



Jackson Amtrak Depot Intermodal Feasibility Study Phase III Final Report

Jackson, MI



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Introduction

The following report is the third phase of a study exploring the possibilities for adapting two distinctive railroad buildings and their related site for use as an Intermodal Transportation Facility located in Jackson, Michigan. The intended result would integrate passenger rail, intercity bus and local bus transit services at one location that would also be easily accessible by pedestrians, bicycles and automobiles. The facility would offer additional services and amenities to travelers, as well as to the community at large.

The district consisting of the Jackson Michigan Central Railroad Depot, Express Building, Le Grande Square, and the adjacent land is listed on the National Register of Historic Places, and is a locally designated district by the City of Jackson.

The Depot building has been in use as a passenger railroad station since its opening on September 1, 1873, and remains essentially unaltered today. It is the oldest railroad station in active use in Michigan, one of the oldest in the United States, and is one of only two large Italianate depots remaining in the state. The large size of the Jackson Depot is undoubtedly due to its location at the junction of what was at one time nine intercity railroad passenger lines radiating out from Jackson. The Jackson Depot has served literally millions of passengers during its 132 years of existence and remains today a fully functioning rail transit station providing ticket sales and waiting room space for about 25,000 travelers a year who board six daily passenger trains on the mainline between Chicago and Detroit.

The Express Building, constructed in the 1890's, was used for shipment of express freight, mail, newspapers, and baggage on passenger trains for approximately 70 years. Although largely unchanged since its construction, the building is presently unused and in need of roofing and masonry repairs.

Le Grande Square is a small triangular shaped park on East Michigan Avenue in front of the depot. It is the northeast corner of an earlier public square, which existed prior to the arrival of the railroad in 1841.

This district was originally designed for transportation - for the embarking and disembarking of rail passengers, purchasing of tickets, express freight and related services. The new intermodal program is compatible with the typology of the buildings, without major alteration to the existing structures. Currently, the Depot Building is not so much obsolete as under-utilized. And while the Express Building will not likely serve its original purpose again, its configuration and size is easily adapted to any number of new uses, either as a primary component of the new intermodal station or in a prominent supporting role.

The following report refers to the National Railroad Passenger Corporation as Amtrak, and to the Jackson Transportation Authority as JTA.

This report is the final installment of a three part study. The information contained in the reports issued at the ends of the initial two phases were the basis for recommendations contained in this report. The Phase I Report and the Phase II Report – Revised, although issued separately, are to be considered part of the final Jackson Amtrak Depot Intermodal Feasibility Study Report, and are briefly summarized below.

Phase I

The primary objectives for Phase I of the Jackson Amtrak Depot Intermodal Feasibility Study were to:

- Produce a series of drawings of the two existing historic buildings and the Amtrak property, based on field measurements, observations, and available documentation.

The resulting documents included in the Phase I report consist of a site plan showing the major components and property boundaries of the site, and scale plans, sections and elevations of the Depot Building and Express Building as they currently exist, excluding non-historic infill partitions. These drawings became the basis for the conceptual designs proposed in Phases II and III.

- Provide an assessment of conditions of the existing historic structures, and of their potential for use as an intermodal facility.

The building assessment provided in the Phase I Report, contains a description, physical assessment, recommendations and an assessment of suitability for rehabilitation or adaptive re-use of each building. The existing buildings and site were determined to be structurally sound, although requiring maintenance and repair, and sufficiently flexible to accommodate new uses.

Phase II

The primary objectives for Phase II of the Jackson Amtrak Depot Intermodal Feasibility Study were to:

- Identify and quantify the programmatic needs of an intermodal facility from the standpoint of the primary transportation-related uses and compatible tenant uses.

The project team, the Intermodal Study Committee and other community representatives participated in a workshop to identify potential program elements that are responsive to the needs and desires of the community. The results of this workshop, along with data provided in the original Request for Proposals, and additional information provided by representatives of the various transportation interests were incorporated into a programming outline that informed conceptual designs.

- Develop a number of conceptual plans to explore how these needs could be incorporated into the existing project site, study their impact on the site's historic architectural and cultural resources, identify the significant strengths and weaknesses of each concept, and describe the project costs associated with each concept.

Three conceptual site layouts and three conceptual program layouts were presented in the Phase II report and in an open meeting to the Intermodal Study Committee and the general public. The broad variations between the concepts demonstrate that there are a variety of approaches to the design opportunities of this project.

Phase III

The main goals of this final phase of the Jackson Amtrak Depot Intermodal Feasibility Study are to:

- Develop the preferred design, responding to comments from the committee and the public.
- Discuss potential operational costs, management strategies and funding sources.

Methodology

September 29, 2005, at the conclusion of Phase II, a public workshop was held to present the three conceptual designs and gather feedback from the community of Jackson. After receiving comments from the public and from the Intermodal Study Committee, Concept 2 emerged as the preferred layout. Desirable elements from the other concepts were incorporated into the final design, and revisions were made per concerns from the committee and the design team. The result is the concept presented in this report.

A number of factors were considered in developing the preferred concept, including, but not limited to:

- Respect for historic features
- Convenience for tenants and travelers
- Best-use of space
- Accessibility
- Code compliance
- Amtrak space and functional requirements
- JTA space and functional requirements
- Site access
- Traffic flow

It was the intent of the project team to comply with all codes, requirements, and guidelines; however, the design is still preliminary in nature. Further investigation into compliance with guidelines and requirements will be necessary as the project advances and decisions become more precise.

Existing rail and intermodal stations in the state of Michigan were used as case studies to explore operation and management strategies. The findings are also presented in this report.

Preferred Concept

The preferred concept is based on Concept 2 from the Revised Phase II report.

The largest change to the existing site infrastructure would be the reconfiguration of Plymouth Street west of Perrine Street, and Van Dorn Street south of Elizabeth Street, reducing the size of the block to the northeast. This reconfiguration unites the current Amtrak properties and provides a broader, more useable parcel between the railroad tracks and the street. Although street closures and the rerouting of utilities are difficult, especially in an urban area with such history, the benefit of gaining the land far outweighs the technical and legal challenges to implement this element of the plan. In many cases, such as what occurred when creating the Consumers Energy campus downtown, the streets can be closed and the utilities and easements can remain in place. This is typically the case when the area gained is used for parking, staging and circulation. During the detailed design phase, these issues can be negotiated with the City Engineering staff and legal council.

In the space resulting from the street reconfiguration, buses load around a covered pedestrian island adjacent to the Express Building. The zone around the island is restricted to bus traffic only to limit interference with automobiles. The island creates a sheltered area for passengers to transfer buses without crossing any streets, and it keeps the idling buses in close proximity to make transfers faster and easier. Pedestrian crossings are limited to either end of the island, at the Express Building and at the parking lot, where most passengers are likely to be concentrated.

Long term parking is provided at the easternmost portion of the Amtrak property. Additional parking is proposed in the block bordered by Elizabeth, Perrine, Plymouth, and Van Dorn Streets. This block, currently underutilized and mostly vacant, would need to be purchased and configured for the Intermodal Station's use. This block is appealing because it is the closest practical location to provide the substantial amount of parking necessary. Passengers parking in these two lots can utilize the covered island as a sheltered walkway to enter the buildings.

Due to the linearity of the site, parking directly adjacent to the Depot is limited. The brick "coach way" just north of the Depot has been retained as a short term parking lot, although the driveway at the west end has been blocked for safety reasons. Removing the vehicular entry from the Michigan/Cooper Street Intersection reduces potential traffic conflicts. A narrow strip of property at

the south side of Le Grande Square has been paved to accommodate vehicular parking. More short term parking is located in a small lot just east of the Express Building.

A drop-off lane has been created near the east end of the depot. This allows for passenger drop-off, taxi waiting, and truck delivery for the tenant spaces.

Benches have been provided around the site to accommodate waiting passengers. Specifically they are located at the major building entrances and on the loading platform.

Bicycle parking is located east of the Express Building.

The historic locomotive currently located in Northlawn Park, while not necessary for the function of an intermodal station, is shown relocated to the site in order to increase public awareness of this transportation related amenity. The cost of moving the locomotive is not included in the estimate found later in the report, but could be funded in the future through private investment. The proposed location near the parking lot at the corner of Elizabeth and Perrine Streets is only one of many potential locations. The main considerations for selecting an appropriate site are increasing public access to the train, utilizing the locomotive as a signpost for the depot, and placing it so that it will not obstruct site lines or be a distraction to traffic.

A new structure connects the two existing buildings. It is anticipated that this structure will be low and mostly transparent to minimize its impact on the historic structures. While visually minimized, this space maximizes function. It acts as a protected hallway, an entrance from the drop-off lane, a shelter for passengers awaiting taxis, overflow waiting space, and it provides a wide, unobstructed view of the tracks for train watching.

The Train Depot remains located in the depot building. The waiting room is restored to its original size. Ticket sales for Amtrak have been moved from the historic ticket office to the west end of the depot, allowing the ticket agents to be adjacent to the accounting office and baggage room, and maintain a clear view of the waiting room. A new ticket counter that meets accessibility guidelines is proposed at the existing archway. The historic ticket office will be restored to its original appearance for re-use as a small retail space, such as a news stand or gift shop. The existing restrooms have been expanded. The canopy over the loading platform is extended to the east to lengthen the covered loading area, allowing trains to stop for boarding without blocking the Michigan/Cooper Street intersection.

The Bus Transfer Station is housed in the Express Building. The main bus waiting room is located at the east end, closest to the bus loading island. Additional restrooms are located adjacent to the waiting room. An outdoor patio in the crook of the L can provide additional waiting space during fair weather.

The waiting rooms can serve dual purpose as museum or gallery spaces. There is plenty of room for the display of artifacts and artwork on the walls and amidst the benches. The exhibits can entertain waiting passengers, as well as attract other patrons.

Tenant business areas are concentrated at the east end of the depot, between the main waiting rooms, in order to capture business from passengers traveling between the train and bus areas. A sandwich shop or other small foodservice operation could be placed in the Depot Building, east of the waiting room. Two small retail spaces, one in the historic baggage room and one in the depot, are accessible from the exterior as well as from within the Intermodal Station. Due to the linear nature of the building, and the public exposure of all sides, there is no "back door" for loading docks or deliveries. It is anticipated that delivery vehicles will use the drop-off lane, and deliveries will be made through the main public doors.

The towers' upper level poses an accessibility challenge. If these areas are to be utilized by the public, they may require the installation of an elevator, which can be costly and cumbersome. This concept shows the east tower's use as tenant offices accessed by an elevator and stairs. The west tower is designated for security offices, which because of the nature of their use are less likely to require elevator access.

The mezzanine level that currently exists at the west end of the Depot Building has been removed in order to restore the space to its original proportions. The basement level, while spacious, would require an extensive amount of work to make it habitable, therefore we recommend it be used for auxiliary functions such as mechanical equipment and storage space. A new sidewalk access door can be created to the basement, providing a large opening to accommodate equipment, and keeping the entry independent from tenant spaces.

Strengths

- Proximity of bus and train functions to bus boarding areas, entrances and vehicle drop-off zones.
- Prominently located Tenant/Retail spaces provide excellent exposure.
- Ticket sales desks have visual control over their respective waiting areas.
- High visibility of arriving trains and buses for all users.
- The site plan offers convenient circulation, with few pedestrian/bus conflicts and adequate drop-off and pickup zones.
- Vehicular traffic is kept away from the Cooper Street/Michigan Avenue Intersection, making it safer and easier to enter and exit the site.
- Generous indoor waiting areas are provided for both bus and train passengers, in locations convenient to boarding areas.

Weaknesses

- Delivery, receiving, and trash handling for a larger retail or food service tenant in the Depot Building may be an issue due to conflicts with vehicle and pedestrian circulation.
- The linearity of the site limits the amount of parking available directly adjacent to the buildings.

Impact on Historic Resources

- A portion of Le Grande Square has been converted in order to accommodate parking. This minimally reduces the amount of park space available to the public in exchange for more convenient use of the depot building.
- The existing brick paved street at the Depot's entrance can be preserved.
- The re-use of the historic ticket office is a positive factor. While not being used as it was originally designed, the proposed use is compatible with the existing fabric. This design allows the entire ticket office to be exposed to the waiting room as it would have been originally, and will require restoration of portions that are currently walled over.
- The original waiting room is recaptured in this concept for use by train passengers. Architectural elements that are currently hidden, such as an archway and a plaster cornice, can be exposed.
- A connector structure will unite the Depot Building and Express Buildings in this concept. It will have to be carefully designed so as not to compete with or dominate the massing of the historic buildings.
- The original entrance canopy on the north side of the Depot Building may be fully reconstructed as part of this concept.

Potential for Future Growth

The Chicago-Detroit passenger rail route that runs past the Jackson Depot has been designated a potential high-speed corridor by the United States Department of Transportation (USDOT). If this were to become a reality, train frequency could grow from 3 round-trips per day to as many as 6 or 12, increasing the potential number of passengers served by the station. This dramatic increase in use would have major implications on the depot. A number of design and safety considerations will likely be necessary to accommodate high-speed rail, including but not limited to:

- Platform Configuration
- Pedestrian Grade Crossing
- Track infrastructure and operational changes as may be required by Norfolk Southern
- Additional Parking
- Safe Pedestrian Street Crossings

At such time that these changes may be deemed necessary, approvals by all parties and stakeholders, to include Norfolk Southern, Amtrak, MDOT, and possibly others, will be necessary.

These elements are not currently necessary for the feasible function of an intermodal station in the Jackson Depot, and they have not been included in the following cost estimates. However, their future locations were considered in relation to the proposed concept (see Potential Future Growth Site Plan). It would be possible to incorporate the necessary changes into the facility at a later time with minimum impact to the spaces and tenants. By anticipating these changes, we have ensured that the design presented not only works for today's needs, but also will perform well into the future.

Construction Cost Estimate

The opinion of costs has been developed based on the concept level plans provided in this study. Although more defined than the previous phase, the design is still preliminary in nature. Detailed cost estimates cannot be developed at this level of design. A number of factors will impact the final costs. The estimates developed for this report assume the following:

- Estimates are based on concept level detail and broad cost items, not a unit cost or system by system analysis. Also, because phasing of costs cannot be established until the final program, funding sources, and market interest are further designed for the project, we can only provide a snap shot of cost line items for consideration at this time.
- Estimates are based on current market pricing. Inflation can be estimated at a rate of 5% per year.
- In order to achieve maximum value, as much work as possible should be done in the same phase. An allowance has been made in the estimate to phase the project to allow continuous operation of a waiting room, but all other work is assumed to be done concurrently.

How these costs are presented can be altered as needed once the granting opportunities, funding sources and eligible cost items are defined. Until then, we have divided the costs as follows:

Building Improvements

Depot	
Exterior wall restoration	\$494,300
Windows	\$312,500
Roof	\$93,500
Canopies	
Existing	\$167,500
New	\$586,500
Reconstructed	\$144,000
Interior rest/adapt reuse	\$2,725,000
	<hr/>
	\$4,523,300
Express Building	
Exterior wall restoration	\$140,650
Windows	\$93,750
Roof	\$67,000
Interior rest/adapt reuse	\$962,000
	<hr/>
	\$1,263,400
Connector	
New Construction	\$645,000
	<hr/>
	\$645,000
Bus Canopy	\$420,000
Phasing for temporary waiting room	\$379,000
	<hr/>
	\$7,230,700

Site Improvements

Property adjacent to tracks	\$2,135,000
New block for parking lot	\$458,000
	<hr/>
	\$2,593,000

Building and Site Improvements	<hr/>	\$9,823,700
Contingencies (20%)		\$1,964,800
Design Fees		\$943,000
Furniture, Fixtures and Equipment		\$200,000
Hazardous Materials Abatement		\$200,000
Land Acquisition		\$800,000
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Grand Total		\$13,931,500

Operational Cost Estimate

Operational costs will vary depending on the actual tenants, hours of operation, and maintenance program. Additionally, costs may be offset by the revenue received from the leasing of space. The figures below are based on approximate costs per square foot from similar intermodal facilities.

	Monthly	Yearly
Janitorial and Custodial Services	\$7,250	\$87,000
Utilities (electricity and gas)	\$3,500	\$42,000
Security	\$7,300	\$87,600
Routine Maintenance		\$61,800
Total		\$278,400

Financing Rail Intermodal Passenger Terminals

Any entity owning and/or operating a Rail Intermodal Passenger Terminal (RIPT) will be required to generate adequate revenue to cover the cost of operations and maintenance, as well as the cost for major capital improvements. The State of Michigan and the Federal Government have long recognized the challenges public entities face in generating the revenue to operate, maintain, rehabilitate, and, when necessary, build public transportation facilities, including Intermodal Passenger Terminals. Both the State of Michigan and the Federal Government recognize the important role that public transportation facilities, such as Intermodal Passenger Terminals play in meeting the needs of citizens who utilize public transportation. As a result, the State of Michigan through the Michigan Department of Transportation (MDOT) and the Federal Government through the U.S Department of Transportation, (US DOT), have established programs that provide financial assistance to eligible public recipients for local public transit services and for the purchase (construction), maintenance, and rehabilitation of public transportation equipment and facilities, including Intermodal Passenger Terminals.

Federal Operating & Capital Assistance

Congress recently passed, and the President signed, legislation reauthorizing the Federal Transportation Program. This new law is known as Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users, (SAFETEA-LU). This law authorized programs that provide funds to eligible public recipients that can be used to support intermodal terminals.

While all of the programs and provisions in the SAFETEA –LU are still being analyzed, this legislation continues to provide flexibility to eligible public recipients in determining the use of the funds. Of special consideration, SAFETEA-LU expands the definition of “Capital” to include: security planning, training, acquiring, constructing, relocating, and renovating intercity bus stations and terminals. This change allows federal capital funds to be used for the intercity bus portions of intermodal terminals.

An important condition of receiving a Federal Transit Capital Grants is that the grant recipients must negotiate a Section 13c labor protection agreement with impacted unions. This agreement provides assurance that the existing jobs will not be negatively impacted by the grant. Any entity owning or operating an intermodal passenger terminal that seeks a federal grant must be prepared to negotiate

a Section 13c agreement. In most cases US DOT programs and associated funds are administered by MDOT. Following is a list of US DOT programs that can be used to finance intermodal terminals. The first three programs listed below are the most common programs used to finance intermodal terminal projects:

- (1) **Urban Formula Grant Program (Section 5307)** Annually, the US DOT apportions Federal Section 5307 funds to the Governor for distribution to urbanized areas with populations under 200,000. The federal apportionment is based on population and population density. Eligible public recipients can use these funds for operating costs and/or capital projects, including the cost associated with intermodal terminals. The Jackson Transportation Authority is the eligible public recipient for the Jackson urban Area and is currently using all of their FY 2005-06 Section 5307 funds for operating costs. The maximum federal share for capital projects is 80% and the maximum federal share for operating costs shall not exceed 50%.
- (2) **Capital Investments Grants (Section 5309) Discretionary Program**. A portion of the Capital Investment Program is utilized specifically for bus and facility grants. Grants can be used to replace, rehabilitate and purchase buses and related equipment and to construct bus related facilities. Congress has a history of earmarking all of the funds available from the bus and facilities portion of the program to local bus and terminal projects. Earmarking takes place in the annual federal transportation appropriation budget. The eligible public recipient secures project funding by working through the local member of Congress. The federal share for capital projects is 80%.
- (3) **Enhancement Program**. Funds are made available to strengthen the cultural, aesthetic and environmental aspects of the Nation's Intermodal Transportation System. Funds can be used for historic preservation, rehabilitation, and operation of historic transportation buildings, structures, or facilities including rail depots, acquisition of historic buildings, landscaping and the establishment of transportation museums. The Enhancement Program is administered by MDOT. There is an annual competitive grant application process. Application requests normally exceed available funding; making this a very competitive program. The maximum federal share is 80%. An over-match is encouraged by MDOT, due to the competitive nature of the program.
- (4) **Surface Transportation Program (STP) Flexible Funding**. The STP is traditionally used to fund road and bridge projects on the Federal-aid Highway system. Congress allows these funds to be flexed to transit projects. Flexing is initiated by states and localities. Eligible capital transit projects include intercity terminals. Maximum federal share is 80%. To flex STP funding, a local community would need to work with MDOT and the Federal Highway Administration. This is not new money, but a reallocation of existing resources from a highway project to a transit project.
- (5) **Transportation, Community and System Preservation Program (TCSP)**. This program is designed to integrate the relationships among transportation, community and system preservation plans and practices and identify private sector-based initiatives to improve those relationships. Funds can be used to improve the efficiency of the public transportation systems, reduce the need for costly investment in public infrastructure and for transit-oriented development plans. The cost of incorporating private development within or near an intermodal terminal may be an eligible program activity. This is a competitive grant program, with applications going to the Secretary of the US DOT. The maximum federal share is 80%.
- (6) **Pending Federal Legislation**
Congress is considering legislation that would authorize funding for Intermodal Rail Terminal projects. The Passenger Rail Investment and Improvement Act, Senate Bill 1516, authorizes the Secretary of Transportation to make grants for capital cost of facilities and equipment, and to provide or improve intercity passenger rail service. Intermodal connectivity is encouraged in this bill. The Maximum federal share is 80%. On November 3, 2005, the provisions from Senate Bill 1516 were added to Senate Bill 1932; The Deficit Reduction Omnibus Reconciliation Act of 2005.

Senate Bill 1932 passed the Senate with the amendment to include the provisions from Senate Bill 1516. During the Conference Committee deliberations on Senate Bill 1932, the Passenger Rail provisions were eliminated from the bill. Therefore Senate Bill 1516 remains pending before Congress. If passed it may provide a new source of funding for rail passenger terminals.

State Capital Assistance

The State of Michigan and MDOT recognize that capital improvements will be required in order to maintain and preserve public transit facilities, including IPTs. There are two MDOT programs that provide grants for capital improvement projects.

(1) **Bus Capital Program**

MDOT receives an annual appropriation for the Bus Capital Program from the State Legislature. MDOT utilizes the appropriated funds to provide grants to eligible public recipients to help secure federal capital grants. Historically, funding from this program has been used exclusively to provide the local 20% match required to receive the 80% share provided through federal capital grants. Federal capital grants are used to finance Intermodal Passenger Terminal (IPT) projects. MDOT, through the Bus Capital Program, has provided the 20% local match for those grants. In the last two years, due to eligible public recipients securing more federal capital grants and a reduction in the amount of state funds appropriated for the Bus Capital Program, MDOT has had difficulty providing the 20% local match. MDOT currently does not have the financial resources available to provide the 20% local match for federal capital grants. In the near future MDOT may require a portion of the local match be paid for by the eligible public recipients

(2) **Terminal Development Program**

MDOT receives an annual appropriation for the Terminal Development Program from the State Legislature. MDOT primarily utilizes the appropriated funds to provide the 20% local match to Federal Grants for capital projects at Amtrak stations and intercity bus terminals. These funds have also been used to supplement the 20% match required for Intermodal Terminal Grants under the Bus Capital Program described above. To a very limited extent, MDOT has provided up to 100% of the cost for critical maintenance and rehabilitation projects at Amtrak and intercity bus terminals when federal funds were not available.

Local Bus Operating Assistance

The MDOT Local Bus Operating Assistance Program provides eligible public recipients that operate public transit systems, including IPTs, in urban areas up to 50% of their eligible operating expenses. The Jackson Transportation Authority is the eligible public recipient for the Jackson Urban Area and receives operating assistance from MDOT. For Fiscal Year 2005-06, the JTA is projected to receive 33.15 % of its projected operating expenses from MDOT. At the end of the fiscal year, the actual distribution of State operating assistance is adjusted based on audited expenses. The remaining operating expenses of 66.85 % are the responsibility of the JTA. These expenses are traditionally financed from the revenue generated by a combination of sources such as: local transit millages, local governmental contributions, fares, advertising and in some cases federal operating funds.

An eligible public recipient that owns and/or operates an IPT can receive a portion of the expenses to operate it from MDOT. Eligible expenses include: day-to-day operating costs, as well as day-to-day maintenance costs. The eligible expenses associated with operating an IPT only apply to the areas of the terminal used for public transportation services. Eligible public recipients are required to provide MDOT a cost allocation plan that allocates costs to all users of the terminal. Eligible public recipients are also required to reduce total operating expenses of the terminal by lease revenue generated from non-transportation users. It's worth noting that the level of financial support from the Local Bus Operating Assistance Program, that each eligible public recipient receives, is subject to change each fiscal year.

Preservation Funding Sources

The Jackson Depot, being listed on the National Register of Historic Places and designated as a Local Historic District, is eligible for historic preservation funding. The below list is not comprehensive, but gives an idea of some of the programs that are available to assist preservation and rehabilitation projects. In addition, the National Trust for Historic Preservation has published an Information Sheet entitled "Historic Railroads and Station Preservation," which is included as Appendix B.

Government Funding

(1) **Save America's Treasures Funding**

This program provides funds to nationally significant sites that are threatened or endangered. Federal agencies, non-profit organizations, and units of state and local government may apply. The awards range from \$250,000 to \$1,000,000 and require non-federal dollar-for-dollar matches. Save America's Treasures is administered by the National Park Service.
www.saveameericastreasures.org

(2) **Historic Preservation Fund**

Congress annually appropriates federal funds to each state for distribution to Certified Local Governments (CLG) for survey projects, nominations, planning, public education, restoration planning, and development. Jackson is a CLG, and is therefore eligible to apply for these funds. This program is administered through the State Historic Preservation Office (SHPO) and provides a 60-40 matching grant.
www.michigan.gov/hal

(3) **Federal Rehabilitation Tax Credit**

Qualifying projects receive federal income tax credit equal to 20% of the cost of rehabilitating a historic building for commercial use. Only privately owned buildings are eligible, non-profit organizations and government entities may not apply. The property must be listed on the National Register of Historic places or be contributing to a registered historic district. The work must be considered a substantial rehabilitation and must meet the secretary of the Interior's Standards for Rehabilitation. This program is administered through the SHPO.
www.michigan.gov/hal

(4) **State Tax Credit**

The state of Michigan offers a 25% tax credit for qualified rehabilitation of historic commercial and owner-occupied residential buildings. The credit is reduced to 5% when the federal 20% credit is claimed for commercial properties. National, State, or locally designated properties are eligible. Secretary of the Interior standards apply. Similar to the Federal Tax Credit, non-profit organizations and government entities are not eligible. This program is administered through the SHPO.
www.michigan.gov/hal

National Trust Financial Assistance Programs

The following resources are available through the National Trust for Historic Preservation.
www.nationaltrust.org

Grants

(1) **Preservation Services Fund**

Provides nonprofit organizations and public agencies matching grants from \$500-\$5000 for preservation planning and education efforts. Funds may be used to obtain professional expertise in areas such as architecture, archeology, engineering, preservation planning, land-use planning, fund raising, organizational development and law as well as preservation education activities to educate the public.

(2) **Johanna Favrot Fund for Historic Preservation**

Provides nonprofit organizations and public agencies grants ranging from \$2500 to \$10,000 for projects that contribute to the preservation or the recapture of an authentic sense of place. Funds may be used for professional advice, conferences, workshops and education programs.

(3) **Cynthia Woods Mitchell Fund for Historic Interiors**

Provides nonprofit organizations and public agencies grants ranging from \$2500-\$10,000 to assist in the preservation, restoration, and interpretation of historic interiors. Funds may be used for professional expertise, print and video communications materials, and education programs.

Loans

Eligible projects involve the acquisition, stabilization, rehabilitation, and/or restoration of historic properties in conformance with the Secretary of the Interior's Standards for the Treatment of Historic Properties. Preference is given to non-profit organizations, and local, state, or regional governments, but for-profit organizations may also apply. Projects in low-income historic districts and specific endangered historic resources are eligible.

(1) **National Preservation Loan Fund**

Provides loans to establish or expand local and statewide preservation revolving funds; to acquire and/or rehabilitate historic buildings, sites, structures and districts; to purchase easements; and to preserve National Historic Landmarks.

(2) **Inner City Ventures Fund**

Finances the rehabilitation of historic buildings that serve the economic and community development needs of low-, moderate-, or mixed-income neighborhoods.

Equity Investments

The National Trust's for-profit subsidiary, the National Trust Community Investment Corporation invests equity into historic rehabilitation projects that qualify for federal historic tax credits and in some cases, state historic tax credits and New Markets Tax Credits. There are two programs, one for projects that generate between \$200,000 and \$650,000 in historic tax credit equity, and one for projects that have greater equity.

Private Funding

(1) **Railway Heritage Grants**

The National Railway Historical Society awards matching grants up to \$5000 for projects which preserve, research, educate or publish railway history. NRHS Chapters and other organizations are eligible to apply to the annual program. www.nrhs.com

Ownership and Management

Rail Intermodal Passenger Terminals-Case Studies

There are twenty-three (23) communities in Michigan served by Amtrak rail passenger trains. The rail passenger terminals in these communities range from boarding platforms in Birmingham, Royal Oak, and New Buffalo, to a full service modular building in Detroit, to a terminal in Flint that has recently been renovated to accommodate inter-city bus service. While many of these terminals have other modes of transportation nearby, only seven of the twenty-three operating terminals have Greyhound and/or Indian Trails operating at the terminal. One terminal (Dowagiac) has the local transit agency operating from the terminal. See Appendix A for information about the twenty-three terminals.

A rail intermodal passenger terminal (RIPT) is defined as a passenger terminal that, in addition to serving rail passengers, also directly serves local transit passengers and/or intercity bus passengers at a common terminal building. Using this definition, there are seven terminals that can be classified as RIPT. Many of the remaining terminals are located in communities that are served by Greyhound and/or Indian Trails. Further, many of the remaining terminals are on local transit routes or are served through the local dial-a-ride program. However, in those cases, neither the other intercity bus companies nor the local transit agencies actually operate service from the terminal building. RIPTs tend to be located in urban areas, where the need and opportunity for intermodal connectivity is greatest. The chart below reflects the various transportation services available at the seven RIPTs in Michigan.

Rail Intermodal Passenger Terminals

Location	Rail Passenger Service	Local Transit Service	Intercity Bus Service
Albion	Amtrak		Greyhound
Battle Creek	Amtrak		Greyhound & Indian Trails
Dowagiac	Amtrak	Dowagiac Dial-A-Ride	
East Lansing	Amtrak		Greyhound & Indian Trails
Flint	Amtrak		Greyhound & Indian Trails
Holland	Amtrak		Greyhound
Pontiac	Amtrak		Greyhound

Historically, Kalamazoo has had Greyhound and Indian Trails operating at the rail passenger terminal. Earlier this year Greyhound and Indian Trails moved out of the terminal and moved to the airport. It appears that Greyhound and Indian Trails are reassessing the move to the airport and may consider moving back to the Kalamazoo terminal. Kalamazoo is also undertaking a major expansion and renovation project at the terminal. When completed in 2006, the terminal will serve as the Downtown Metro Transit Transfer Center, making it the eighth RIPT in Michigan. The renovation plan includes space for Greyhound and Indian Trails Buses. Should Greyhound and Indian Trails move back, the Kalamazoo terminal would be the first Rail Passenger Intermodal Terminal in Michigan to have rail passenger, intercity bus and local transit services operating at the same location.

Plans are also being prepared for new rail passenger terminals in Detroit and Dearborn, and are currently in various stages of design. It is anticipated that these new terminals will incorporate intercity bus or local transit services, allowing them to be classified as RIPTs. A new station platform is under development for the terminal in New Buffalo. The new platform and auto-ticketing is part of a retail

development on the identified high speed corridor. When completed, Amtrak will begin stopping four trains per day in New Buffalo instead of the two per day that currently serve the station.

The use of the existing twenty-three rail passenger terminals for non-transportation activities is limited. Uses vary widely to meet the local community needs. Examples range from a pizza restaurant, concession stands, and coffee shops to a local festival office and a museum. A list of the non-transportation activities by terminal location can be found in Appendix A.

Ownership/Management

The ownership of the twenty-three rail passenger terminals in Michigan varies by location. Twelve of the terminals are owned by local communities. Six are owned by Amtrak. The remaining terminals are owned by a local transit agency (1), the Michigan Department of Transportation (MDOT) (1), a private owner (1), Michigan State University (1) and The Henry Ford Museum (1). In all cases, the platforms and improvements are owned by Amtrak, while the land under the platforms is owned by the respective railroad companies, or, in the case of Detroit, by MDOT. The various forms of ownership reflect both the unique historical relationship that exists between the railroads and the local communities. Recent opportunities that have been taken to establish terminals to provide the citizens of the communities access to rail passenger services. Ownership sets the stage and direction for the use of the terminal. Therefore, in considering the important transportation role terminals played during the rail passenger boom years, and continue to play now and in the future, it is not surprising that all but two of the terminals in Michigan are owned by Amtrak or a public entity.

When considering ownership options, it is important to note that the actual owner and the manager need not be the same entity. The entity owning the terminal building and the underlying land, and the entity overseeing the day-to-day operation of the terminal building can be different. In simple terms, the entity selected to provide the day-to-day management reflects the owner's desired use of the terminal. The owner selects the most appropriate entity to operate and maintain the terminal for their desired objective. Therefore, it is not surprising that Amtrak-owned terminals in Michigan are strictly rail terminals. In urban communities where an emphasis has been placed on providing the community residents more than just rail service and where RIPTs are located, the management and operating responsibilities most often are provided by the local transit agency or local transit authority. In non-urban areas with RIPTs, the management of the terminal often resides with the City.

There are six potential owners that could oversee the preservation and transformation of the Jackson Depot into a vibrant RIPT. The six possible owners are: Amtrak, MDOT, the City of Jackson, the Jackson Transportation Authority, a private developer and a newly-established private non-profit agency. In addition, there are a number of management options to complement the ownership options using these same six entities. To evaluate each entity's ability to serve as owner or manager of the RIPT, the following charts have been prepared.

Ownership Considerations – For Use as an Intermodal Terminal

	Amtrak	City of Jackson	JTA	MDOT	Private Developer	Private Non-Profit
Understands local needs	M	H	H	M	M	M
Ability to secure funding for capital improvements	M	M	H	H	M	L
Need to generate revenue	M	L	L	L	H	L
Assure continued use as a RIPT	H	H	H	H	L	H
Ability to accept public funds	H	H	H	H	L	H
Ability to generate additional development	L	M to L	M to L	L	H	L

Management Considerations – For Use as an Intermodal Terminal

	Amtrak	City of Jackson	JTA	MDOT	Private Developer	Private Non-Profit
Understands transportation riders needs	H	L	H	N/A*	L	M to L
Ability to manage transportation tenants	H	M	H	N/A*	M to L	M to L
Ability to secure source of revenue for operation	L	M to L	H	N/A*	M to L	L
Ability to provide a safe and secure environment	M	H	M	N/A*	M	L

* MDOT does not operate local transportation passenger terminals.

L=Low, M=Medium, H=High

Of these six possible owners, Amtrak, The City of Jackson, and the Jackson Transportation Authority are in the strongest position to own and/or manage the Jackson RIPT. MDOT could be a terminal owner, but does not operate local transportation terminals. A private developer could be the owner of the RIPT, but would be under no obligation to assure the continued use of the terminal building as a RIPT. A private developer serving as a manager would have little incentive to focus on transportation users needs, nor deal with transportation tenant needs. The private developer would focus on money-making opportunities at the terminal. A private non-profit agency could be established to own and operate a RIPT. However, the ability to secure operating and capital financing would be limited. The ability of the private non-profit agency to address transportation rider needs would be limited by the experience of the individuals selected to operate the private non-profit agency.

Limiting the focus to Amtrak, The City of Jackson, and the Jackson Transportation Authority, it is important to look further at the positive and negative aspects each entity possesses. The following table highlights some of the positive and negative aspects as owner and manager.

Owner / Manager	Positive Aspects	Negative Aspects
City of Jackson	<ul style="list-style-type: none"> - Local control - Ability to adjust facility use to meet community needs - Provides citizens intermodal connectivity - Can incorporate other public / private uses as needed 	<ul style="list-style-type: none"> - Cost to operate & maintain can burden the community - Will compete for scarce local resources - Security & liability issues - Expands City operating responsibility
Amtrak	<ul style="list-style-type: none"> - Known use (a rail passenger terminal) - Operated / managed by rail passenger experts - Willing to work with local Community 	<ul style="list-style-type: none"> - Limited funding available for terminal operations and maintenance - Limited ability to focus on individual Community terminal needs - Terminal could be closed or sold
Local Transportation Authority	<ul style="list-style-type: none"> - Operated and managed by transportation experts - Have access to a variety of state and federal funding sources - Understand transportation needs as well as the community values and goals 	<ul style="list-style-type: none"> - Expands responsibility beyond bus operations - Adds additional local operating cost, requiring a local commitment - Expanded security, liability and tenant issues

Conclusions

In its heyday the Jackson Michigan Central Railroad Depot was a hub of activity; a grand entryway to the City of Jackson; an important building to the citizens of the community. Throughout the years, as modes of transportation have changed to favor the automobile, the use and importance of the Depot has declined. However, in the current climate of rising fuel costs and growing interest in re-urbanization, it is fitting to revisit methods of mass transit. Although technologies have changed, the general needs of a transportation facility remain essentially the same: ticket sales, waiting rooms, and boarding areas. With few modifications an existing depot can meet all the needs of modern travelers.

In our opinion, it is indeed feasible to develop the Jackson Train Depot into a thriving Intermodal Transportation Station. This project serves the purposes of giving renewed vitality to underutilized historic buildings and providing a more convenient way to travel to and around Jackson. The increased flow of people through the area will benefit adjacent businesses, and the development of the neighborhood will help connect the various districts within the city of Jackson.

The preferred concept presented in this report is one possible solution to the program as we currently understand it. This is a preliminary study, and as the project continues more specific needs will be identified, and additional issues will arise, but with creativity they can certainly be resolved. The site offers its fair share of limitations, but the buildings themselves are highly flexible. The potential tenants are compatible with each other and with the existing infrastructure.

The redevelopment of the Jackson Depot would be a benefit to the community, and could serve as a catalyst for the economic growth of the surrounding neighborhood. We look forward to seeing this study become a reality.

Michigan Rail Passenger Terminals

Location	Owned / Managed	Other transportation services operating at the terminal	Other on site activities
Albion	City – Owned & Managed	Greyhound	Private Insurance Business Office
Ann Arbor	Amtrak –Owned & Managed	Amtrak Ticket Agent	
Bangor	City – Owned & Managed		Coffee Shop Private Home Health Care Business Offices & Museum
Battle Creek	City -Owned Battle Creek Transit - Managed	Greyhound & Indian Trails Amtrak Ticket Agent	
Birmingham (Shelter only)	City – Owned & Managed	Amtrak Caretaker	
Dearborn	Amtrak Owned & Managed City Owns Land	Amtrak Ticket Agent	
Detroit	Amtrak - Owned & Managed MDOT Owns Land	Amtrak Ticket Agent	
Dowagiac	City –Owned & Managed	Dial a Ride Service	Chamber of Commerce
Durand	City - Owned City- Managed	Amtrak Caretaker	Durand Station Offices Museum & Store
East Lansing	MSU - Owned CATA - Managed	Greyhound & Indian Trails Amtrak Ticket Agent Amtrak Caretaker	
Flint	Flint MTA –Owned & Managed	Greyhound & Indian Trails Amtrak Ticket Agent	
Grand Rapids	Amtrak -Owned & Managed	Amtrak Caretaker Amtrak Ticket Machine	
Greenfield Village	The Henry Ford –Owned & Managed		The terminal is part of Greenfield Village
Holland	City - Owned & Managed	Greyhound Amtrak Ticket Machine	Tulip Time Festival Local Chamber of Commerce
Jackson	Amtrak –Owned & Managed	Amtrak Ticket Agent	
Kalamazoo	City –Owned Metro Transit- Managed	Transit Service in 2006 Amtrak Ticket Agent	Concession Stand Police Sub Station
Lapeer	City –Owned & Managed	Amtrak Caretaker	
New Buffalo (Shelter only)	Amtrak – Owned & Managed		
Niles	Amtrak – Owned & Managed	Amtrak Ticket Agent	Amtrak offices
Pontiac	City – Owned & Managed	Greyhound Amtrak Ticket Agent	City Offices
Port Huron	Amtrak - Owned & Managed	Amtrak Ticket Agent	
Royal Oak (Shelter only)	City – Owned & Managed	Amtrak Caretaker	
St. Joseph	City –Owned Lessee - Managed	Amtrak Ticket Machine	Pizza Restaurant



Help From the National Trust Resource Center
Information Sheet #46

HISTORIC RAILROADS AND STATION PRESERVATION

The following is a list from the National Trust Resource Center, of resources and programs for those interested in preserving historic railroads and railroad stations.

Page 1 **Saving Railroads and Rail Related Buildings**

Page 2 **The National Trust for Historic Preservation**

Page 3 **Historic Railroad Preservation Organizations**

Saving Railroads and Rail Related Buildings

Railroads are a central part of U.S. history. They represent a revolution in transportation, the opening of the West to industrialization and the expansion of our economy. Small towns hoping to achieve status as a city in the growing West built rail depots as a symbol of importance and economic status.

Railroad Stations and Historic Preservation

Railroad Stations have long been a favorite of historic preservationists. However, the case that put historic railroad stations on the map was the destruction of New York City's Penn Station, which was demolished in 1963. The destruction of Penn Station led to increased awareness of the need for preservation law; it accelerated the creation of the New York City Landmarks Preservation Commission and helped inspire the National Register of Historic Places.

Today, there are many examples of train stations that have been significant to the preservation movement, as well as beautifully and respectfully restored. The National Trust for Historic Preservation played a key role in litigation to protect New York's Grand Central terminal and upheld the validity of local landmarks laws. Union Station in Washington D.C. was also restored after Congress enacted the Union Station Redevelopment Act in 1981. These, and other successful railroad restorations, helped shape preservation law in the United States.

The National Trust for Historic Preservation

www.nationaltrust.org

The National Trust works to help protect our nation's history through education and advocacy. The Trust provides the following programs to help save railroads and railroad stations.

- **Preservation Books** carries a variety of publications on every aspect of historic preservation. Below is a list of publications that relate to historic railroads. These publications are available online at www.preservationbooks.org or by phone at (202) 588-6296.
 - *Great American Railroad Stations*
With words and photographs, this book captures the spirit of over 700 American railroad stations that remain today, in all fifty states.
 - *Railroad Depot Acquisition and Development*
A step-by-step guide to preserving historic railroad depots.
 - *New Life for White Elephants: Adapting Historic Buildings for New Uses*
Learn about projects around the country that were once seen as white elephants and are now examples of successful renovation and reuse.

- **11 Most Endangered Places List:** The National Trust announces our nation's eleven most endangered places annually. The 1996 list included the East Broad Top Railroad in Pennsylvania. To learn more about the 11 Most Endangered Places List, please visit our website at <http://www.nthp.org/11most/index.html>

- **Grants and Financial Aid:** The National Trust, through its financial assistance programs, demonstrates that preserving our heritage improves the quality of life in American communities. The National Trust's grant and loan programs have assisted thousands of innovative preservation projects that protect the continuity, diversity, and beauty of our communities. For more information on these programs, <http://www.nationaltrust.org/help/funding.html>

- **National Trust Honor Awards:** Each year, the Trust honors exemplary preservation projects at its National Preservation Honor awards which is held during our annual preservation conference. Here are some railroad structures that have received a National Trust Honor Award.
 - Grand Central Station, New York
http://www.nthp.org/news/docs/19991007_awards_grand_central.html
 - Belton Chalet, Montana
http://www.nthp.org/news/docs/20001018_award_belton.html
 - Union Station, Washington D.C.
http://www.nthp.org/news/docs/20001018_award_unionstation.html
 - Union Station, Kansas City
http://www.nthp.org/news/docs/20020924_awards_unionstation.html

- **Statewide and Local Partners:** The National Trust's Statewide and Local Partners program helps emerging and established statewide and local nonprofit historic preservation organizations become more effective by providing grant support, organizational development assistance, and specialized workshops and training. Many of these organizations provide technical and financial assistance. In addition, your State Historic Preservation Office (SHPO) will also be a helpful contact. To locate the statewide and local preservation organizations as well as the SHPO in your state, use this link. http://www.nationaltrust.org/help/statewide_org.asp

HISTORIC RAILROAD PRESERVATION ORGANIZATIONS

The following organizations have information that will be helpful as you work to preserve your railroad station.

Reconnecting America

www.reconnectingamerica.org

Reconnecting America was created in 1996 to revitalize communities through new construction or conversion and restoration of existing rail passenger stations, and the possible conversion of historic non-railroad structures to active station use. These railroad stations shall improve rail access and intermodal connections as well as stimulate community development. As the organization has grown and evolved, it has set a goal to become the national intermediary organization not only for station revitalization, but also for community revitalization in areas surrounding intercity, commuter and urban rail stations. (Formerly known as the Great Station Foundation)

Index to Railroad Historical Societies

www.ribbonrail.com/rrpro/database.html

The Index to Railroad Historical Societies includes major railroad companies of the 1930 - 1950 era. They are arranged in alphabetical order, and include the historical societies which cover them. For some railroads with no historical society, but with a museum dedicated to that railroad, the museum is listed. Links are provided to websites and E-mail addresses, where available.

National Model Railroad Association

www.nmra.org

For those also interested in the art of Model Railroading, here is a website dedicated to the hobby. It also has a list of links to railroad historical societies that have websites.

Railroad Station Historical Society

www.rrshs.org/

This is the site of the Railroad Station Historical Society, Inc. The Railroad Station Historical Society was formed in 1967. A number of depot enthusiasts that realized that depots were rapidly vanishing so they decided to take action. The purpose of the Society is to collect data and photographs of railroad stations, freight houses, signal towers, round houses, coaling towers, and other railroad buildings. It has a list of links to sites featuring depot and structure information.

Railservice.com

www.railservice.com/Historical/

From the website:

“RailServe's mission is simple: provide the world with the best resource for finding rail-related content on the Internet.

Rails to Trails

www.railtrails.org/rtc_active_pages/home/main.asp

From the website:

Rail-trails are multi-purpose public paths created from former railroad corridors. Flat or following a gentle grade, they traverse urban, suburban and rural America. Ideal for many uses, such as bicycling, walking, in-line skating, cross-country skiing, plus equestrian and wheelchair use, rail-trails are extremely popular as recreation and transportation corridors. Since the 1960s, almost 11,000 miles of rail-trails have been created across the country. Rail-trails also serve as wildlife conservation corridors, linking isolated parks and creating greenways through developed areas, and as a means of preserving historic landmarks. They often stimulate local economies by increasing tourism and promoting local business.

This is one of several information sheets on preservation related topics available from the National Trust's Resource Center. For a complete list of information sheets available, please send an email to feedback@nationaltrust.org. Related topics include:

Information sheet #2 – How to Preserve a Historic Building

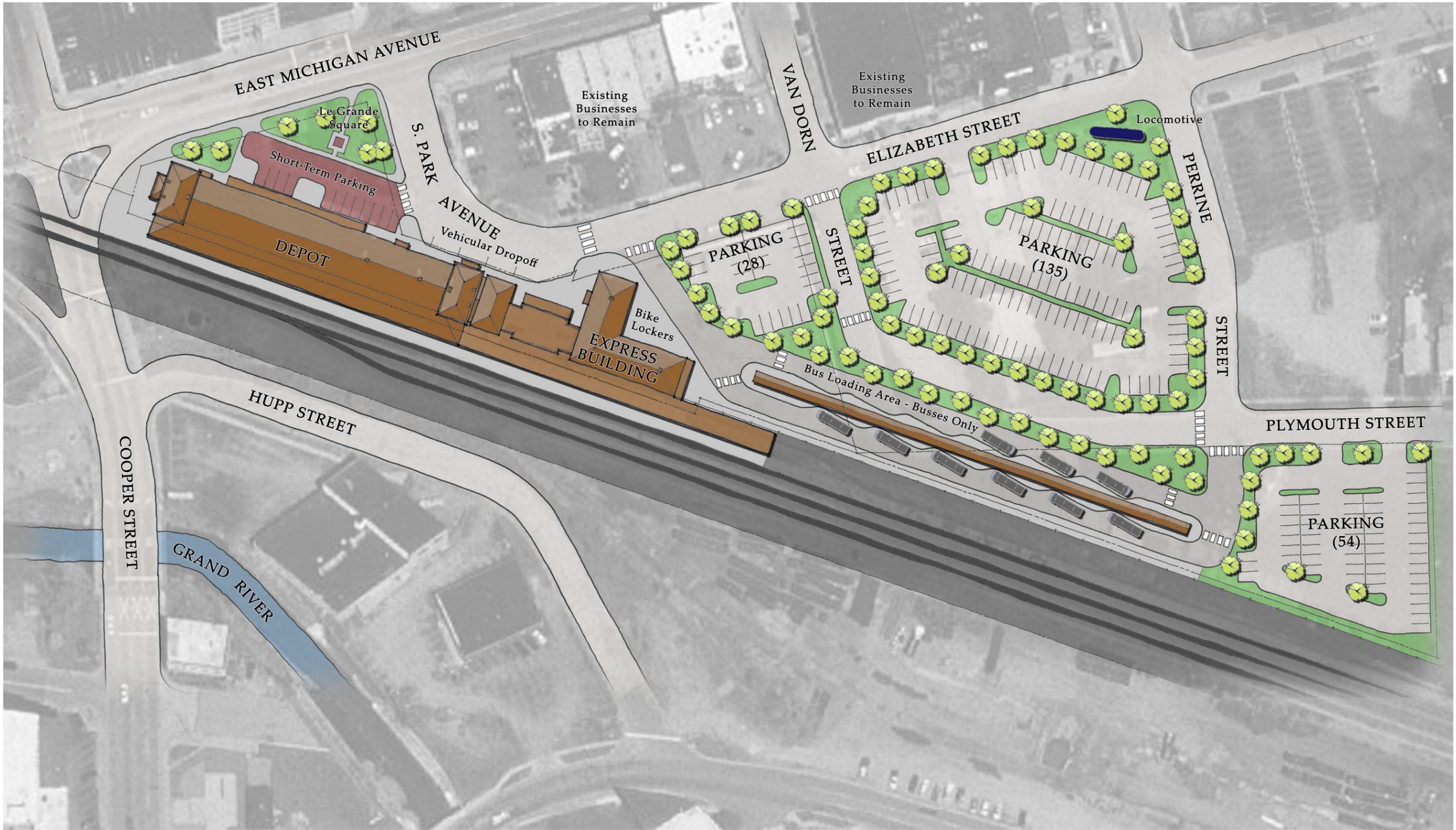
Information sheet #3 – Financial Assistance

Information sheet #5 – The National Register of Historic Places

Information sheet #18 – Trust Award Program

The National Trust for Historic Preservation provides this list of resources solely for informational and educational purposes. This is not intended as a specific recommendation or endorsement of any particular organization or entity.

Updated Aug. 10/20/05



Jackson Amtrak Depot Intermodal Study

City of Jackson, Michigan

Preferred Option Site Plan



December 30, 2005

SMITHGROUP



Jackson Amtrak Depot Intermodal Study

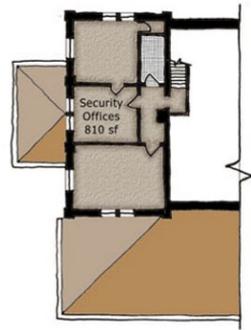
City of Jackson, Michigan

Potential Future Growth Site Plan

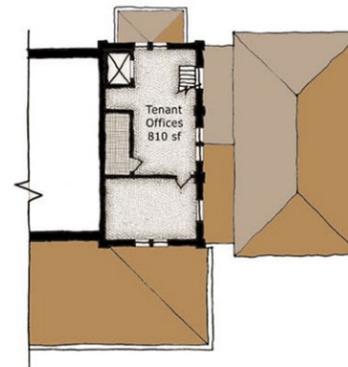


December 30, 2005

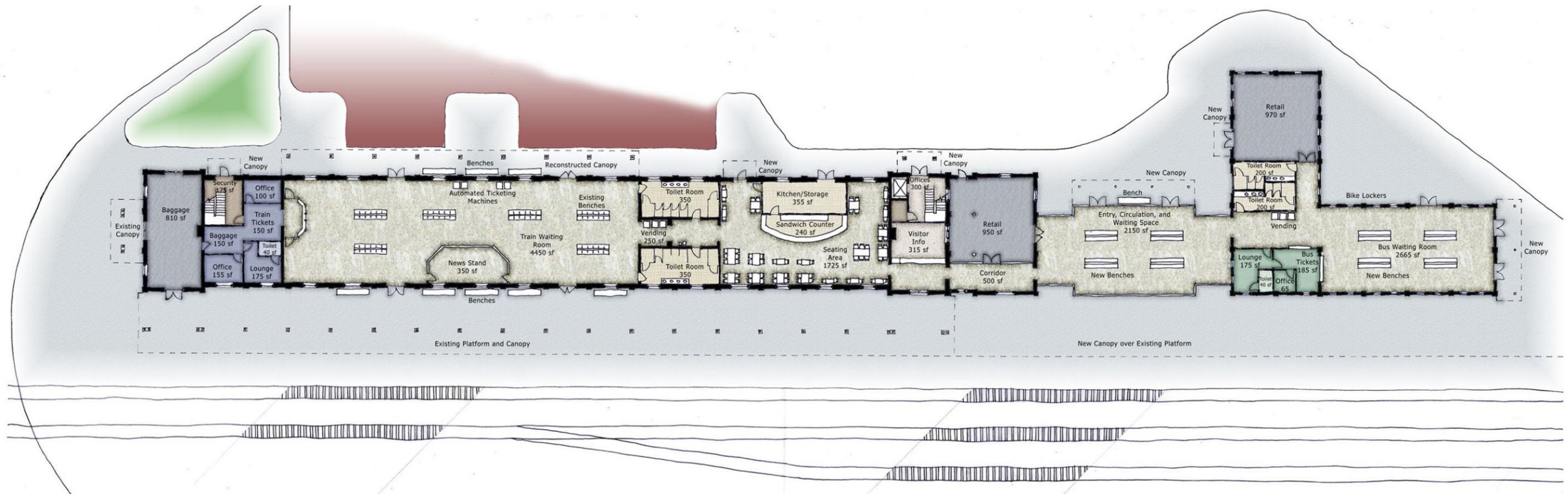
SMITHGROUP



West Tower
Second Floor



East Tower
Second Floor



Jackson Amtrak Depot Intermodal Study

City of Jackson, Michigan

Preferred Option Floor Plan



December 30, 2005

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Jackson Amtrak Depot Intermodal Study

City of Jackson, Michigan

Restored Canopy at North Facade

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Jackson Amtrak Depot Intermodal Study
City of Jackson, Michigan

New Connector Between Buildings

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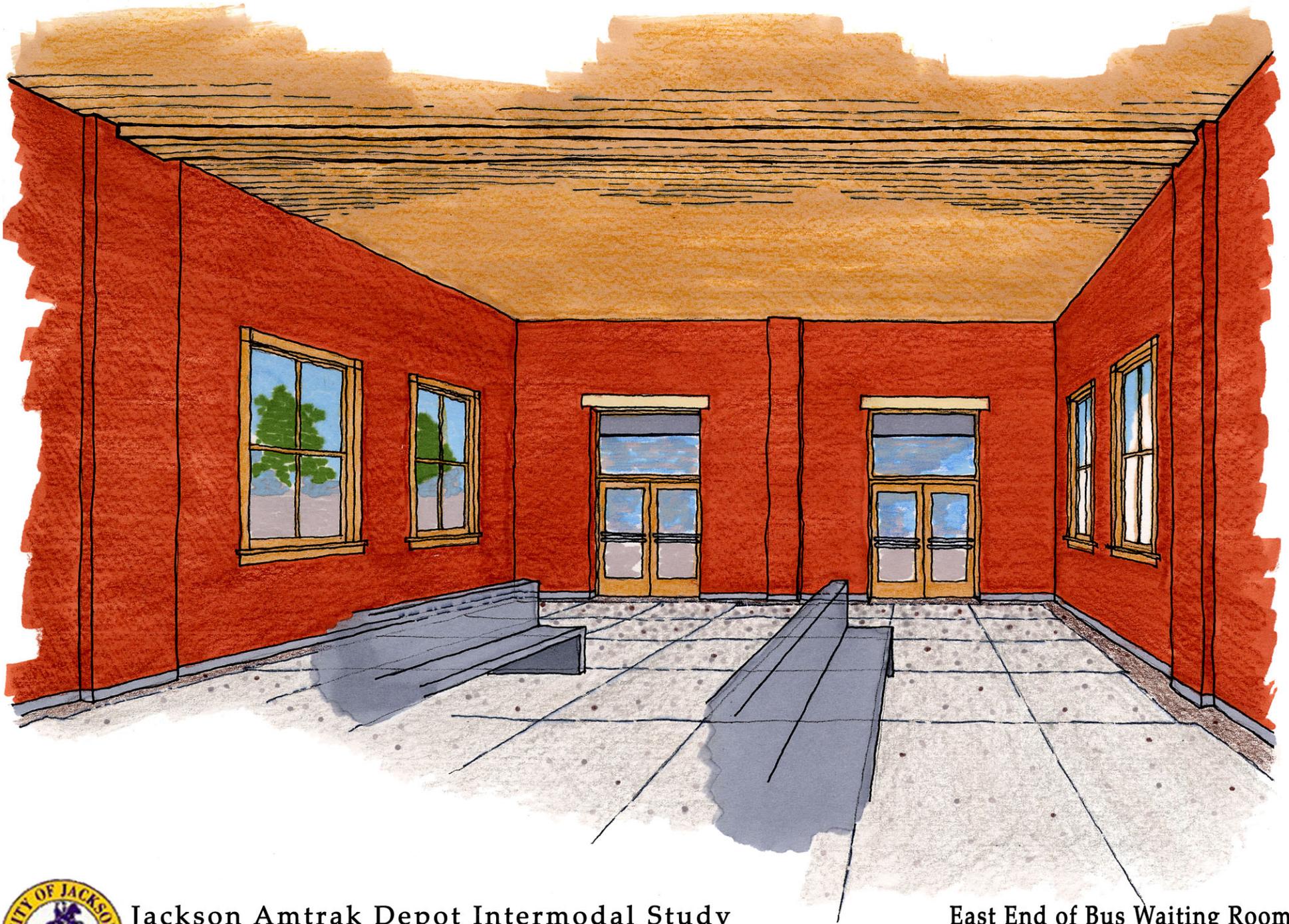


Jackson Amtrak Depot Intermodal Study

City of Jackson, Michigan

New Amtrak Ticket Counter

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Jackson Amtrak Depot Intermodal Study

City of Jackson, Michigan

East End of Bus Waiting Room

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