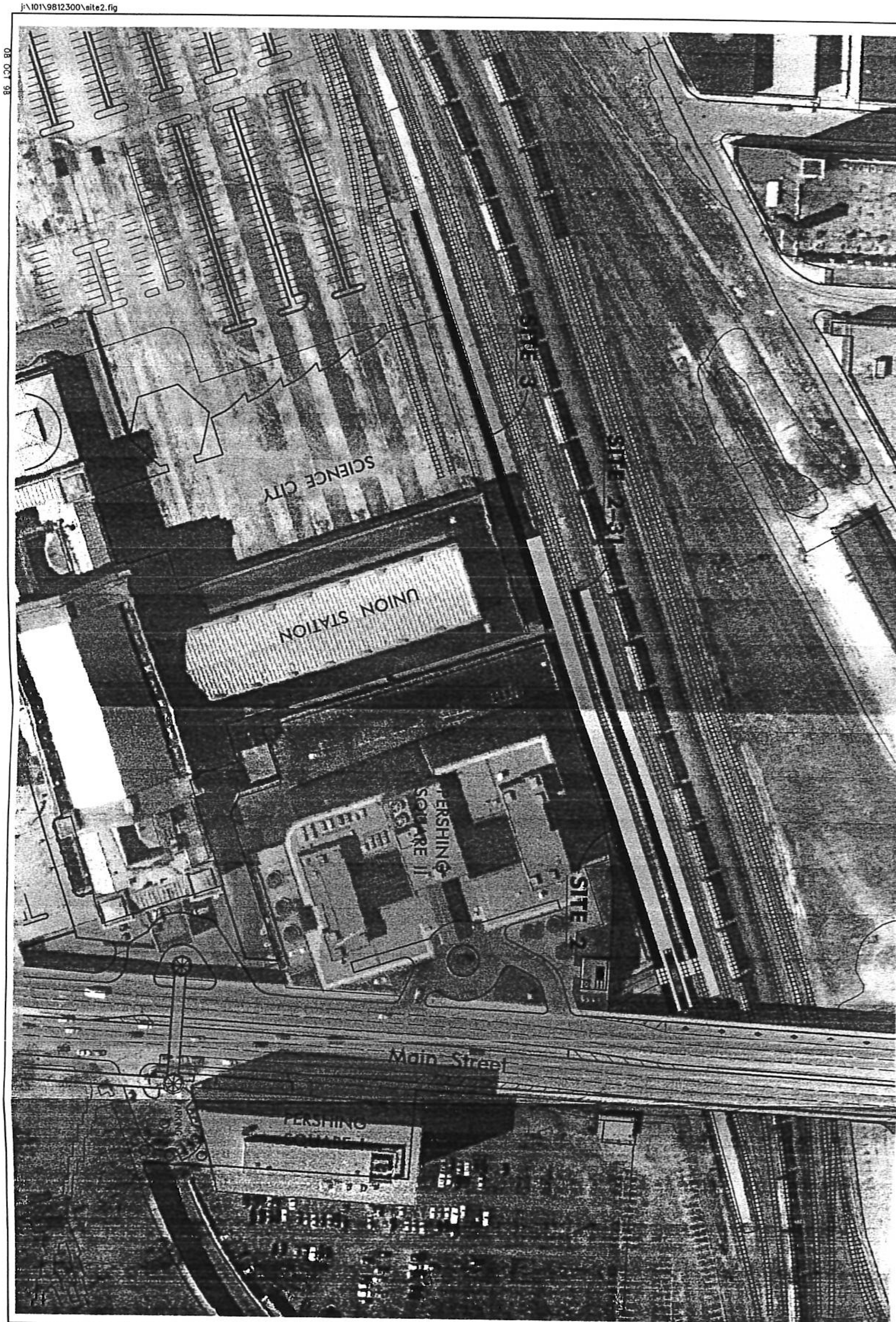
Currently, Track 29 is used by the two Missouri trains; this option would require the Missouri trains to use the portion of Track 29 to the east of the current position. Both trains are short consists, allowing ample opportunity for commuter rail to use the track and platform west of the Missouri trains. Because the commuter rail trains will utilize bi-directional equipment (e.g., push-pull locomotives) access only to and from the west is sufficient for commuter operations. The two Missouri Amtrak trains operate only to and from the east. Thus the two operations are compatible.

This option might require the relocation of equipment used for servicing the Missouri trains, now located immediately north of the North Waiting Room, such as electrical, water and lubricant.

The existing platform canopy would be replaced with an extended canopy (approximately 400 feet long) to provide protection to rail patrons accessing the commuter trains. The existing Amtrak station has facilities such as enclosed waiting area, ticket counter/information booth and public restroom which could be shared with commuter rail patrons.

The vertical connections to Main Street, described in Section VII would be used if the bus loading area was located on Main Street. If the west yards were used, suitable walkways would be provided between the rail platform and the bus loading area. Pedestrian connections to the Main Street level would also be available through the Amtrak Station; an escalator, stairs and elevator are in place.

j:\101\9812300\site2.fig



COMMUTER RAIL STATION ASSESSMENT
FOR KANSAS CITY, MISSOURI
Johnson County Transit

SCALE: 0 50 100 FEET

OCTOBER 1998

FIGURE 6
RECOMMENDED STATION SITES
DEMONSTRATION PROJECT

TRANSYSTEMS CORPORATION

B. Site 3 Amtrak Platform West

Site 3 would have the commuter train loading at a point further to the west, near the North Waiting room, where the Missouri trains are currently serviced. This is shown on Figure 6. This would allow the Missouri trains to continue to load and unload at their present location. This option would require slightly longer walking distance to the buses staged on the Main Street viaduct; approximately 450 feet, about a two minute additional walk, however the location is closer to the west yards loading area.

Because the commuter rail trains will utilize bi-directional equipment (e.g., push-pull locomotives) access only to and from the west is sufficient for commuter operations. The two Missouri Amtrak trains operate only to and from the east. Thus the two operations are compatible.

As with Site 2, this option might require the relocation of equipment used for servicing the Missouri trains, now located immediately north of the North Waiting Room, such as electrical, water and lubricant.

The existing platform canopy would be replaced with an extended canopy to provide protection to rail patrons accessing the commuter trains. To cover the entire distance to the Amtrak platform, a canopy of about 800 feet would be required. The existing Amtrak station has facilities such as enclosed waiting area, ticket counter/information booth and public restroom which could be shared with commuter rail patrons.

The vertical connections to Main Street, described in Section VII would be used if the bus loading area was located on Main Street. If the west yards were used, suitable walkways would be provided between the rail platform and the bus loading area. Pedestrian connections to the Main Street level would also be available through the Amtrak Station; an escalator, stairs and elevator are in place.

C. Site 2-31 Track 31

With this option, commuter rail would use Track 31, and the low platform along the north side of Track 31. Figure 6 shows this station site. It would be necessary for the platform to be upgraded to passenger standards. Track 31 is not presently used by Amtrak on a daily basis, thus its availability. However, Track 31 is blocked by the Southwest Chief when the Chief is in the station. As a result, commuter passengers would have to walk around the front of the Chief's locomotive, about 30 feet east of the Main Street viaduct, to access the station and passenger escalators and elevators.

The Chief's current schedule is such that only the third (i.e., last) inbound commuter trip would be affected, and only if the Chief is on time. The schedules do not result in such a conflict in the afternoon peak.

The upgraded platform along the north side of Track 31 would run about 450 feet from the pedestrian cross over near the Amtrak station building. A platform canopy of about 400 feet would be constructed to provide protection to rail patrons accessing the commuter trains. The

existing Amtrak station has facilities such as enclosed waiting area, ticket counter/information booth and public restroom which could be shared with commuter rail patrons.

The vertical connections to Main Street, described in Section VII would be used if the bus loading area was located on Main Street. If the west yards were used, suitable walkways would be provided between the rail platform and the bus loading area. Pedestrian connections to the Main Street level would also be available through the Amtrak Station; an escalator, stairs and elevator are in place.

D. Development Costs

Preliminary opinions of probable development costs were developed for each of the options described in this section. Development costs vary somewhat with the length of canopy required; an assumption was made that a canopy would be provided for the entire distance rail passengers would be required to walk to and from trains. In addition, the costs vary significantly with the bus loading area; the Main Street viaduct option is more costly because of the need to provide vertical connections. Thus, costs were developed for each station site in combination with both bus loading area options.

Table 6 shows these cost estimates.

Table 6
Station Site Opinions of Probable Cost

	Site 2 Amtrak East	Site 3 Amtrak West	Site 2-31 Track 31
With Main Street Buses	$900,000	$1,000,000	$1,000,000
With West Yards Buses	$700,000	$700,000	$700,000

Additional detail on these cost estimates is provided in the appendix to this report.

IX. Detailed Evaluation of Station Sites

For the purpose of more detailed station site evaluation, sites 2 and 3 were expanded to reflect variations of these site options:

Site 2A is the Amtrak site closest to Main Street (i.e., east) with dedicated bus service on the Main Street viaduct above the platform.

Site 3A is the Amtrak site west of Main Street (i.e., west) with dedicated bus service on the Main Street viaduct above the platform.

Site 2B is the Amtrak site closest to Main Street (i.e., east) with dedicated bus service in the west yards area.

Site 3B is the Amtrak site west of Main Street (i.e., west) with dedicated bus service in the west yards area.

Site 2-31 is the Amtrak site that would use Track 31, as opposed to Track 29. The bus loading area would be on the Main Street viaduct.

Each of these sites were evaluated for passenger convenience (transit connections and access to the Link), the effect on others (Union Station/Science City and Amtrak) and the development cost. The findings of this evaluation are summarized in Figure 7.

Each of the options is judged to have good access to dedicated bus service, although Site 3A is somewhat further from the bus loading area than the other sites. As explained in Section VII, either the Main Street viaduct or the west yards affords a good location for dedicated buses to stage and load/unload passengers.

Site 2A has the best access to regularly scheduled buses operating on Main Street, particularly with the new escalator to the viaduct. Site 2B, the other option that would use the east portion of the Amtrak platform, would have reduced access to Main Street because it is assumed that a new escalator would not be installed if the bus loading area was in the west yards.

From Figure 7, it is shown that none of the options has very good connections for pedestrians to the Link, Union Station or other destinations within walking distance, without the proposed relocation of the Amtrak station. This includes the transit facilities located at Union Station, and potential connections to transit services using these facilities. Rail patrons would be required to use the existing or new escalator to Main Street, then walk along the sidewalk to Union Station's east entrance. Access to the Link would be through stairs or elevator to the mezzanine level in the east wing of the Station's headhouse. With the west yards bus loading area, the walk access to the Link and other areas is even less desirable because the vertical connections to Main Street would not be in place.

The Amtrak relocation, with the development of a covered walkway into Union Station, is judged to significantly improve the environment for accessing the Link and the Station. This demonstrates the importance of the Amtrak relocation project to the commuter rail project.

4-39

FIGURE 7
I-35 COMMUTER RAIL NORTH END STATION LOCATION ASSESSMENT
Detailed Site Evaluation Summary

Station Site Options	Transit Connections		Station & Link Access		Effect on Others		Cost
	Dedicated Bus	Regular Bus	Without Amtrak Project	With Amtrak Project	Union Station Science City	Amtrak	
#2A East - Main St. Buses	●	●	◒	●	●	○	◒
#3A West - Main St. Buses	◒	◒	○	●	●	◒	◒
#2B East - West Yard Buses	●	◒	◒	●	◒	○	●
#3B West - West Yard Buses	●	○	○	●	◒	◒	●
#3-31 Track 31 - Main Buses	●	◒	◒	●	●	◒	○

Legend

Best Option	●
Medium Option	◒
Option Poses Significant Problems	○

Options that use Main Street for dedicated bus connections have virtually no adverse effect on Union Station/Science City. The use of the west yards for dedicated buses is judged to have some adverse effect on Union Station, but the use for connecting buses is manageable.

As explained in Section VII, all of the options that use the current Amtrak platform and station area pose operational conflicts with Amtrak. Based on preliminary a evaluation and discussions with Amtrak officials, it appears that these conflicts can be managed to the satisfaction of both Amtrak and commuter rail. Without a resolution, these sites may be unworkable.

The cost of sites 2B and 3B are somewhat lower than sites 2A and 3A because a new escalator is not required for the connections to the bus loading area. Otherwise the development costs are "reasonable" because of the opportunity for joint use of existing Amtrak facilities. The development cost of Sites 3-31 is higher because of the need to construct a new platform and other facilities. The site options have negligible differences with respect to operation costs (aside from payments to Amtrak).

Conclusions

- Site 2A appears to be the best option for commuter rail service, although Site 3 would also work well. The ability to negotiate a joint use agreement, along with coordinating operations with Amtrak, will likely determine whether site 2 or 3 is available for commuter rail. Amtrak officials are open to the sharing of their facilities, as long as any impact on Amtrak's operations are mitigated. An agreement with Amtrak is so important that negotiations should begin immediately.

- Connections with dedicated buses on Main Street work well and the arrangement is preferable to bus operations in the west yards of Union Station.

- Use of Track 31 with option 2-31 poses problems caused by blockage of the platform by the Southwest Chief (or other similar trains) and significantly limits the flexibility of commuter operations. While these problems can be mitigated by constructing a pedestrian overpass over Track 30, this option should only be considered if Track 29 is unavailable for commuter rail usage.

- The relocation of the Amtrak station into Union Station is of significant benefit to commuter rail patrons and furthers the intermodal concept. This project should be advanced, and the benefit to commuter rail service should be used a further justification of the concept.

X. Recommended Station Site

A. Demonstration Project

Site 2A, the option using the eastern portion of the Amtrak platform with a bus loading area on the Main Street viaduct, is considered the best option for the commuter rail station site. Site 3A is also a good option. Coordination and negotiations with Amtrak will determine which of these two sites is operationally feasible.

The advantages of these sites are as follows:

- Excellent connections to bus service, and good walk connections to the Link and nearby destinations.
- Excellent access to existing Amtrak facilities, with joint use possibilities.
- Low development costs because of the use of existing facilities.
- Short implementation time because of the use of existing facilities.
- Minimal adverse impacts on other activities, with the exception of Amtrak operations, which appear manageable.

B. Longer Term Station Solution

The use of the current Amtrak station and platform during the commuter rail demonstration project will offer a good opportunity to evaluate the site for continued commuter rail operations.

A longer term solution to the commuter rail station may be at a different location. Site 1, between Main Street and Grand, appears to have substantial railroad operations conflicts, as well as high development costs. However, a number of future developments may result in the need to consider other sites. These considerations include:

- The experience of commuter rail at the Amtrak site during the demonstration project.
- Future Amtrak service increases or decreases.
- Additional commuter rail services, for example, to the east. The Amtrak site does not readily lend itself to commuter rail operations to the east.
- The development of light rail transit in the area, particularly whether light rail is on Main or Grand. Light rail can provide effective passenger distribution service.
- Development that occurs on the site of the existing surface parking lot immediately west of Grand and south of the KCTR tracks.

XI. Requirements for Further Study

The evaluations and conclusions in this study are preliminary. Future phases of the project, preliminary engineering and final design, will address all of the subjects included in this study in greater detail. For example, station designs and cost estimates will be developed beyond the very conceptual level of this study. Evaluation of alternatives for station sites and bus loading areas will be revisited during preliminary engineering. A substantial amount of additional work and more detailed study relative to the downtown station are required as the commuter rail demonstration project advances.

Following is a summary of the key areas requiring further study:

- Coordination with Amtrak is critical because Amtrak controls the track, platform and station facilities that commuter rail would use. Developing a satisfactory resolution to potential conflicts between Amtrak operations and commuter rail operations is a matter of immediate concern. In addition, provisions for joint use of Amtrak station facilities and personnel should be pursued because of the effect on the cost of commuter rail service. Negotiations should also explore whether fees will be required for use of Amtrak facilities.

- Coordination with KCTR is important because the commuter rail trains will use a portion of the KCTR tracks, and because the KCTR is responsible for all railroad dispatching in the area of the station. Discussions and negotiations with KCTR should be ongoing and KCTR officials should be kept apprised of the project as it advances.

- Details regarding the operation of bus distribution services should be studied because of the importance of bus connections to the success of commuter rail, and because of the significant costs involved. Questions such as how the services will be operated, and by which agency, are fundamental, and require significant lead time. Service design should evaluate specific routing possibilities to best serve the rail passenger market, along with the level of service and the number of buses required.

- Costs associated with the station development and operation require further study. Operating costs, especially, are difficult to estimate because of the potential for sharing many of the station facilities and functions with Amtrak. Until negotiations with Amtrak proceed further, this important information cannot be developed reliably.

- The relocation of Amtrak's station functions into Union Station along with the development of a covered walkway from the passenger platform into Union Station is of significant benefit to the commuter rail project. This project should be pursued and advocated by commuter rail proponents.

- Future rail passenger station sites should be considered as part of the commuter rail project, and other developments in the area, including light rail plans, commercial property development, etc.

opra

Oklahoma Passenger Rail Association

Submission of written comment to the Kansas Rail Passenger Task Force.

November 30th, 1999

Task Force on Rail
Passenger Service
November 30,1999

5-1

Table of Contents

Oklahoma Passenger Rail Association

P.O. Box 60266
Oklahoma City, Oklahoma 73146

Telephone: (580) 548-2570
E-mail: railmatt@aol.com
www.ipt.com/aboard/ok/ok.htm

November 29, 1999

Ed McKechnie
Chairman
Kansas Rail Passenger Task Force
State Capitol Building
Topeka, KS 66612

Dear Chairman McKechnie:

We are truly grateful that the Kansas Legislature is examining the potential for expanded rail passenger services in the Sunflower state. The Oklahoma Passenger Rail Association believes that a more balanced transportation system that includes rail passenger service will yield many benefits.

For the individual traveler rail offers the safest, most comfortable form of transportation. Travel by rail allows one to work or relax free of the hassles of driving. Rail stations are always located in the center of the city saving the trip in to town from the airport. For many, rail service offers the only form of independent travel. There are hundreds of thousands of Kansans who can not easily travel by car because of age (too young or too old), health, or economic circumstance. Rail service provides benefits to served communities at large by bringing activity to town centers, promoting tourism and visitor shopping, increasing a town's accessibility, and improving quality of life by offering quality intercity commercial transportation. For the state, transportation capacity is added without the cost of new freeway lanes and the added pollution caused by more auto traffic.

There are several exciting opportunities for cooperation between Kansas and Oklahoma that could allow both states to expand and improve rail service more efficiently than they could working separately. Included are our suggestions for routes and schedules, mail and express possibilities, operations alternatives, funding opportunities, and a formal request for support from the task force in support of an Amtrak ThruWay bus service linking the *Heartland Flyer* and the *Southwest Chief.*

I appreciate the opportunity to present these ideas for your consideration. If I may be of further service please don't hesitate to contact me.

Sincerely,

M. D. Dowty

Matt Dowty
Director

Task Force on Rail
Passenger Service
November 30,1999

5-3

Section I
Route and Schedule Recommendations

The Oklahoma Passenger Rail Association is in support of the establishment of cooperative rail passenger service with the state of Kansas. For two decades the organization has been in support of the resumption in some form of Amtrak trains 15 and 16, *The Lone Star*, which operated from Chicago to Houston via Kansas City, Wichita, Oklahoma City, and Fort Worth. This goal was partially met on June 15th, 1999 when the Amtrak's first revenue *Heartland Flyer* departed Oklahoma City bound for Fort Worth. In August of 1999, OPRA board endorsed the reinstitution of daily service between Oklahoma City, Tulsa and Kansas City with a revived *Firefly*.

Southwest Chief/Heartland Flyer	Firefly			Southwest Chief/Heartland Flyer	Firefly
3:20p			Chicago	4:05p	
3:30p		7:30a	*St. Louis*		9:10p
11:05			Kansas City	8:05	3:30
11:20		2:30p	Kansas City	7:24	2:30
3:47a			Newton	3:03	
5:00			Wichita	2:00	
		3:05	Lenexa		2:00
		5:45	Fort Scott		12:10p
		8:30	Tulsa		8:30
8:30		11:00p	Oklahoma City	10:30	5:45a
1:05p			Fort Worth	5:45p	
9:09			*Austin*	10:26	
11:59			*San Antonio*	7:45a	

The above suggested schedules give Wichita and Arkansas City service to important business and leisure destinations in Oklahoma and Texas as well as overnight service to Kansas City and Chicago with its connections for the east coast. Oklahoma City gets morning and late evening departures for Kansas City which allow day trips to that city for business and pleasure. The state capitols of both our states are given direct service between each other. The *Firefly* gives Oklahomans and Missourians an attractive travel option to visit historic Fort Scott while also providing service directly to Lenexa/Overland Park with its concentration of corporate offices and educational facilities. Baxter Springs will allow travelers coming to and from Joplin access to rail services.

The Southwest Chief could possibly handle through cars from an extended *Heartland Flyer* at Newton or travel independently to Kansas City for a cross platform

connection. *The Ann Rutledge* could even be extended to become the *Heartland Flyer*. *The Firefly* could be an extension of the *Missouri Mule* service. Ideally, a *Firefly* could be extended north all the way to Chicago giving Kansas City a needed second frequency. This could be economically viable with a mail or UPS contract linking Chicago with Tulsa and Oklahoma City.

It is not unreasonable to consider the joint implementation of these two routes as a single project funded singularly. To do so will build trust bewtween those interested in each route. With both states working together and using the power of a unified congressional delegation the likelihood of success is, in our opinion, greater. It is better to have all interested parties working together towards attaining the goal of improved rail passenger service.

Section II
Potential Capital Funding Opportunities

There are several opportunities for funding track and station capital projects.

ISTEA ENHANCEMENTS

The Intermodal Surface Transportation Efficiency Act and its successor, the Transportation Efficiency Act requires states to set aside a percentage of federal transportation funding for transportation enhancements. Enhancements funds may be used for construction, renovation, and modification of intermodal station facilities. The funding is 80% federal and 20% local.

SENATE BILL 1144

Senate Bill 1144, if passed, would allow states to use the flexible account of highway trust funds for intercity rail passenger projects. Unfortunately, most states have already committed 100% of their flexible funds for highway improvements.

FREIGHT RAILROAD TAX CREDIT PROPOSAL

One proposal that currently is dormant would grant tax credits to owning railroads which made certain improvements to their track benefiting or allowing passenger operations.

SENATE BILL 1900

Senate Bill 1900, if passed, would grant buyers of Amtrak issued capital bonds tax credits in lieu of interest payments. The bonds would finance 80% of the cost of capital improvements. Designated high speed corridors would receive 90% of the funds while non-designated corridors would be eligible for $1 billion or 10% of the envisioned funds. Several corridors are yet to be designated and the Wichita-Kansas City or Oklahoma City-Tulsa-Kansas City routes could be candidates.

SWIFT HIGH SPEED RAIL ACT

The Swift High Speed Rail Act authorized funds for grade crossing improvements in designated high speed corridors. It should be noted that Congress has allowed the Secretary of Transportation to designate additional corridors from time to time.

Section III
Mail and Express Opportunities

As part of its original charter Amtrak was allowed to market mail and express services aboard its passenger trains. Since its inception, Amtrak has carried third class mail aboard *The Southwest Chief* between Chicago and Los Angeles through Kansas. Kansas City is also a major terminal point for Amtrak's handling of U.S. mail.

In 1997 Amtrak announced plans to greatly expand its profitable mail and express services in order to help the company reach self sufficiency as required by Congress. The Surface Transportation Board reaffirmed the carrier's right to carry premium time sensitive shipments and shortly thereafter Amtrak began purchasing additional express rolling stock. In FY 1999 Amtrak increased its express revenues by 93%.

Amtrak has been able to increase its level of passenger service because of new express business. Amtrak launched *The Three Rivers* between Chicago and New York, extended *The Pennsylvanian* west from Pittsburgh to Chicago, and added a fourth weekly frequency to *The Texas Eagle* between Chicago and Los Angeles via El Paso because of new mail and express business. Future service expansions that may occur because of increased mail and express traffic include a new Chicago-Omaha train, a new

Chicago-Louisville train, a new section of *The Crescent* from Atlanta to Fort Worth, and additional weekly frequencies for *The Texas Eagle* and *Sunset Limited.* Amtrak has a statutory maximum of 35 total cars it can carry without the owning railroad's permission, so new daily frequencies may result as express traffic exceeds that amount on individual single frequency routes. It would be very beneficial for Kansas if enough express business materializes to make a second transcontinental train across the state viable. The schedule may give the state its first all-daylight service since 1972.

Mail and express service does have some potential problems. The loading and unloading of cars and switching required at intermediate terminals have negatively impacted the reliability of Amtrak's operations. Most Amtrak stations were not designed for this business so terminal track and platform capacity that normally would be available for the handling of passengers has been consumed by express operations. Just as policy makers are developing plans to speed up already too slow Amtrak trains, management has added time to most schedules in order to accommodate the business. At Chicago, the Southwest Chief boards passengers and then pulls into the yard and stops for 30-45 minutes while express box cars are coupled to the rear end. The same thing happens at Kansas City.

The Oklahoma Passenger Rail Association supports the development of mail and express business as a way of improving the financial performance of passenger trains. All proposed routes that are before the Kansas Rail Passenger Task Force have potential for mail and express services. Mail and express services not only improves the financial performance of passenger operations, they help remove heavy truck traffic off paralleling highways. As your state begins negotiations wit Amtrak you should request that the service is designed to take full advantage of express opportunities. Amtrak mail and express representatives should be part of the team that helps implement the service. It may be appropriate to fund a full time Kansas Routes Express Marketing Representative to build business. This would be well worth the expense if it results in break-even or near break-even operations. In order to avoid situations where express business negatively impacts passenger operations, Kansas must make sure the service is designed to allow freight operations to be complete before the train departs from the station. At the terminating station, freight should be handled after the train has stopped to detrain passengers. Handling of express at intermediate stations should be avoided. Station facilities should be designed with the capacity to handle both passengers and express without one unduly delaying the other.

Equipment should be used that can operate at maximum passenger speeds and placed at either end of the train. Aethestics are an important part of the image the carrier should reflect to existing and potential customers so the entire train-set including express cars should be attractive, clean, and graffiti-free.

Section IV
Amtrak Costs and Alternatives

The Rail Passenger Service Act of 1970 originally contained a section, numbered 403 (b), which permitted Amtrak to accept grants from outside parties to partially fund the cost of rail passenger operations outside the the basic national rail system. The law required the outside party, usually a state, to fund at least 55% of the short term avoidable cost. Short term avoidable costs are those direct costs which would begin or end with the initiation or cessation of service over the referenced route. California, Illinois, Missouri, New York, North Carolina, Pennsylvania and a few other states initiated new services under these terms.

During the late 1980s as Amtrak faced increasing budget pressure it required any new service proposal, with a few notable exceptions, to be funded by states at long term avoidable cost. This added new cost categories and higher overhead charges to the total cost states would have to pay if it wanted Amtrak to add service. During the early 1990s, congressional transportation committees authorized specific funding for Amtrak's share of the 403(b) formula but the appropriation subcommittees never actually set aside the money. Amtrak was in financial crisis by 1995 and the carrier announced that it would no longer fund any of the costs of the 403(b) program. The next year Congress stripped section 403(b) from the Rail Passenger Service Act. This changed Amtrak's role in the operation of these former 403(b) services from one of a partner to one more similiar to a contract operator.

Amtrak threatened to discontinue former 403(b) trains in which revenue plus state operating support did not pay "fully allocated cost." Fully allocated cost added even more cost categories and attempted to allocate the cost of Amtrak's overhead to each train. This dramatically increased the cost to states. No state paid Amtrak what it originally asked. Alabama discontinued its train, Illinois threatened to seek another operator for their trains, and Missouri temporarily suspended the *Mules*. Amtrak agreed to phase in the cost increases over time. It also quietly adjusted its demands for some of the states with larger rail programs. It has continued to require that new partner states pay fully allocated costs to be considered for start up. As a result, the only new rail route has been the *Heartland Flyer*. Indeed, since it first began requiring payments in excess of those specifically layed out in section 403(b) few new routes have been added. The inconsistencies are clear. Illinois pays less than $9 million for *The State House*, *The Illini, The Illinois Zephyr*, and their share of the Chicago-Milwaukee *Hiawatha Corridor* trains. Oklahoma is paying $5.2 million for one 205 mile route, and Missouri is paying about $6.2 million for its 270 mile dual frequency route. Fully allocated costing assigns costs by activity level. These cost drivers include car miles, locomotive miles, and passenger miles. For Oklahoma, overhead costs are 20-30% of direct costs.

When most state services started, Amtrak was what the industry calls a "turn key operator." That is Amtrak controlled and operated all functions of a proposed service. To the passenger, the train is just another Amtrak train. This is actually desireable in that uniform national standards and economies of scale may be taken advantage of. However most transportation officials agree that Amtrak's overhead and equipment costs are high. Reconditioned equipment can be bought for what Amtrak charges in just a couple of years of lease fees. In order to avoid high assignment of Amtrak overhead and equipement maintenance costs, some states have begun to limit Amtrak's role to the immediate

operation of the train, its marketing, and direct management. Equipment, maintenance, and on board service have been "unbundled" from the basic operating agreement. North Carolina has purchased rehabilitated coaches and contracted out food service for one of its trains. California has purchased new bi-level equipment for its trains. Washington state has purchased Talgo tilt trains for its routes.

Amtrak *has* agreed to invest in some services where states themselves are willing to make major capital investments on their own. Amtrak purchased a high speed Talgo trainset for the Portland-Seattle-Vancouver *Cascadia Corridor* where that state bought several others on its own. Amtrah has also already agreed to invest $25 million in to the Midwest Regional Rail Initiative and Illinois expects them to purchase all or some of the trainsets for the MWRRI. Amtrak recently ordered additional trainsets for the San Diego-Los Angeles-Santa Barbara corridor.

Section V

On December 6th Amtrak will inaugurate an interline agreement with Jefferson Lines thereby marketing Amtrak ThruWay Bus Service between the Kansas City Amtrak station and Tulsa, Oklahoma. ThruWay bus service allows travelers to access Amtrak rail passenger services where rail service is not presently available.

The Oklahoma Passenger Rail Association asks the for the assistance of the Kansas Rail Passenger Task Force in requesting that Amtrak begin a **dedicated** bus service linking *The Southwest Chief* at Newton with Wichita and *The Heartland Flyer* at Oklahoma City. This would immediately allow Amtrak to begin building market share on this route in advance of rail service.

Conclusion

The Oklahoma Passenger Rail Association believes that expanded rail passenger service would be a valuable asset to Kansas' transportation system. Of the two routes that are common to both states we be believe both are important. Since both states would likely participate in the implementation of these routes, it is possible that they could be funded singularly as one phased project. There are several potential sources of funding for the capital cost of enhanced service and both routes could be candidates for federal designation as high speed corridors. Mail and express services offered on these routes could partially or completely cover the operating costs of these services and any service should be designed to optimally handle this business. The state should examine Amtrak's costs and consider unbundling certain portions of an operation if it is prudent.

Appendix

SENATOR FRANK LAUTENBERG

High Speed Rail Investment Act

Authorizes Amtrak to sell $10 billion in high speed rail bonds over ten years for the purpose of developing high speed rail corridors across the nation.

This leveraging of private sector investment would allow Amtrak to complete outstanding capital improvements on the Northeast Corridor and bring faster, better, more frequent service to federally designated high speed corridors in the Northeast, Southeast, Midwest, Gulf Coast, and West Coast.

Benefits of the Legislation

- Reduces congestion on our roads and runways.
- Creates jobs and spurs economic growth through enhanced mobility and productivity.
- Promotes smart growth through the economic development of downtown urban centers.
- Preserves open space, protects the environment and improves air quality.
- Puts passenger rail on the same playing field as other transportation modes and strengthens our intermodal transportation system

Details of the Proposal

- Authorizes Amtrak to sell $10 billion in high speed rail bonds between FY 2001 and FY 2010.
- Federal Government provides tax credits to bondholders in lieu of interest payments.
- States are required to match at least 20 percent of Amtrak's share. These funds would be managed by an independent trustee and used to redeem the bonds. The repayment of the bond principal by the trust would be assured by a separate guaranteed investment contract.

http://www.senate.gov/~lautenberg/hsrfct.htm

UNITED STATES SENATOR

Frank Lautenberg

NEW JERSEY

Senator Lautenberg Unveils the Bipartisan "High Speed Rail Investment Act"

- Proposed Legislation Will Help Create "Corridors of the Future" -

October 28, 1999

Washington -- Today Senator Frank R. Lautenberg was joined by Amtrak Chairman and Wisconsin Governor Tommy Thompson (R-WI), and Amtrak Vice Chairman and former Governor Michael Dukakis (D-MA) as he unveiled the "High Speed Rail Investment Act". This bipartisan-supported legislation authorizes Amtrak to sell $10 billion in high speed rail bonds over ten years for the purpose of developing High Speed Rail "Corridors of the Future" across the nation.

"**If this bill passed, a 2 hour, 15 minute ride from New York to Washington would be possible**," said Senator Lautenberg. "**There is too much congestion on our roads and airport runways to ignore our underutilized passenger rail service. High speed rail is a smart investment we must make to ensure our nation's transportation system can handle the travel needs of a new century**."

The High Speed Rail Investment Act would allow the federal government to provide tax credits to bondholders in lieu of interest payments. States would be required to match at least 20 percent of Amtrak's share ensuring that Amtrak will invest these funds in only the most economically viable projects.

By using private sector funds to help Amtrak complete outstanding capital improvements on the Northeast Corridor, this legislation would allow our nation's rail system to bring faster and more frequent service to federally-designated high speed corridors in the Midwest, Southeast, Gulf Coast, California and the Pacific Northwest.

Co-sponsoring the "High Speed Rail Investment Act" are Senators Jim Jeffords (R-VT), Daniel Patrick Moynihan (D-NY), Max Cleland (D-GA), John Kerry (D-MA), and Joseph Biden Jr. (D-DE).

A fact sheet on the High Speed Rail Investment Act accompanies this release.

Hotline #113, Friday, November 19, 1999

Several Amtrak management changes happened November 16. Anne Hoey became Service Operations vice president, heading the Corporate Operations Department (responsible for food and beverage contracts, equipment and mechanical services, safety, environmental, crew management services, operations standards). NEC President Stan Bagley gained responsibility for the national operations center, headed by Ron Frazier (now System Operations and Police Services vice president). Ron Scolaro is High Speed Planning and Development vice president, reporting to Vice President David Carol.

On December 1, the new Amtrak Intercity president will be Ed Walker (currently General Manager, NEC Mid-Atlantic Division.). Lee Bullock will become Freight Railroad Affairs Corporate Vice President.

President Clinton and Republican Congressional leaders have agreed on a fiscal 2000 spending agreement with an across-the-board cut averaging 0.38%. Clinton can vary the impact on individual programs between no cut and 5%, but it appears that most programs including Amtrak will get the basic 0.38% cut. When applied to Amtrak's $571 million, that is a $2.2 million cut.

Twenty-six of the nation's 50 governors on November 17 sent a letter to President Clinton urging him to provide Amtrak with all the money it is authorized to get in fiscal 2001, which is $989 million. That's more than the $571 million Amtrak got in 2000, a level which may be barely enough to scrape by in terms of its operational self-sufficiency mandate. But the higher number would allow for some system growth in terms of corridor development. The governors included 13 Democrats, 11 Republicans, one Reform Party member, and one Independent.

S.1900, the Lautenberg-Jeffords High Speed Rail Investment Act bill, had 22 "original co-sponsors" when it was introduced November 10. We failed to list Hutchison (R.-Tex.) in our December newsletter, but will correct that in January. Seven more senators have signed up since then: Dodd (D-Conn.), Feinstein (D-Cal.), Reed (D-R.I.), Wellstone (D-Minn.), Reid (D-Nev.), Feingold (D-Wis.) and Murray (D-Wash.). Thanks to Hutchison, the bill as introduced provides that up to 10% of the funds–rather than up to 5%–could go to routes other than the Northeast Corridor and designated high-speed routes.

Amtrak announced on November 15 that it signed a 15-year agreement with ExpressTrak, LLC, a Detroit-based freight-marketing company. The partnership ultimately will provide up to 350 refrigerated express cars to be used in the shipment of fresh produce. The cars will enter service over 18 months beginning April 2000. A Wall Street Journal report the same day said the agreement will target produce shipments from California to the Midwest, the Northeast, and Florida.

Hotline #114, Friday, November 26, 1999

Please do not copy and redistribute the text.

Congress adjourned its 1999 session without further Senate action on the important flexibility bill, S.1144. Though it was approved by the Senate Environment and Public Works Committee on September 29, has not yet been "filed," something that must happen before floor action. However, filing early in January is likely.

Before the Senate adjourned November 19, one more Senator signed onto S.1900 as a sponsor. This is the Lautenberg-Jeffords High Speed Rail Investment Act bill. The most recent and 30th sponsor is Gordon Smith (R.-Ore.).

Rep. Jim Oberstar (D.-Minn.), has introduced HR 3446, which would extend to commuter authorities the same rights of access to freight railroad trackage that Amtrak has enjoyed since 1971, including the right of appeal to the Surface Transportation Board in the event of failure to reach agreement.

A coalition of Florida interests–including local commerce groups, Walt Disney World, and a local electric utility–are lobbying the state for increased, upgraded, conventional train service between the Tampa Bay area and Orlando. The coalition has pledged $100,000 toward a study, and is asking Florida DOT for another $900,000, to come from the $70 million a year the state would otherwise be spending on the FOX high-speed project killed by Governor Bush early this year.

The completion of renovation work on the historic Canton Viaduct was celebrated at a ceremony in an adjacent park on November 18. The 70-foot high viaduct, in continuous use since 1835, is on the Northeast Corridor in Massachusetts between Route 128 station and Providence. In order to be fit for high-speed rail service the 20-mph speed limit had to be raised by strengthening the viaduct and increasing the space between the two tracks on it.

At the November 8 Amtrak Reform Council meeting in Dallas, in response to a question, Senator Kay Bailey Hutchison (R-Tex.) indicated she was sympathetic to postponing by one year the deadline for Amtrak to reach operational self-sufficiency. At the Chicago meeting last month, a motion to recommend the year's delay was tabled pending input from the Clinton Administration and rail labor.

The Texas Eagle will be running with a second Chicago-Los Angeles sleeping car starting today westbound and November 29 eastbound, through the end of January, to handle extra holiday business. The Crescent is running with extra coach space though the Thanksgiving period,

including some New York-Atlanta cut-off coaches.

Effective December 6, a new Amtrak Thruway bus will connect with the Southwest Chief and Ann Rutledge at Kansas City to and from the east, serving Bartlesville and Tulsa, Okla. Effective December 8, a new Thruway bus will connect with the Texas Eagle at Dallas to and from the east, serving Abilene, Big Spring, and Odessa, Tex.

SEPTA extended its Monday-Saturday R5 line commuter service 2.9 miles from Downingtown to Thorndale November 21.

Transit officials in Orange County, Cal., announced November 20 they were drastically scaling back the scope of their proposed light rail system, to open about 2007. Now they plan just 12 miles between the Irvine Transportation Center (intermodal rail station) and Costa Mesa, including John Wayne Airport.

Following the lead of the Georgia Rail Passenger Authority and the Georgia Regional Transportation Authority, the board of the Georgia Department of Transportation on November 19 approved a $1.9-billion passenger rail plan. The first priorities will be a commuter line from Athens to Atlanta scheduled to begin in 2004, and service from Macon to Atlanta–including Griffin-Atlanta commuter service–to begin in 2005. The three state agencies have asked the Georgia legislature for more than $25 million as the state's matching share of a proposed 80% federal/20% state-funding program for the fiscal year beginning July 2000.

A county judge in Ohio ruled November 22 that Aaron Hall was insane at the time he allegedly stabbed three people on Amtrak's Lake Shore Limited in August, but that he is now able to stand trial. The next hearing is December 22.

A truck stalled on a grade crossing east of Toronto, near Bowmanville, Ont., caused a fiery derailment of a CN freight train and VIA Rail passenger train the evening of November 23, injuring about 12 passengers. The freight train struck the truck and dragged it, leading to the truck being struck again by the eastbound passenger train approaching on the other track. It is the second truck-caused passenger train derailment in the Toronto area this month.

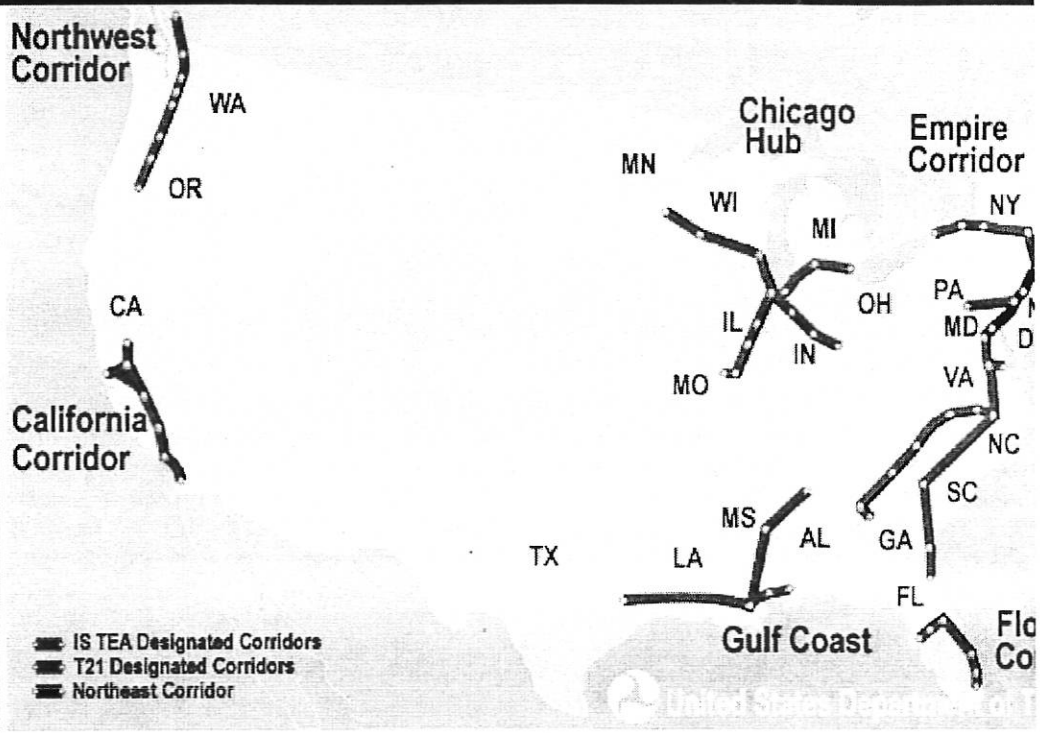


Table of High-Speed Rail and Maglev States and Corridors

State	HSR Corridor: Pacific NW	California	Chicago Hub: Detroit	Chicago Hub: St. Louis	Chicago Hub: Mil/Twin Cities	Chicago Hub: Cincinati	Texas Triangle	Gulf Coast	Florida	Southeast	Keystone	Empire	Northeast	Maglev P
WA	•													
OR	•													
CA		•												LAX to Union Station
NV														Las Vegas— Primm
IL			•	•	•	•								
MI			•											
MO				•										
MN					•									
WI					•									
IN			•			•								
OH						•								
TX							•	•						
LA								•						NOUPT– Airport– Lak
MS								•						

Task Force on Rail Passenger Service
November 30,1999

5-17

Federal Assistance
Next Generation HSGT

This program was built to make available the new technology and devices that are particularly suited to U.S. application for near-term implementation of high-speed rail by the States. Federal sponsorship of the program is necessary because no single state represents a large enough market to justify the necessary technology development efforts. The railroad supply industry perceives the market to be limited until several corridor upgrades are underway.

This program is based on partnership with suppliers of technology, railroads and State governments. The program contains both high-risk, more futuristic development of components (research and development) and lower-risk demonstration of off-the shelf technology. By working with the States and railroad partners, FRA will be providing areal-world application for the technologies, preparing the way for a smooth introduction when States are ready to implement their systems.

The ongoing "technology demonstration projects1" represent the first efforts of the larger-scale Next Generation HSGT program and the entire effort is being managed in a comprehensive, coordinated fashion.

http://www.fra.dot.gov/o/hsgt/fedassist/nghst.htm

ILLINOIS

Illinois=s Role in High-Speed Rail

Chicago, Illinois is at the hub of an emerging Midwestern high-speed rail netwo connecting Chicago with Detroit; with Toledo/Cleveland; with Indianapolis/Cin Springfield/St. Louis; and with Milwaukee/Twin Cities. Other spokes are possib been Federally designated as high-speed routes.

All the spokes of the Chicago Hub Network pass through Illinois, and investmer infrastructure of the Chicago metropolitan area will have significant impacts on performance throughout the Midwest. However, of the spokes designated thus f Louis line has the most mileage and provides the most service within the State to the St. Louis route that Illinois has devoted the most concentrated attention ar

Participation in Midwest Study

Illinois participated with eight neighboring states in phase I of a $688,000 Midw corridor study, envisioning development and expansion of the Chicago Hub Net

Chicago St. Louis Line

Service envisioned by the State. The State's financial and implementation plan Louis corridor envisions a system that would use diesel-powered trains capable 125 mph and offer eight round trips per day with downtown-to-downtown trip

times of three to three-and-a-half hours— a two-hour savings over present trip ti

Environmental Impact Statement. The State of Illinois received $2.5 million in Section 1036 program to prepare an environmental impact statement and exami technologies for the Chicago-St. Louis spoke of the Chicago Hub Network. A d submitted in December 1998. Review comments have been forwarded to the Illi Transportation (ILDOT) and the final EIS, including comments received at publ expected later in 1999.

Upgraded Approach to St. Louis. The State of Illinois received a $3 million gra 1995 for a project to eliminate the bottleneck that exists in approaching the pass Louis. The Federal funds are being matched by $750,000 of State funds. The pr 6 miles of track and the signal system between Granite City and East St. Louis, Pacific (UP) right-of-way. Amtrak trains will be rerouted along the Illinois river southerly McArthur Bridge, providing a more direct access to the St. Louis term significantly reducing the mixture of freight and passenger traffic in this corrido reduce the current travel time by over 20 minutes and greatly improve on-time p improvements have been identified as one of highest priorities in upgrading the corridor for high-speed rail service. An agreement has been signed with the UP construction has begun.

Task Force on Rail Passenger Service November 30,1999

5-19

Positive Train Control Project. Illinois is one of three partners, with FRA and a freight railroads represented by the Association of American Railroads (AAR), i for a Positive Train Control system demonstration on a portion of the Chicago - Under FRA=s Next Generation High Speed Rail Program, grants totaling $10.7 made to Illinois to be matched with about $3 million in state funds and $20 mill industry contributions. The total project cost is estimated at about $60 million o years.

Arrestor Net Demonstrations. In 1993 a grant for $950,000 was awarded to the an arrestor net demonstration. An evaluation of the mechanical operation of the factors evaluation of driver reactions will take place during the demonstration. T similar to the nets used aboard aircraft carriers to catch aircraft in an emergency highway departments to close roads for maintenance work or access ramps for r lanes. The concept in Illinois will have the net stored in a metal housing above t the train activates the lights and gates at the crossing, the arrestor net will also b lower from its housing to block both lanes of the roadway. This framework will lights. The arrestor net is secured by two spools of stainless steel tape, with diffe each side of the framework. Vehicles are stopped when they impact the net by p tapes through metal pins which deform the tape and absorb energy. These pins c modify the resistance as needed. The first spool is used to stop small cars and tr spool is engaged after the first spool is fully used, after about 30 feet, and has m resistance in order to stop fully loaded semitrailers. The installation of these arre include a video system to record vehicle impacts.

The state received $1.5 million in 1996 to install and evaluate six barriers at thre

grade crossings. The three locations selected for the demonstration are:

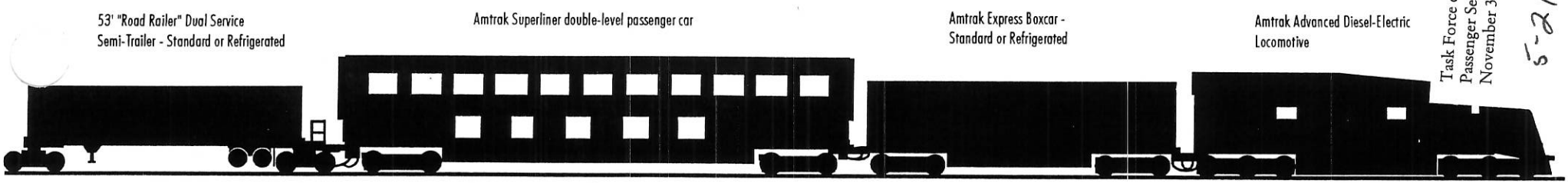
- Trunk Rte 35A, near Chenoa, (milepost 105.93) Grade crossing # 2
- US Route 136, McLean, (milepost 141.2) Grade crossing # 290964.
- Hawthorne St., and frontage road, Hartford (milepost 264.85) Grad 8975.

For Further Information:

The information above is a summary from FRA's perspective of current high-sp Illinois. For additional information, readers are referred to:

Task Force on Rail
Passenger Service
November 30,1999

5-20



Task Force on Rail
Passenger Service
November 30,1999

S-21

The Components of Success for Amtrak's New Oklahoma Service

After a 20-year absence, Amtrak service will return to Oklahoma in the spring of 1999 according to U.S. Senator Don Nickles and others. While Amtrak trains mean "passengers" to most folks, Amtrak's fast passenger service can mean much more than just increased passenger mobility to Oklahoma.

Imagine watching a silvery Amtrak train glide into a depot near your hometown. As passengers get on and off the train, what appear to be truck trailers on railroad wheels are uncoupled from the rear of the train, lowered to the ground from their special rail wheel sets to be driven away behind semi-truck tractors for local delivery to final destinations. In a 2-to-3 minute stop, the train has accomodated both passengers and express freight ranging from first-class mail to time sensitive merchandise. Palletized express packages are simultaneously loaded and unloaded from special express box cars.

This is the mixture of passenger service and advanced intermodal express freight handling that can make Amtrak profitable within six years.

Using 300 "Road-Railers", which are 48 or 53 foot semi-truck trailers which are carried over railroads on rail wheel sets, and 900 express boxcars, Amtrak's innovative mail and express program is becoming a defining example of "advanced intermodal transportation".

"We target premium highway and air shipments that require regularly scheduled and reliable high-speed transit not available from freight railroads," said Ed Ellis, Amtrak's Vice President for development of the express service. Thus, Amtrak not only benefits itself with greatly increased revenues, but also benefits public roads by diverting "truck traffic" to its railways. How significant can this be? Seven-day-a-week passenger service consisting of one train per day each direction (in this case from Ft. Worth to OKC to Tulsa to Kansas City and back) that could generate one-half the express and mail buisness now carried by the Chicago-to-Los Angeles SOUTHWEST CHIEF would take the equivalent of 350 semi-trucks a week off parallel highways.

Clearly, this is a productive and cost-effective means of freeing capacity and reducing maintenance on existing highways, multiplying taxpayer highway investment by extending the useful lives of public roads and bridges. Of course, this highly specialized "niche market" represents only a small fraction of the possible market for "advanced intermodal", but it is probably as fine a showcase for advanced intermodal technologies as could be imagined.

According to state Transportation Secretary Neal McCaleb, Oklahomans face over $11 billion in unfunded highway maintenance and new construction need on their highways. Across the nation, most other states face similarly alarming prospects. Simply "building more new roads" which will place further demand on dwindling maintenance funds can no longer be seen as a reasonable answer. States which have developed better strategies will be America's leaders in the next century.

Oklahoma can and SHOULD become the western hub for Amtrak's innovative mail and express operation. All Oklahomans, along with their transportation officials and elected leaders need to look very closely at the REAL potential aggressive leadership in this field carries for the state. It's a "ground-floor opportunity" in advanced intermodal transportation!

"Advanced Intermodal" - Safer, More Efficient, Self-Sustaining. 21st Century Transport!

North American Transportation Institute
P.O. Box 6617 Oklahoma City, OK 73153-0617 (405)794-7163 Fax: (405)799-2641

How Wabash National's® RoadRailer® is Revolutionizing Amtrak's Intermodal Mail and Express Operations

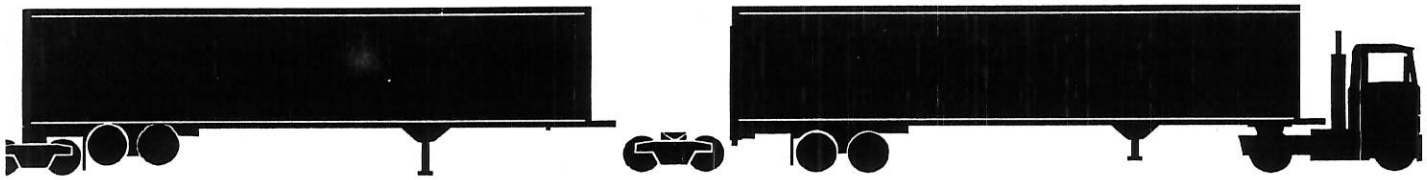
North Amercian Transportation Institute
PO Box 6617 Oklahoma City, OK 73153-0617
Tel: (405)794-7163 Fax: (405)799-2641

Task Force on Rail Passenger Service
November 30,1999

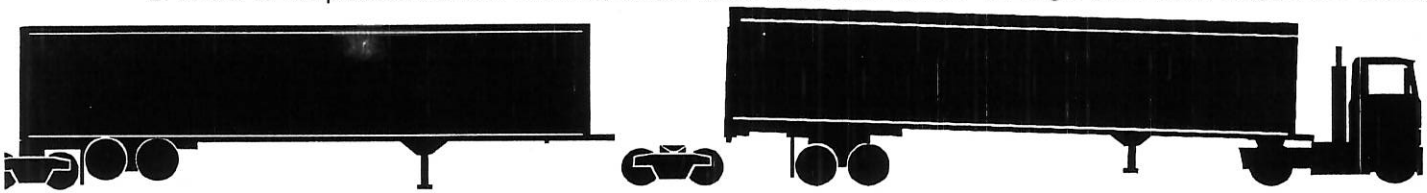
5-22

RoadRailer® is a specially designed 48,53 or 57 foot semi-trailer which instantly converts to rail use. 28 foot version is called "Pupl

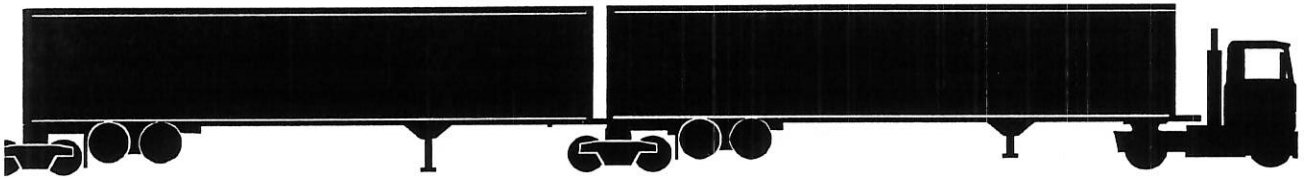
1. Hostler tractor positions trailer; the tractor's air system controls the unique ROADRAILER® suspension:



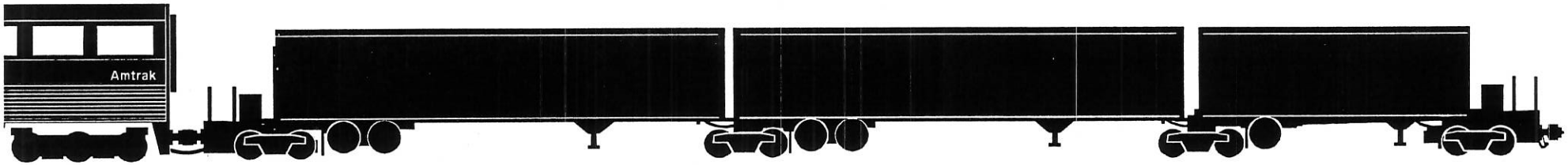
2. Trailer air suspension lifts rear of trailer, tractor backs trailer onto Mark V® rail bogie (illustration exaggerates lift angle):



3. Trailer air is vented. Steel coil springs lift tires clear of rail. Tractor backs trailer to couple with trailer set and rest of train.



4. Trailer set connected to train, trailer air connected to train lines and trailing CouplerMate® attached to end ROADRAILER®



Amtrak will rely on revenues from its very successful FAST MAIL and EXPRESS program to make its operations profitable in the 21st century. The new mail and express service brought nearly $90 million to the passenger rail corporation last year, and the program is on track to reach $400 million a year by 2003. Amtrak is proving its ability to compete with conventional "over the road" trucking for first-class mail and express contracts. In fact, a number of major truck lines have now contracted with Amtrak to carry their time-sensitive express cargoes over its fast rail routes.

Amtrak is proving its worth to the nation's overall transportation system by freeing up highway capacity with both its passenger and fast freight capabilities. In its innovative use of leading edge technologies such as ROADRAILER®, Amtrak is helping the nation deal with its transportation challenges.

For Amtrak's fast mail and express service - or conventional intermodal rail service, Wabash National's® ROADRAILER® is a quantum-leap in flexible intermodal technology.

- Because the tractor's air system does all the "lifting", the need for expensive, elaborate terminal facilities with cranes and lifts is eliminated.
- ROADRAILER® converts from road to rail (or vice-versa) in a few minutes. This allows quick rail-to-road "handoff" at intermediate Amtrak station stops.
- For conventional intermodal service, up to 125 ROADRAILERS® can be carried in a single unit train, requiring about half the locomotive power and fuel consumption of standard intermodal technology.
- ROADRAILER® has been successfully tested for fast railway service at speeds up to 110 mph.
- ROADRAILERS® are available in dry, refrigerated and ultra high cube versions as well as auto-carrier and open top configurations.

AMTRAK EXPRESS℠

1-800-368-8725

Shipping with Amtrak

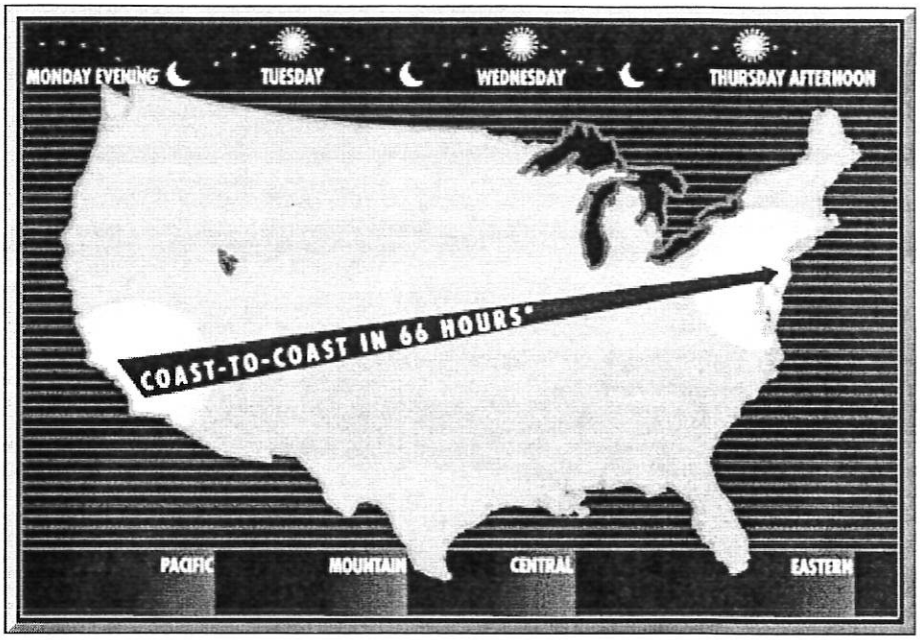
Amtrak Package Express

Media Releases

Amtrak.com

Get Acrobat® Reader

Designed by EA, Inc



Amtrak Mail and Express

An Exciting Era in Long Distance Express Shipping

Shippers of time-sensitive commodities have a better option with Amtrak Mail and Express. Speed, reliability and cost-effectiveness of the nation's long-haul passenger rail network are provided with door-to-door convenience made possible by Amtrak's select group of carrier agents.

Ideally suited for all volumes of time-sensitive shipments, the dock-to-dock service of Amtrak Mail and Express is the fast, dependable and predictable solution for many products:

- **consumer goods**
- **food products**
- **beverages**
- **printed materials**
- **just in time shipments**

COAST-TO-COAST CAPABILITY IN UP TO 66 HOURS — AT UP TO 90 MPH

Task Force on Rail Passenger Service
November 30,1999

5-23

Reaching speeds of up to 90 mph, Amtrak passenger trains give trucks a run for their money! Amtrak Mail and Express is the fastest mode of ground transportation in many longer-haul lanes. Our excellent on-time service also saves shippers costs with lower than truck pricing.

Equipment, resources and shipment security..Amtrak Mail and Express provides total transportation reliability.

MEASURE IN MINUTES, NOT DAYS

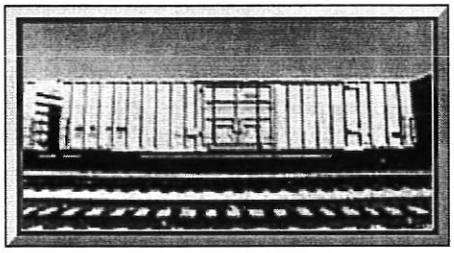
Departure and arrival times for Amtrak Mail and Express are the same as for the 22 million passengers who use Amtrak, and on-time performance is measured by the clock, not the calendar. Shippers can reduce inventories since they can count on Amtrak arrivals.

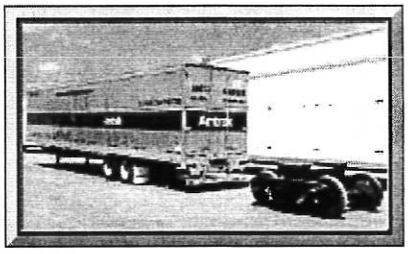
Your choice of specially designed equipment for all non-hazardous commodities:

- **50-foot Express Cars**
- **60-foot Express Cars**
- **48-foot RoadRailers**
- **53-foot RoadRailers**
- **Refrigerated Express Cars**
- **Refrigerated RoadRailers**

Amtrak Mail and Express — in partnership with carrier agents — manages every aspect of express loading and unloading for damage-free door-to-door transport.

Call your agent today for schedules, equipment, pricing and service -- 800-368-8725





POWER. The Amtrak Express fleet just expanded with hundreds of new express cars operating over the entire national network of Amtrak trains. There's modern, high-capacity, high-speed equipment going where you need it, when you need it.

PREDICTABILITY. As these schedules show, highway carriers can't beat our transit times in many long-haul lanes. Even better, this fast service is provided with dock-to-dock convenience at truck competitive rates.

Task Force on Rail Passenger Service
November 30,1999

5-24

RELIABLE PERFORMANCE. Operating in regularly scheduled passenger trains at speeds up to 90 mph, new express cars like this 60-foot model keep your time-valued shipments moving through virtually any weather.

Amtrak Express Sample Transit Times*		
Portland, OR	to	New York City, NY
dep. Monday 4:45pm		arr. Thursday 3:41pm
Philadephia, PA	to	Los Angeles, CA
dep. Tuesday 3:00pm		arr. Friday 8:45am
Chicago, IL	to	San Antonio, TX
dep. Tuesday 6:30pm		arr. Thursday 1:22am
*Schedules subject to change		

800-368-8725

Task Force on Rail
Passenger Service
November 30,1999

5-25

National Railroad Passenger Corporation
210 South Canal Street, Suite 544
Chicago, Illinois 60606
www.amtrak.com

FOR IMMEDIATE RELEASE

Contact: Debbie Hare
(312) 655-2390
ATK-99-176
November 15, 1999

AMTRAK ENTERS REFRIGERATED COMMODITIES MARKET AS MAIL AND EXPRESS BUSINESS POSTS RECORD-BREAKING YEAR

CHICAGO--Amtrak today announced its entry into the refrigerated produce market with the signing of a long-term agreement with the Michigan-based shipping firm ExpressTrak, LLC. The partnership will ultimately provide up to 350 refrigerated rail cars capable of operating at passenger train speeds for the movement of fresh produce.

The first of the 57-foot refrigerated boxcars being rebuilt under the 15-year agreement is expected to go into operation in April 2000, with the last car delivered by Fall 2001. Amtrak and ExpressTrak have been participating in a pilot program to test the movement of refrigerated produce on Amtrak trains.

"We're pleased to be entering the refrigerated produce market with a business partner such as ExpressTrak," said George Warrington, Amtrak's president and chief executive officer. "This is another step in Amtrak's strategic business plan to dramatically grow our Mail and Express revenues. This agreement comes on the heels of a year in which Amtrak achieved record-breaking growth in our Mail and Express business," Warrington added.

ExpressTrak specializes in moving produce, such as fresh fruits and vegetables, as well as other temperature-sensitive commodities. Because Amtrak can move these products across the country at passenger train speeds up to 90 mph on tight, consistent schedules, the service ensures product freshness for buyers in distant markets. This enables Amtrak and

Task Force on Rail
Passenger Service
November 30,1999

5-26 [illegible]26

ExpressTrak to offer time-competitive delivery of temperature- sensitive commodities that need to be shipped cross-country, for example, from California to grocery stores in the Northeast. Amtrak is also working with other vendors in the refrigerated goods business to expand the variety of products carried by rail.

1999 Revenue Performance

Amtrak's growing Mail and Express business achieved $98 million in revenue in fiscal year 1999 (October 1, 1998 - September 30, 1999), an 18 percent increase over fiscal year 1998 when the Corporation earned $83 million. The Express business showed particular strength in the final two months of the fiscal year, as additional equipment has permitted Amtrak to meet the growing demand for this service. That bodes well for fiscal year 2000.

The express portion of Amtrak's business (the expedited transportation of time-sensitive shipments) grew by 93 percent in fiscal year 1999. The corporation formed strategic alliances with freight railroads including the Burlington Northern and Santa Fe Railway and Norfolk Southern, as well as with companies such as Mark VII and with premium motor carriers such as Swift.

Amtrak's mail business revenue, primarily the movement of periodicals for the United States Postal Service, grew by 9 percent in fiscal year 1999 as the corporation expanded its service offering to include more direct service to the Area Distribution Centers of the United States Postal Service, Amtrak's largest commercial customer.

"Amtrak expects to grow its mail business as well by targeting first-class mail and periodicals," said Warrington. "We will continue to pursue new business with rail and motor carriers and will seek additional opportunities to reduce highway congestion by converting truck business to rail," he added.

New Facilities and Equipment

Mail and Express facilities around the nation were expanded in fiscal year 1999 to accommodate the growth in the goods handling business. New facilities were built in Los Angeles, Seattle, Chicago, Springfield, Mass.; and Harrisburg, Pa. Numerous additional Mail and Express facilities will come on line in fiscal year 2000 and several current facilities will undergo expansion.

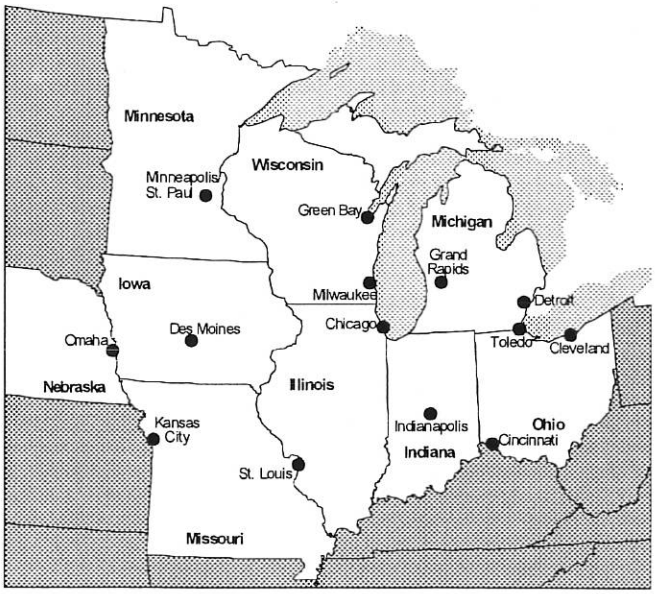
Amtrak currently operates a variety of equipment to meet the full range of expedited service needed by its Mail and Express customers. The corporation's Board of Directors recently approved the acquisition of 200 additional RoadRailers and 100 new Express boxcars. This new equipment will be added to the current Mail and Express fleet of 456 RoadRailers and 250 boxcars. Also, over 200 privately owned RoadRailers

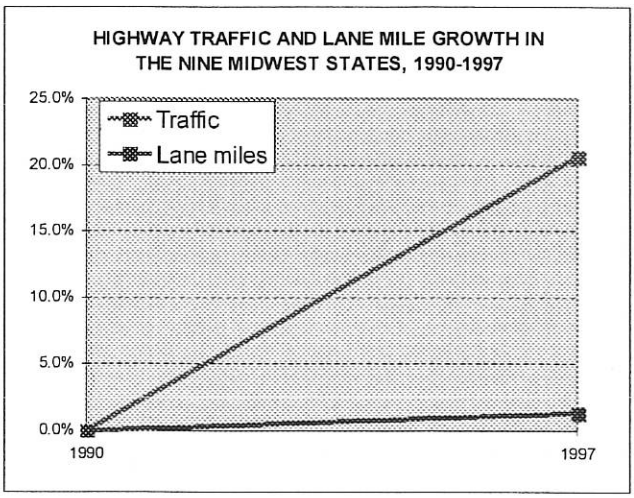
are now qualified to operate on Amtrak trains.

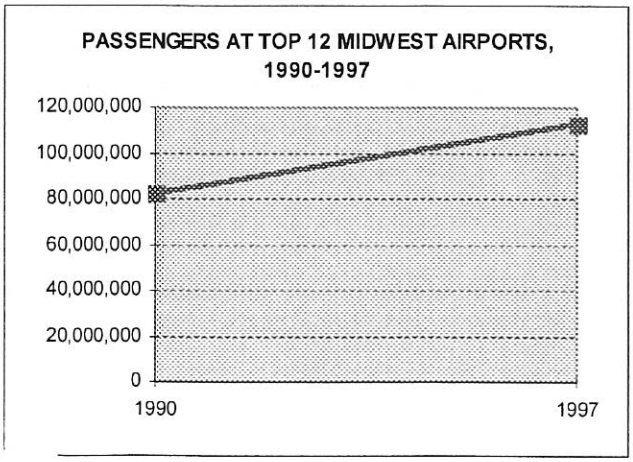
While Amtrak's core business will always be serving the needs of the traveling public, its growing Mail and Express business supplements revenue generated by passengers and improves Amtrak's overall financial performance. Amtrak has focused increasingly on growing its Mail and Express program, making it a critical element of the corporation's strategic business plan to reach operational self-sufficiency by 2003.

THE MIDWEST REGIONAL RAIL INITIATIVE

Meeting regional travel needs in the Midwest through a visionary transportation plan







The Midwest needs better transportation choices to serve a growing economy

The nine states of Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, Nebraska and Wisconsin are home to 58 million people, 28 million jobs and a growing economy.

This vitality creates an attendant demand for transportation services, but the capacity of the transportation system has not matched the growth in demand:

- Since 1990, highway traffic in the Midwest has increased by 20%, but highway lane miles have increased by only 1%.

- Highway congestion is growing not only in large urban areas like Chicago, Detroit, Milwaukee and St. Louis, but also in smaller cities.

- Passenger enplanements at the Midwest's 12 busiest airports is up by 37% since 1990, with no major increases in infrastructure capacity.

- Current Amtrak passenger rail service does not offer the frequencies or amenities needed to develop a strong ridership base.

Today in the Midwest, a traveler faces poor options for regional (100-400 mile) trips: a long drive through heavy congestion, a commercial air fare of several hundred dollars, or rail service that offers too few arrival and departure times.

But a new and better option is being planned...

Task Force on Rail
Passenger Service
November [illegible] 1999

6-
6-1

A new transportation option:
The Midwest Regional Rail Initiative

THE MIDWEST REGIONAL RAIL SYSTEM:

- A 3,000 mile proposed system of enhanced passenger rail service hubbed around Chicago.

- A cooperative effort involving Amtrak and nine states -- Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio and Wisconsin.

- Features a speed level objective of 110 m.p.h., allowing travel time savings of 20-30% over existing passenger rail service.

- Will provide fast and easy access to downtown city centers, with service to other medium and small urban areas.

- Will utilize new train equipment offering first class amenities and services.

- Will provide the synergy of a true regional rail system by offering fast and easy train connections at the Chicago Union Station hub.

- Forecast to carry 8 million passengers under full system implementation, and earn enough operating revenue to cover operating costs.

- Will create 1,500 rail service operations jobs, and 4,000 temporary construction jobs.

Task Force on Rail
Passenger Service
November 30

6-2

Examples of Midwest Rail service improvements:

Corridor	Current rail daily trips	Midwest Rail daily trips	Current rail trip time	Midwest Rail trip time
Chicago - Carbondale	1	6	5:34	3:46
Chicago - Cincinnati	1*	5	8:48	4:09
Chicago - Cleveland	3*	8	6:32	3:46
Chicago - Detroit	3	10	5:46	3:41
Chicago - Milwaukee	6	14	1:32	1:05
Chicago - Minneapolis / St. Paul	1*	6	7:56	5:42
Chicago - Omaha	1*	4	9:11	7:11
Chicago - St. Louis	3	10	5:45	3:42
St. Louis - Kansas City	2	4	5:31	4:10

* corridor served only as part of a long-distance route

Costs for the system

The Midwest Regional Rail Initiative requires $3.5 billion in capital costs over nine years. The nine states are pursuing a federal partnership to implement this system that will also strengthen Amtrak's national passenger rail system.

Capital costs include about $3.0 billion for infrastructure improvements: track and signal upgrades, additional rail capacity, stations, and grade crossing improvements. About $0.5 billion is needed to purchase new train equipment.

Once fully operational, the Midwest Regional Rail Initiative is forecast to be operationally self-sufficient, meaning that operating revenues will equal or exceed operating costs.

How can Midwest Rail become a reality?

There are four major elements in seeing the plan become a reality: development, acquisition of funds, construction, and operation.

1. Development

In August of 1998, the nine states and Amtrak released an initial feasibility plan assisted by a consultant team led by Transportation Economics & Management Systems, Incorporated.

The initiative is currently in the middle of a $1.35 million study funded by the Federal Railroad Administration, Amtrak, and the nine states. The current planning effort is consultant-led study to develop a complete operational plan for the initiative. This plan will be completed in the fall, and the states will determine future actions based on the findings of the report.

The states have already developed a Phase 1 proposal that calls for incremental improvements to corridors extending from Chicago to Detroit, St. Louis, and Minneapolis/St. Paul. The states are seeking $7.5 million of federal funds in fiscal year 2000 to support engineering and design work for 110 m.p.h. rail service on these Phase 1 corridors. These funds would be matched by $7.5 million in state funds.

2. Acquisition of funds

The most significant action for the Midwest Regional Rail Initiative will be acquiring approximately $2.8 billion in federal funds, matched by $700 million of state, local and private funds.

Already, many of the nine states are working to improve rail service, following the basic structure of the Midwest Rail system outline. These efforts include operational support for Amtrak services, feasibility studies for new lines, and engineering and design work for Midwest Rail corridors. This year, Amtrak is investing $25 million in capital projects that support the goals of the Midwest Regional Rail Initiative.

But a solid, long-term federal partnership is needed to make the plan a reality. Right now, the federal TEA 21 legislation authorizes only $55 million per year for high speed rail, and the actual annual appropriations are much less. The Midwestern states are ready to work with Amtrak and states throughout the country to develop structured, long-term federal funding source.

This initiative is worthy of a federal financial partnership for several reasons:

- An improved regional passenger rail system can help provide transportation options to serve the Midwest economy when other modes are showing capacity constraints.

- Amtrak's national passenger rail network and financial future will be best built through corridor-based services that benefit from the synergy of regional connections, like the Midwest Regional Rail Initiative.

- The Midwest states are ready to proceed with the initiative, and have plans and processes in place to implement the system if funds are available.

3. Construction

With a federal funding stream available, construction on corridor improvements can begin. The initiative has estimated a phased, nine-year construction period during which some services will come on-line incrementally. The phasing includes construction of the new train equipment that will be evaluated, selected and purchased for the system.

4. Operation

The Midwest Regional Rail Initiative will phase in operations over a nine-year period, beginning about two years after construction commences. Certain corridors with existing service may see an incremental increase in frequencies before speeds are increased to 110 m.p.h.

For more information...

To learn more about the Midwest Regional Rail Initiative, please contact the appropriate state or Amtrak contact listed here:

Illinois Department of Transportation
Merrill Travis, (217) 782-2835

Indiana Department of Transportation
Tom Beck, (317) 232-1478

Iowa Department of Transportation
John Hey, (515) 239-1653

Michigan Department of Transportation
Tim Hoeffner, (517) 373-2835

Minnesota Department of Transportation
Dan Krom, (651) 296-1611

Missouri Department of Transportation
Customer service, (573) 751-2551

Nebraska Department of Roads
Dan Rosenthal, (402) 479-4438

Ohio Rail Development Commission
Tom O'Leary, (614) 644-0306

Wisconsin Department of Transportation
Randall Wade, (608) 266-9498

Amtrak Intercity Business Unit
James Wolfe, (312) 655-1333

This document was produced in June of 1999 by the

Wisconsin Department of Transportation
Office of Public Affairs
PO Box 7910
Madison, WI 53707-7910

(608) 266-3581
www.dot.state.wi.us

Midwest Interstate Passenger Rail Compact

A bill for an act

MIDWEST INTERSTATE PASSENGER RAIL COMPACT

The contracting states solemnly agree:

ARTICLE I

STATEMENT OF PURPOSE

The purposes of this compact are, through joint or cooperative action:

A) to promote development and implementation of improvements to intercity passenger rail service in the Midwest;

B) to coordinate interaction among Midwestern state elected officials and their designees on passenger rail issues;

C) to promote development and implementation of long-range plans for high speed rail passenger service in the Midwest and among other regions of the United States;

D) to work with the public and private sectors at the federal, state and local levels to ensure coordination among the various entities having an interest in passenger rail service and to promote Midwestern interests regarding passenger rail; and

E) to support efforts of transportation agencies involved in developing and implementing passenger rail service in the Midwest.

ARTICLE II

ESTABLISHMENT OF COMMISSION

To further the purposes of the compact, a Commission is created to carry out the duties specified in this compact.

ARTICLE III

COMMISSION MEMBERSHIP

The manner of appointment of Commission members, terms of office consistent with the terms of this compact, provisions for removal and suspension, and manner of appointment to fill vacancies shall be determined by each party state pursuant to its laws, but each commissioner shall be a resident of the state of appointment. Commission members shall serve without compensation from the Commission.

The Commission shall consist of four resident members of each state as follows: The governor or the governor's designee who shall serve during the tenure of office of the governor, or until a successor is named; one member of the private sector who shall be appointed by the governor and shall serve during the tenure of office of the governor, or until a successor is named; and two legislators, one from each legislative chamber (or two legislators from any unicameral legislature), who shall serve two-year terms, or until successors are appointed, and who shall be appointed by the appropriate appointing authority in each legislative chamber. All vacancies shall be filled in accordance with the laws of the appointing states. Any commissioner appointed to fill a vacancy shall serve until the end of the incomplete term. Each member state shall have equal voting privileges, as determined by the Commission bylaws.

ARTICLE IV

POWERS AND DUTIES OF THE COMMISSION

The duties of the Commission are to:

1) advocate for the funding and authorization necessary to make passenger rail improvements a reality for the region;
2) identify and seek to develop ways that states can form partnerships, including with rail industry and labor, to implement improved passenger rail in the region;

3) seek development of a long-term, interstate plan for high speed rail passenger service implementation;
4) cooperate with other agencies, regions and entities to ensure that the Midwest is adequately represented and integrated into national plans for passenger rail development;
5) adopt bylaws governing the activities and procedures of the Commission and addressing, among other subjects: the powers and duties of officers; the voting rights of Commission members, voting procedures, Commission business, and any other purposes necessary to fulfill the duties of the Commission;
6) expend such funds as required to carry out the powers and duties of the Commission; and
7) report on the activities of the Commission to the legislatures and governor of the member states on an annual basis.

In addition to its exercise of these duties, the Commission is empowered to:

1) provide multistate advocacy necessary to implement passenger rail systems or plans, as approved by the Commission;
2) work with local elected officials, economic development planning organizations, and similar entities to raise the visibility of passenger rail service benefits and needs;
3) educate other state officials, federal agencies, other elected officials and the public on the advantages of passenger rail as an integral part of an intermodal transportation system in the region;
4) work with federal agency officials and Members of Congress to ensure the funding and authorization necessary to develop a long-term, interstate plan for high speed rail passenger service implementation.
5) make recommendations to member states;

6) if requested by each state participating in a particular project and under the terms of a formal agreement approved by the participating states and the Commission, implement or provide oversight for specific rail projects;
7) establish an office and hire staff as necessary;
8) contract for or provide services;
9) assess dues, in accordance with the terms of this compact;
10) conduct research; and
11) establish committees.

ARTICLE V
OFFICERS

The Commission shall annually elect from among its members a chair, a vice-chair who shall not be a resident of the state represented by the chair, and others as approved in the Commission bylaws. The officers shall perform such functions and exercise such powers as are specified in the Commission bylaws.

ARTICLE VI
MEETINGS AND COMMISSION ADMINISTRATION

The Commission shall meet at least once in each calendar year, and at such other times as may be determined by the Commission. Commission business shall be conducted in accordance with the procedures and voting rights specified in the bylaws.

ARTICLE VII
FINANCE

Except as otherwise provided for, the monies necessary to finance the general operations of the Commission in carrying forth its duties, responsibilities and powers as stated herein shall be appropriated to the Commission by the compacting states, when authorized by the respective legislatures, by equal apportionment among the compacting

states. Nothing in this compact shall be construed to commit a member state to participate in financing a rail project except as provided by law of a member state.

The Commission may accept, for any of its purposes and functions, donations, gifts, grants, and appropriations of money, equipment, supplies, materials and services from the federal government, from any party state or from any department, agency, or municipality thereof, or from any institution, person, firm, or corporation. All expenses incurred by the Commission in executing the duties imposed upon it by this compact shall be paid by the Commission out of the funds available to it. The Commission shall not issue any debt instrument. The Commission shall submit to the officer designated by the laws of each party state, periodically as required by the laws of each party state, a budget of its actual past and estimated future expenditures.

ARTICLE VIII
ENACTMENT, EFFECTIVE DATE AND AMENDMENTS

The states of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, Ohio and Wisconsin are eligible to join this compact. Upon approval of the Commission, according to its bylaws, other states may also be declared eligible to join the compact. As to any eligible party state, this compact shall become effective when its legislature shall have enacted the same into law; provided that it shall not become initially effective until enacted into law by any three (3) party states incorporating the provisions of this compact into the laws of such states. Amendments to the compact shall become effective upon their enactment by the legislatures of all compacting states.

ARTICLE IX
WITHDRAWAL, DEFAULT AND TERMINATION

Withdrawal from this compact shall be by enactment of a statute repealing the same and shall take effect one year after the effective date of such statute. A withdrawing state shall be liable for any obligations which it may have incurred prior to the effective date of withdrawal.

If any compacting state shall at any time default in the performance of any of its obligations, assumed or imposed, in accordance with the provisions of this compact, all rights, privileges and benefits conferred by this compact or agreements hereunder shall be suspended from the effective date of such default as fixed by the Commission, and the Commission shall stipulate the conditions and maximum time for compliance under which the defaulting state may resume its regular status. Unless such default shall be remedied under the stipulations and within the time period set forth by the Commission, this compact may be terminated with respect to such defaulting state by affirmative vote of a majority of the other Commission members. Any such defaulting state may be reinstated, upon vote of the Commission, by performing all acts and obligations as stipulated by the Commission.

ARTICLE X
CONSTRUCTION AND SEVERABILITY

The provisions of this compact entered into hereunder shall be severable and if any phrase, clause, sentence or provision of this compact is declared to be contrary to the constitution of any compacting state or of the United States or the applicability thereof to any government, agency, person or circumstance is held invalid, the validity of the remainder of this compact and the applicability thereof to any government, agency, person or circumstance shall not be affected hereby. If this compact entered into hereunder shall be held contrary to the constitution of any compacting state, the compact shall remain in full force and effect as to the remaining states and in full force and effect as to the state affected as to all severable matters. The provisions of this compact entered into pursuant hereto shall be liberally construed to effectuate the purposes thereof.

TASK FORCE ON RAIL PASSENGER SERVICE 11-30-99 ATTACHMENT 8-1

The Midwest Interstate Passenger Rail Compact

Bringing Together State Leaders from Across the Region to Advocate for Passenger Rail Improvements

The Purposes of the Midwest Interstate Passenger Rail Compact

- Promote
- Coordinate
- Support

Passenger Rail Service in the Midwest

8-3

Promote . . .

development and implementation of improvements and long-range plans for intercity passenger rail service in the region

Coordinate . . .

interaction among Midwestern state officials, and among the public and private sector

5-8

Support . . .

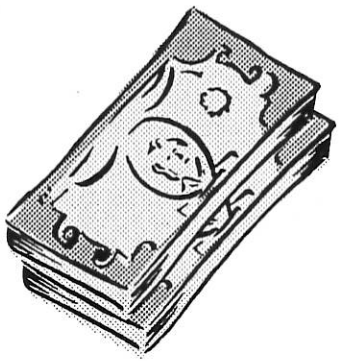
Current state efforts being conducted through state DOTs

Why does the Midwest Need a Compact?

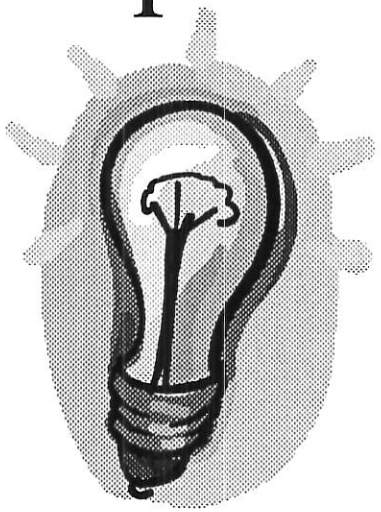
- Modern passenger rail is an integral component of the 21st Century intermodal transportation infrastructure
- Passenger rail has not received the attention afforded to other transportation modes
- The Midwest is the ideal candidate for fast, frequent passenger rail service – all major metropolitan areas are within 100-500 mile range of Chicago Hub

8-7

Improving rail passenger service in the Midwest will require interstate cooperation *and* federal funding



The Midwest Interstate Passenger Rail Compact will build a strong coalition of state executive and legislative leaders to advocate for these improvements



8-8

Which states are eligible to join the Compact?

- Illinois
- Indiana
- Iowa
- **Kansas**
- Michigan
- Minnesota
- Misssouri
- Nebraska
- Ohio
- Wisconsin

2 govt } each state (4 members)
2 leg. }

What is the Progress of the Compact?

8-10

- The Compact language was finalized in July of 1999
- The full Midwestern Legislative Conference endorsed the Compact
- Legislators who have been working on the Compact will plan to introduce enabling legislation during 2000 legislative sessions

11-8

For More Information, Contact:

Laura Kliewer

The Council of State Governments

630/810-0210

Task Force on Rail Passenger Services in Kansas
November 30, 1999
Union Station, 2300 Main, Suite 130
Kansas City, Missouri

Good morning. My name is Jim Wolfe, I am Director of Government Affairs for Amtrak Intercity headquartered out of Chicago. I wanted to thank Representative Ed McKechnie for the opportunity to speak before you and provide some suggestions for bringing state supported rail passenger service back to Kansas.

For those of you who are not aware of Amtrak's internal makeup, we are divided into three business units: Amtrak NEC (eight states in the northeast), Amtrak West (WA, OR and CA) and Amtrak Intercity (forty plus states) with corporate headquarters in Washington, DC. I joined Amtrak about two years ago after helping to negotiate the Illinois/Amtrak operating agreement. My charge is to focus exclusively on state government affairs, working with Governors, state DOT's and general assemblies throughout forty plus states.

Amtrak provides state-supported service to a number of states, some of which include Illinois, Missouri, Michigan, Wisconsin and Oklahoma. Amtrak operates two types of trains: system trains, part of our national network, such as the *Texas Eagle* and state supported trains such as the *Ann Rutledge* operating between Chicago and Kansas City, Missouri. The system trains are paid for from Amtrak revenues. In contrast, State supported trains are paid for by the state or states in which they operate usually paid for from general revenue funds within the state budget.

In the past, Amtrak entered into one-year agreements with the states under the auspices of section 403(b) of the Rail Passenger Services Act, allowing the States to contract with Amtrak for service beyond the national system. The price for this service was based on a number of variables, including the total cost of operating Amtrak's system trains. At the end of each year Amtrak would usually come back to the state requesting additional money. The state, or more specifically the DOT, would then have to seek this money through a supplemental appropriation.

After considerable input from the states, Amtrak reviewed the 403(b) process and adopted a new costing methodology based on the actual cost of providing the service. Under this method, the states now pay us a fixed fee to operate their trains. A number of states have also agreed to multi-year contracts which have enabled both the states and Amtrak to better plan for the out years. In the end, we are now operating these trains like any other business would: we know our costs and we charge a price for our services.

Our Chicago to Milwaukee, or *Hiawatha* service, is a good example of how two states, Illinois and Wisconsin, participate in our state-supported service. Illinois and Wisconsin entered into three year agreements with Amtrak to operate six daily trains between Chicago and Milwaukee. Illinois provide 25% of the funds and Wisconsin 75%. The current agreements expire in June of 2000. We are currently reviewing the numbers and trading drafts in anticipation of a new multi-year agreement to be executed in the first part of the new year.

Looking at Kansas, Oklahoma's new Heartland Flyer service provides a good blueprint of how Kansas could proceed to bring state supported service back to the your state. Like all good initiatives, the catalyst for the Oklahoma service was funding. Specifically, passage of the Taxpayer Relief Act (TRA) provided the State with partial funding to pay for rail passenger service. Under the TRA, Amtrak received a separate payment of $2.3b in capital investment funds. States which did not have rail passenger service, such as Oklahoma, were entitled to receive $23,000,000 each over a two year period. The TRA essentially allowed Amtrak to deduct its rail passenger losses from the taxes paid by freight railroads in the years before Amtrak was created in 1971, up to $1.15b over the next 2 years. However, this money can only be used for general capital needs such as purchasing new equipment and improving our infrastructure; it cannot be used for operating expenses such as payroll and other everyday needs.

Once the funding was in place, Amtrak and the Oklahoma Department of Transportation began a series of discussions to address the following: first, where did the State want the service to operate; second, what type of equipment would be used; third, what would the schedule and frequencies be; fourth, how long would the operating agreement last; and finally, what level of infrastructure improvements, including stations and track and signal work to the railroad, would be needed to implement service.

To answer the first question, we arranged for a rail inspection trip with OKDOT to tour a number of possible routes. In conjunction with this tour, Amtrak prepared a "bare bones"

engineering estimate of work that would be required to restore service. The State made it clear that their primary objective was to connect to our national system. Based on this knowledge, the State chose the historical Oklahoma City to Dallas/Fort Worth route.

Once the route was chosen, we turned our attention to the type of equipment the State would want to use. I want to point out that we are faced with an ongoing equipment shortage, thus necessitating the need for refurbished or new equipment for any new service. The State chose to have a number of SantaFe High level cars refurbished; at the time, the cars were stored at our maintenance facility in Beech Grove, Indiana. The refurbishment process took at least six months with the cars being completed in time for the inaugural run. A critical component of this process was the consist, i.e., what cars would the service include, such as standard coaches and food and beverage service. The State made a number of changes along the way and eventually settled on food and beverage service shortly before the service began.

In conjunction with deciding the equipment, the State also had to choose a schedule and frequencies. This State chose daily service with one round trip between Oklahoma City and Dallas/Fort Worth. The final schedule was developed in partnership with BNSF, to create the least amount of disruption to their freight service while also allowing a good connection in Dallas/Fort Worth to our national service.

Throughout this process, Amtrak's engineering and operating departments worked with the DOT to iron-out a host of details embodied in the operating agreement. We

ultimately agreed on a three year contract. We also needed to finalize station, track, signal and grade crossing upgrades necessary to implement the service. In order to do this, we needed to know the schedules and frequencies because the speed of the train would determine the level of upgrades to the track and signal system. Our engineering department worked closely with BNSF to arrive at a realistic capital plan which was included in the operating agreement. Under this agreement, BNSF performs the engineering upgrades, Amtrak bills the State and Amtrak then reimburses BNSF. Throughout this process, BNSF was very cooperative.

One final point regarding capital and station work. Throughout the process, our engineering department worked the DOT and the stations located along the route to complete the necessary platform and station requirements to begin service. The communities tapped into a wide variety of funding sources to accomplish this, including federal money from TEA-21. Amtrak contributed engineering expertise but did not provide any direct financial support for the station work.

From the onset of our discussions with Oklahoma, I wanted to make it clear that rail service in general is an expensive enterprise. Rail passenger service, on the other hand, is an expensive, complicated and painfully time consuming enterprise requiring the cooperation of lawmakers, the host freight railroad(s), impacted communities and the state DOT's. Oklahoma successfully engaged all of these parties and now has restored passenger service.

The one main difference between Oklahoma and Kansas is funding. In Oklahoma's case, the TRA provided the start-up money to begin the service. Once the current contract expires, the State will have to find other revenue sources to continue to pay for the service. Like Oklahoma, Kansas must first and foremost, identify funds to begin the service. Once this is done, it is really a matter of deliberative long-term planning to bring state supported rail passenger service to Kansas. The passage of House Concurrent Resolution 5004, calling for the creation of this bi-partisan task force to study rail passenger service is a good practical beginning. As Kansas moves forward, Amtrak will make available personnel and resources to assist in any way that we can. Obviously, we have had great success with the *Heartland Flyer* and we would like to duplicate that in Kansas and other states.

New services, like Oklahoma, provide a wonderful opportunity for Amtrak and the surrounding states to implement a transportation option which benefits everyone. Again, I want to thank Representative Ed McKechnie and the other members of the Committee for this opportunity and I am available to answer your questions.