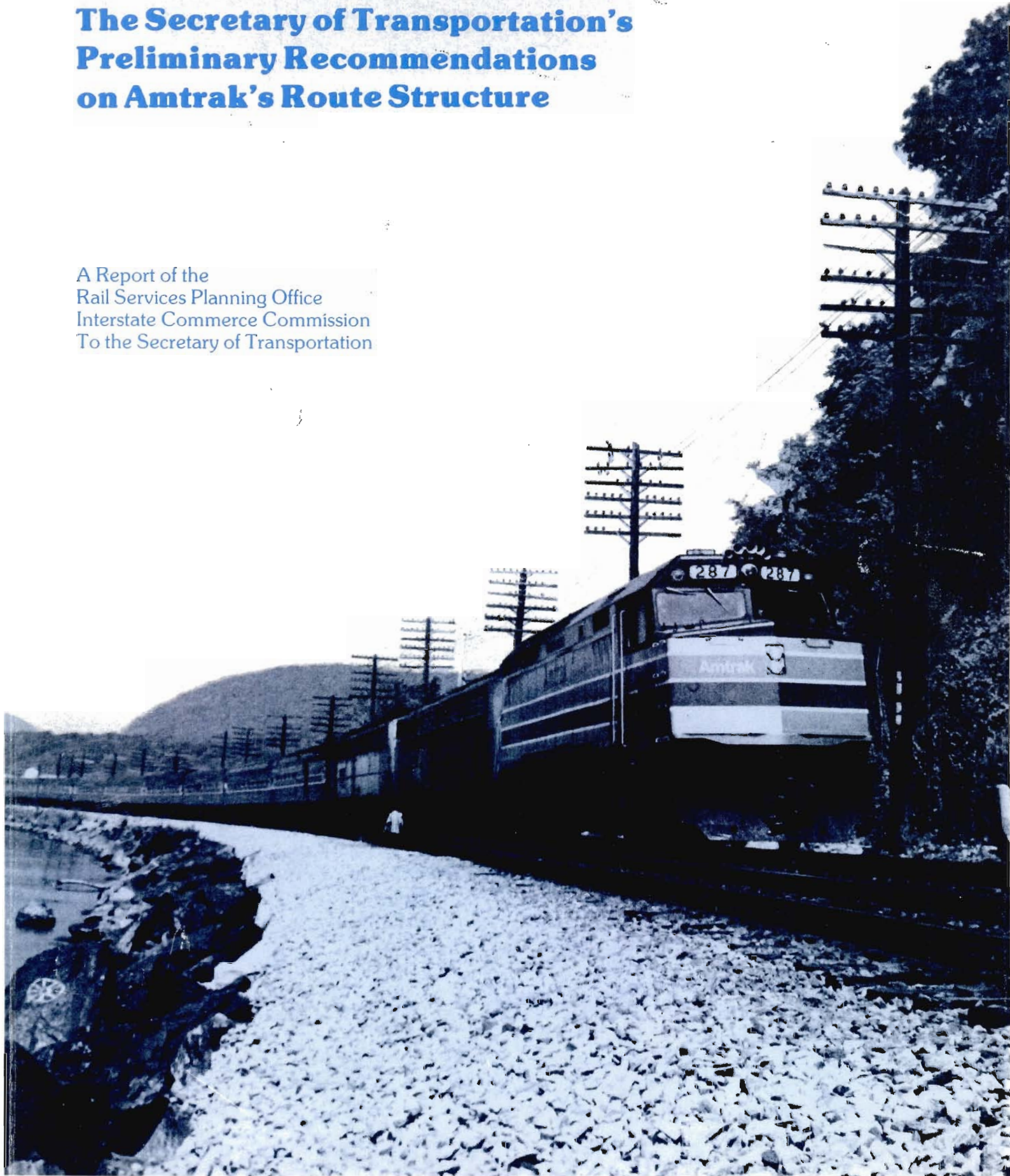


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# Evaluation Report of The Secretary of Transportation's Preliminary Recommendations on Amtrak's Route Structure

A Report of the  
Rail Services Planning Office  
Interstate Commerce Commission  
To the Secretary of Transportation





# Interstate Commerce Commission

Washington, D.C. 20423

RAIL SERVICES PLANNING OFFICE

September 30, 1978

The Honorable Brock Adams  
Secretary of Transportation  
Washington, D.C. 20590

Dear Mr. Secretary:

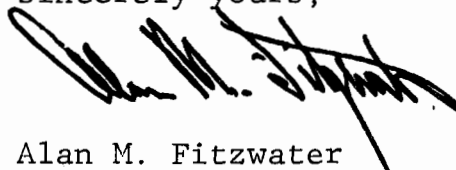
The accompanying report is the Rail Services Planning Office's evaluation of the Department's May 1, 1978, Preliminary Report to Congress and the Public entitled A Reexamination of the Amtrak Route Structure. This report is submitted pursuant to section 4(d) of the Amtrak Improvement Act of 1978, and contains our conclusions and recommendations based on the public response to the Preliminary Report as supplemented by our own studies.

The Preliminary Report examines Amtrak as a "for profit" corporation. As a result, the criteria used to improve Amtrak's route structure are financially-oriented to achieve the "for profit" goal by eliminating money losing routes. Since Congress has amended the "for profit" mandate, Amtrak should now be analyzed and restructured based on the social goals set forth in the Amtrak Improvement Act of 1978.

In order to provide this public service in a manner which meets the new goals and keeps costs under control, we recommend the establishment of a performance-incentive funding process for Amtrak. We believe the use of a combination of a basic social service payment plus performance incentive revenues would serve to improve the quality of Amtrak's service and control the ever-increasing deficits.

We appreciate the cooperation provided by the Department during the public hearings and the preparation of this evaluation. We stand ready to cooperate and assist you and your staff in preparing the final report.

Sincerely yours,



Alan M. Fitzwater  
Director



**Evaluation Report of  
The Secretary of Transportation's  
Preliminary Recommendations on  
Amtrak's Route Structure**

Report of the Rail Services Planning Office  
to  
The Secretary of Transportation

Ex Parte No. 351  
Review of Amtrak Route Structure

Submitted in Accordance with Section 4(d) of the  
Amtrak Improvement Act of 1978

Interstate Commerce Commission  
Washington, D.C. 20423

September 30, 1978





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## INTRODUCTION

In the Amtrak Improvement Act of 1978 (the Act), Congress established a public process to reexamine the structure of the Amtrak system, which it had created in 1970 to salvage and renovate the American rail passenger system. At that time, the Department of Transportation (DOT) developed a basic route system, which appeared to include those routes most capable of providing nationwide rail passenger service on a financially self-sustaining basis and which had future growth potential. Since initiating service on the basic system, Amtrak has increased the miles of routes it operates by 17 percent and has increased train-miles by 20 percent. Last year, Amtrak carried 19 million passengers, 40 percent more than it carried in its first full year of operation. However, despite the increase in ridership, Amtrak has severe financial and service problems. Amtrak's operating loss, which is subsidized by federal funds, was \$482.6 million in Fiscal Year 1977.

The public process by which Congress is reexamining the Amtrak system and will decide Amtrak's future route structure began in May, 1978 when DOT issued its preliminary report, A Re-examination of the Amtrak Route Structure (DOT Report). The basic thrust of DOT's recommendations is to reduce the present system's size and lower the federal subsidy payment. The recommendations in the DOT Report would eliminate 8,100 route miles from the Amtrak network, reducing it to an 18,900 mile system. DOT estimated these changes would reduce the federal subsidy in Fiscal Year 1980 from \$665 million for the present system to \$547 million for the recommended system, a savings of 18 percent. By 1984, the savings could be \$263 million, or a 20 percent reduction relative to continuing the existing system. Secretary of Transportation Brock Adams has emphasized that the DOT's preliminary recommendations are not final, and that additional analyses, the public response, and this evaluation will be considered in preparing the final recommendations.

This report is the next step in the planning process. The Rail Services Planning Office (RSPO) of the Interstate Commerce Commission (ICC) conducted public hearings in 51 cities across the Nation. Many people who could not appear in person to testify at the hearings submitted written comments to RSPO. RSPO also specifically invited comments on the DOT Report from 275 parties, including state departments of transportation and public utilities commissions, Governors, railroads, labor,

federal agencies, and others. In addition, the records developed by the ICC in its hearings on the Southern Railway's application to discontinue the "Southern Crescent" and by Amtrak on the "Floridian" were incorporated in this hearing record. This evaluation report presents to the Secretary of Transportation both the public response to the preliminary recommendations and RSPO's evaluation and critique of the DOT Report.

DOT will develop its final recommendations for Amtrak's route system based on this evaluation report and its own additional studies. DOT's final recommendations must be submitted to Congress by December 31, 1978, designating a recommended route system for Amtrak, together with supporting and explanatory material summarizing the significant recommendations received and DOT's reasons for adopting or rejecting them.

These final recommendations will be deemed accepted by the Congress after 90 days, unless either the House or the Senate rejects the recommendations. No modifications or restructuring under the final recommendations will commence before October 1, 1979. However, Amtrak must then implement the basic restructured route system within 12 months.

## PRINCIPAL RECOMMENDATIONS

Having considered the preliminary restructuring recommendations, the record of public testimony, and our supplemental evaluations, the Rail Services Planning Office submits the following principal recommendations to the Secretary:

- . The Secretary's final route structure recommendations should be based on the social criteria set forth in the Amtrak Improvement Act of 1978 rather than on the criteria used in the development of the preliminary recommendations.
- . A permanent funding process for Amtrak should be established, employing performance-incentive features designed to encourage efforts to increase ridership, passenger-miles, and other service-oriented factors.
- . State assistance under section 403(b) of the Rail Passenger Service Act for those routes and services which are local in nature should be encouraged as a means of assuring that rail passenger service meets the needs of the public, without burdening the national system with the deficits incurred by local services. DOT should clearly present its recommendations for State-assisted routes in its final recommendations.
- . The development of final recommendations for those services with optional routings should rely on the public comments to identify the social and environmental needs of the communities and the individuals that would be affected.
- . The Secretary should initiate efforts to assure the continuation of the essential services provided by the bus industry, which is an important element in the surface transportation network of the United States.

Specific recommendations relating to optional routings and the preliminary report's analyses and methodologies are developed and presented in Chapter 3.



# CHAPTER 1

## PUBLIC RESPONSE

Section 4(c) of the Amtrak Improvement Act of 1978 (the Act) directed RSPO to conduct public hearings throughout the Nation to afford the public an opportunity to participate in the Amtrak restructuring process by expressing its views on the DOT Report. RSPO selected hearing sites in locations where the DOT Report's recommendations were expected to have the greatest impact. Between June 26 and August 3, 1978, 52 hearings were held in the following cities:

Atlanta, GA	Martinsburg, WV
Bismarck, ND	Miami, FL
Bluefield, WV	Milwaukee, WI
Boise, ID	Minneapolis, MN
Boston, MA	Minot, ND
Buffalo, NY	Montgomery, AL
Butte, MT	Nashville, TN
Cheyenne, WY	New Orleans, LA
Chicago, IL	New York, NY
Cincinnati, OH	Parkersburg, WV
Columbia, SC	Pendleton, OR
Dallas, TX	Philadelphia, PA
Dayton, OH	Pittsburgh, PA
Denver, CO	Portland, OR
Des Moines, IA	Racine, WI
Detroit, MI	Reno, NV
Fargo, ND	Richmond, VA
Havre, MT	Sacramento, CA
Indianapolis, IN	St. Louis, MO
Jacksonville, FL	Salt Lake City, UT
Lincoln, NE	San Antonio, TX
Little Rock, AR	Savannah, GA
Los Angeles, CA	Seattle, WA
Louisville, KY	Spokane, WA
McCook, NE	Tampa, FL
	Washington, D.C.

In addition, as directed by section 4(c) of the Act, RSPO invited comments on the DOT Report's recommendations from Amtrak; the Secretary of Energy; the Governor, Department of Transportation, and the Public Utilities Commission of each of the forty-eight contiguous States; railroad companies affected by the recommendations; labor organizations representing railroad employees; and the United States Postal Service.

As required by the Act, the Office of Rail Public Counsel, a new office which was established in 1976, developed a program to inform affected communities, Amtrak patrons, and other interested persons about the DOT Report and the RSPO hearings, and to assist them, upon request, in preparing testimony. An outreach attorney attended each hearing to help witnesses make their views known and to help develop a full record.

Interested parties were also afforded the opportunity to submit written statements directly to RSPO on or before August 1, 1978. Comments received after that date were also considered and included in the official record. The record is comprised of the testimony and statements of over 4,200 persons and organizations representing federal, state, and local governments; businesses and business organizations; railroad passenger associations; railroads; labor unions; bus company officials and employees; taxpayers groups; environmental groups; and individual concerned citizens.

The individuals and organizations who participated in the public response are listed in Appendix B. Copies of the hearing transcripts, exhibits, and statements have been transmitted to DOT and Amtrak; they are also available for public inspection at the Rail Services Planning Office, 1900 L Street, N.W., Washington, D.C.

#### GENERAL

The hearings and written comments demonstrated a strong polarization of views on the DOT Report's recommendations and on Amtrak in general. Public reaction, both favoring and opposing Amtrak, was strong. In general, the comments either advocated the retention of Amtrak, often with recommendations for expansion of Amtrak's services, or they presented opposition to the continuation of any Amtrak routes which were not financially self-sustaining. There seems to be little "middle ground" on the Amtrak issue. Although the majority of the comments were in favor of retaining Amtrak, it must be remembered that most of the public hearings were conducted in areas threatened by service cutbacks or eliminations if the DOT Report's recommendations were implemented.

In the following sections of this chapter, the public comments on each area of concern are summarized. Comments relating to specific routes or trains are included in the Route-by-Route Summary in Appendix A.

## THE PUBLIC COST AND THE ROLE OF AMTRAK

One of the recurring issues raised by the public was whether Amtrak should be viewed as a for-profit corporation or as a public service. In general, those supporting Amtrak maintained that Amtrak should be considered as a public service which should be maintained with public funds offsetting the deficits incurred. Those opposing Amtrak maintained that Amtrak should be expected to be financially self-sustaining. This latter view was expressed primarily by taxpayers groups opposing the use of government funds to cover Amtrak's deficits and by bus companies and their employees opposing the use of government funds to subsidize a competitor to privately-operated bus service.

Many who viewed Amtrak as a public service maintained that the federal subsidy of Amtrak should be considered as an investment in the Nation's transportation system. They used the federal appropriations for highways and airports as examples of comparable investments.

James M. Friedlander of Champaign, Illinois remarked:

Let's face it. All modes of transportation are subsidized. We've been providing a free ride to barge users for years! Pleasure car drivers have been cross-subsidizing the trucking industry on our interstate system for years! The public has been supporting air travel through grants to airports and its air safety programs for years! Why pick on just one form of subsidized travel? Why not abandon the roads, the airports or the trucking industry, as well? At least, if it is your intent to wipe out passenger rail, do so after a comprehensive analysis of all transportation, one which takes into account social, environmental, energy and other policy perspectives as well as the purely economic ones. Don't approach this problem with the tunnel vision which characterizes most thinking at the Washington level.

Emphasizing that the subsidy for Amtrak represents a small amount relative to federal assistance for other modes of passenger transportation, proponents of continuing Amtrak recommended that the total cost for intercity passenger service be viewed in comparison with the federal expenditures for other transportation and non-transportation services. In absolute dollars, given the benefits of an intercity rail passenger transportation system, environmental and energy considerations, and the

opportunity to develop an intermodal transportation system, the cost was considered reasonable.

Some witnesses recommended that Amtrak's subsidy be increased to a level which would allow Amtrak to make the improvements necessary to attract enough passengers to make the system viable. Joseph Zucker, Assistant Director of the National Association of Rail Passengers, stated:

NARP has testified and long called for the expansion of the Amtrak system, both in terms of service frequencies on many existing routes and new passenger services where none now exists. Existing Amtrak service must have good track to operate on if the service is to reach its full potential. We would not tolerate interstate highways with long stretches of 10 and 15 mile per hour speed restrictions. We also could not tolerate airliners that had to land on bad runways.

It is a fact that where rail service is modern and operates efficiently people will ride trains in increasing numbers. The Los Angeles-San Diego corridor where food service is provided has witnessed dramatic ridership increases and is still growing. Most of the new riders were formerly automobile users.

Those supporting expansions and improvements for the Amtrak system also generally opposed the imposition of a budget ceiling on Amtrak, because such a ceiling does not permit Amtrak to make critically needed changes in its system.

In contrast to recommendations that Amtrak be continued, and possibly expanded, taxpayers groups expressed the view that the federal subsidy of Amtrak was a waste of money and referred to California's recent vote on "Proposition 13" as an indication that taxpayers will no longer tolerate the waste of public funds. Paul Gann, co-author of California's Proposition 13, testified:

We would ask that you consider allowing those people to ride a train who would like to ride a train by allowing them to pay their own way. It is almost unbelievable when you realize that the taxpayers of this nation pay two-thirds,



or almost two-thirds of the cost of every person that buys a ticket to ride a train across this country.

The question that the people are asking, and that I am asking on their behalf is: How much are we going to have to pay to maintain our government? How much can we pay and sustain a free enterprise system and a democracy?

We feel that we have almost reached our limit, and we would like to protest the manner in which the federal government is spending the people's money in this manner of transportation.

Representatives of the bus industry, officers of individual bus companies, and employees of the bus companies expressed their opposition to subsidies for Amtrak at virtually every one of the public hearings. Repeatedly, the bus interests stressed that buses provided more service to more people than Amtrak, and that the bus companies, which are privately owned, are placed at a competitive disadvantage by the federal assistance provided to Amtrak. The bus industry maintained that it must cut rates in order to retain passengers, but receives no subsidy to cover the losses incurred. This situation was described as being detrimental to the future of the bus industry.

This issue was summarized by J. Kevin Murphy, President of Trailways, who stated:

Irreparable harm has been inflicted upon the intercity bus industry by means of an over-subsidized Amtrak system that has been allowed to charge fares equal to and below those of intercity buses by use of taxpayers' monies. Bus employees have been caused to lose their jobs through this misuse of taxpayers' money in support of a wasteful and unneeded Amtrak service. Prompt action is needed on the part of the Congress and Federal government to terminate this irreparable harm.

The employees of the bus companies generally echoed the industry's concerns over unfair competition and, in some instances, blamed the subsidized competition for layoffs which have occurred in the bus companies. During the Washington, D.C. hearing, Shelley Barner, a Trailways Telephone Information

Clerk, stated:

If my fellow-employees and I should lose our jobs because Congress is keeping Amtrak running on taxpayers' money ... then the taxes which you are receiving from the company and from the employees will not be there. Then the company loses, the employees lose, and Amtrak steadily loses. Only Amtrak will end up lasting longer because we are not the only ones paying taxes.

The cost of Amtrak also received many comments at the hearings. Amtrak's costs were characterized as being too high, with particular criticism leveled at Amtrak's non-transportation costs. Governor Dixy Lee Ray of Washington stated:

The study does not even examine the question of Amtrak's large overhead and what might be done to reduce it. This latter shortcoming is particularly disturbing when one realizes that in the report the proposed reductions in service, amounting to 30 percent of existing route miles, do not lead to any reductions in overhead. The result is that the large overhead will be spread over fewer miles of route with a corresponding increase in the allocated costs on the remaining routes. The financial statistics for the remaining routes will become worse.

Witnesses recommended that attention be given to Amtrak's costs at all levels rather than restricting the analysis only to route or train expenses. The costs of management and of labor received substantial public attention. Amtrak's management was criticized, particularly in the areas of administrative expenses and equipment purchase decisions.

Whether Amtrak should provide commuter services was an issue raised in the DOT Report. In general, commuters who commented supported the continuation of Amtrak's commuter service, while most other participants did not express a view. The comments of the Atchison, Topeka and Santa Fe Railway and the Maryland Department of Transportation reflect the two sides of this issue.

John S. Reed, Chairman and Chief Executive Officer of the Santa Fe expressed one view:

The entire Amtrak concept was offered to and accepted by the railways in good faith as being limited to intercity passenger train service. (Admittedly, there may have been one or two overlapping situations in certain eastern metropolitan areas.) Nevertheless I cannot emphasize strongly enough the three points appearing at the bottom of page 7-32 of your report, and that commuting service is absolutely incompatible and is in unacceptable conflict with the regular freight train operations that we perform on critical portions of the Los Angeles-San Diego line.

Hermann K. Intemann, Secretary of the Maryland Department of Transportation, expressed another view:

We also must question the Report's conclusion that Amtrak should not carry people going to and from work. We think there are a number of corridors where better overall service could be provided by a single operator regardless of trip purpose. The opportunities for better utilization of crews and equipment and the coordination of schedules and operations should be fully developed.

#### **QUALITY OF SERVICE AND FACILITIES**

For the most part, the public was critical of the quality of Amtrak's service. Complaints were repeatedly expressed on Amtrak's poor on-time performance, its poor scheduling and advertising of trains, its poor equipment, its inconvenient station hours, and the difficulties experienced in finding out schedule information. Some witnesses recommended solutions to these problems, including increasing the federal subsidy, improving the responsiveness of Amtrak's management, and gaining some leverage against the railroads which operate the trains under contract to Amtrak.

Many comments were made about the quality of Amtrak's stations and station-related services. Some stations, such as the one in St. Louis, were reported to be too far from the city and lacking public transportation between the station and the city.

Taxis were not considered to be a satisfactory solution because of the expense and it was suggested that other public transportation be available at stations.

Other recommendations included cleaning the stations; adding more, but smaller, stations along routes; establishing longer station hours to facilitate obtaining schedule information and tickets; and promoting of intermodal stations, such as the joint Bay Area Rapid Transit (BART)/Amtrak station in California. Improvements in schedules and connections and an advertising campaign were recommended as methods to attract increased ridership. The public commented that if schedules were better met and connections to other trains and transportation services could be ensured, ridership would significantly increase. The public also stated that the high risk of prolonged layovers and missed connections severely discourages ridership.

Published schedules were reported to be inaccurate and arrivals are often much later than indicated. As a result, connections with other trains are often missed, resulting in inconvenient layovers possibly requiring overnight hotel accommodations. Significant numbers testified that Amtrak's schedules and connections needed to be revised to ensure reasonable expectations of travel time, and, more importantly, enough lead time to ensure that connections with other trains will be met.

Criticism was expressed about Amtrak employees' inability to assist the public with schedule information and, in some instances, the failure to provide notice of train discontinuances and the reinstatement of discontinued service. As a result, patrons were left waiting at stations for trains which never came or stopped using Amtrak because they didn't know when discontinued service would be restored.

The subject of Amtrak's rates elicited substantial comment. Bus industry representatives viewed Amtrak's pricing as predatory. The general public's reaction was mixed, with some saying fares were too high and others saying they were too low; a few witnesses suggested that the rates be increased to bring in more revenue. Consistently, patrons recommended that Amtrak establish family package fares, tourist specials, and reduced rates at off-peak times.

The impact of Amtrak's fare policy was described by John Dawson of Washington, D.C. as follows:

Much of the popular press, including the New York Times, has held that Amtrak has unnecessarily increased their deficit by keeping fares constant and low in order to boost ridership. I would like to submit that little of this is true, that Amtrak's fares are neither low nor have been held constant, that Amtrak's fares have increased faster than the general consumer price index, that there is little scope to raise fares further, and that Boyd's announced policy would be a disaster if carried out ...  
(W)e have found it much cheaper to drive.

The question of the proper fare policy for Amtrak was discussed by several of the State transportation agencies. The New Hampshire Transportation Authority stated:

The New Hampshire Transportation Authority hopes that it will be found that fares on some of the less remunerative routes can be increased somewhat without adversely affecting ridership, and thus help reduce the total deficit. Efforts must be made both by Amtrak and the railroads, over which Amtrak runs, to see that no effort is spared in dramatically improving the current overall 70.4% on time arrival record. Certainly anything less than 85% is substandard and thus should be unacceptable.

The Iowa Department of Transportation noted:

The existing fare policy should be evaluated and the desired objective(s) determined, i.e. maximize ridership, minimize deficit, etc. ... Financing alternatives such as cost recovery through fares versus subsidies must be evaluated in accordance with a national transportation policy.

Another important issue relating to Amtrak's role was the need for adequate transportation for the elderly and the handicapped. Witnesses stated that, for the elderly and handicapped, there is no other mode of transportation which is as comfortable and convenient as rail passenger service, particularly in reaching treatment and medical centers. During the winter months when road and weather conditions are hazardous, rail passenger service is the only connection these individuals have with the rest of the country. In general, senior

citizens and the handicapped expressed disagreement with any cutbacks in Amtrak service and requested improvement and expansion of rail passenger service. Comments were submitted which described the expense of air travel and the unsuitable accommodations on buses for the handicapped and infirm. Because of rail service amenities and capacity for stretchers and other medical apparatus, Amtrak was considered essential to these travellers. The states of Montana, California, and Florida made concerted appeals for continued and expanded rail service not only for the elderly and handicapped in their own states but across the nation.

#### **PROPOSED ROUTE ELIMINATIONS**

Most Amtrak opponents favored the elimination of any routes that were not self-sustaining. However, supporters were very much in favor of retaining the entire system plus additional service. A number of individuals questioned the feasibility of abandoning routes in light of the energy shortage, environmental considerations, the cost of other modes, the potential for a national intermodal system, and in certain geographic areas, the lack of alternative modes during severe weather conditions.

The DOT Report's recommendations of routes for elimination were highly criticized because no real criteria or methodology was presented. A significant number of witnesses pointed out that certain of the routes selected for elimination were more viable than some of those selected to be retained. Examples of this are the San Francisco Zephyr and the Pioneer. Also, certain trains, such as the Pioneer, were not allowed sufficient time in operation to enable DOT to truly assess their benefits. Others suggested that routes should not be eliminated until decent schedules, rational connections, and equipment and track improvements were instituted. Only after such efforts had been made could a route's essentiality fairly be assessed.

A major question raised with respect to DOT's route choices was whether the proposed route eliminations constituted a solution to bringing about a viable Amtrak. A considerable number of people were of the opinion that about two-thirds of Amtrak's costs are administrative, not operational, expenses. Accordingly, it was felt that the elimination of routes does not really get to the heart of Amtrak's cost and service problems. The cost savings, from route discontinuances, particularly in light of the labor expenses associated with termination, were

not considered significant. It was also stated that further reduction of service may detrimentally affect other routes by eliminating the passengers from connecting trains which were discontinued. Generally, it is felt that a broader and more rational examination of the problem is required by DOT.

Comments relating to specific trains and routes are included in the Route-by-Route Summary of Public Comments in Appendix A.

#### **SUGGESTED ROUTE ADDITIONS AND CHANGES**

The witnesses who supported Amtrak advocated the expansion of the system, maintaining that the present system does not provide the type of routings or connections which fully meet the public's transportation needs. Reroutings, route additions, and service expansions were suggested to reach high population areas, to bring about connections between metropolitan areas in order to attract business ridership; to capture the tourist trade by including more tourist and resort areas; and generally to increase ridership by providing more frequent and flexible service. These witnesses contended that, through better scheduling or more frequent service, connections could be made with other trains. The existing situation, with layovers and missed connections, often due to lack of on-time performance, was described as discouraging ridership.

Requests for new Amtrak services were broadly distributed geographically, but there was a concensus of opinion in some areas. A number of comments were received which described the need for new service throughout the southeast, with specific emphasis on routings to Atlanta, Macon, and Mobile. Extensions of current Amtrak services in Florida were also requested. Several requests were concerned with the need for rail passenger service to Racine and Madison, Wisconsin; Springfield, Iowa; and Oxford, Ohio. Also, several submissions requested Amtrak service to Chico, California; Colorado Springs; and Las Vegas.

Other routing additions or changes which were recommended included the following:

The Coast Starlight should be routed through Sacramento.

The Inter-American should be rerouted via Missouri - Kansas - Texas through San Marcos and San Antonio on the Southern Pacific. The Lone Star should be scheduled as daily service between Chicago and Houston, with the Inter-American being employed as a "feeder" line.

- Amtrak service should be expanded to include New England and Eastern Canada.
- Amtrak should reroute its Chicago - Texas train, making it instead a Minneapolis - Texas train.
- Amtrak should add a daily round trip between the Twin Cities and Duluth, Minnesota.
- Amtrak should add a new local service day-light train between Fargo, North Dakota and the Twin Cities.
- Amtrak should investigate potentially lucrative new markets that would produce "feeder" ridership into the present system by establishing service between Minneapolis and Kansas City and between Minneapolis and Winnipeg.
- The San Francisco Zephyr should be rerouted from Chicago to Omaha via the Milwaukee Road and from Omaha to Odgen, Portland, and Los Angeles via the Union Pacific.

#### **NORTHEAST CORRIDOR**

The Northeast Corridor generated comments from the public particularly in the west and midwest sections of the Nation. There was a feeling expressed that DOT favored the Corridor and its service and that the Corridor remained untouched in DOT's analyses, even though its losses exceeded those of some of the routes recommended for elimination. A number of witnesses were concerned that Amtrak's system would ultimately be reduced to only the Corridor and some other token services. A concern was expressed by a number of people that, as taxpayers, they would ultimately be supporting Amtrak's operation of the Corridor without receiving the benefit of any Amtrak services in their states.

Others pointed to the Corridor as an example of how ridership can be captured if the public is offered frequent, high quality service between key cities. It was suggested by some that Amtrak consider setting up similar corridor operations in other regions. Witnesses suggested that such experimental corridors include a minimum of ten daily round trips over routes not longer than 250 miles.



## ROUTING OPTIONS

In several instances, the DOT Report asked the public to make a choice between two routes. For the most part, those supporting Amtrak wanted both routes retained. Many testified that it was premature to make such choices explaining that certain service equipment improvements should be instituted before any decisions are made on route options. It was explained that this would help give a picture of a route's true essentiality and thereby result in a more rational route selection.

When a preference was expressed between optional routes, it generally reflected considerations of residence, population density, feasibility of alternative modes, demographic profiles, and weather considerations. However, the support for one line over another was not always clear cut. For example, there were strong views for retaining the Hiawatha and the Empire Builder on the route served by each. On the other hand, the bus industry interests and others highlighted those routes where buses constituted a feasible transportation alternative.

The DOT Report presented five system configurations for Amtrak and recommended one of the five. Of those who commented on the overall Amtrak system size, the system configuration providing the largest system, referred to as "Scenario E," was most frequently supported.

Other routing recommendations presented included the following:

- Discontinue the Inter-American to strengthen the Lone Star train.
- The Panama Limited should be combined with the Inter-American train.
- The Broadway Limited should be combined with the Lake Shore Limited and, the Niagara Rainbow should be connected to the Lake Shore Limited.

## BUS TRANSPORTATION AS AN ALTERNATIVE

Representatives from the bus industry testified at nearly all of the public hearings. The substance of the bus industry testimony was that the vast majority of tax-paying Americans have no intention of using Amtrak and that it is a waste of taxpayers money to continue to subsidize Amtrak. Besides being a waste of tax money, the bus industry maintains that subsidization of Amtrak produces unfair competition, working a hardship

on private enterprise modes of transportation and specifically causing loss in employment of bus drivers and bus employees. Bus supporters presented arguments for equal treatment with Amtrak and called for appropriate legislation to ensure modern bus facilities and stations. Many written statements and witnesses portrayed buses as an important alternative mode of transportation in that they serve hundreds more cities and communities than Amtrak. Testimony was given which described the vital dependence on buses in many parts of rural America. Several studies were referenced showing buses as more fuel efficient than Amtrak and many members of the public presented testimony supporting bus transportation because of its availability, on-time performance, and economical fares.

#### **ENERGY/ENVIRONMENT**

From an energy/environment standpoint, proponents of rail service maintained that the fuel efficiency of rail transportation is an important factor for keeping Amtrak's system operational. They emphasized that in light of the fuel shortage this county is facing, preservation of rail transportation is essential. Many noted that air and noise pollution from highways as well as the problems of highway safety and traffic congestion necessitated preservation of rail transportation. As Governor Dixy Lee Ray of Washington noted:

The report does not adequately address such issues as the role of rail passenger transportation in conserving energy or the national interest in preserving a system of rail passenger transportation serving all parts of the country.

The North Carolina Department of Transportation also focused on these concerns as follows:

It is our opinion that the report has given inadequate consideration to the development of an optimum system to meet future transportation needs, dwelling instead on near-term solutions to the current situation. The fact that the real need for Amtrak appears to be in the future suggests that added attention to the future is warranted. Amtrak currently provides a needed transportation alternative, but more importantly,

it is a system that we are likely to require in the future, as reduced energy consumption becomes imperative and as maintenance of our highway system becomes more difficult. We consider that insufficient attention has been given to the future role of Amtrak.

Environmentalists also concluded that DOT is obligated to prepare an environmental impact statement for the Amtrak route restructuring.

## LABOR

Members of the public commenting about the labor issue consistently agreed that labor costs should be reduced and that archaic work rules should be eliminated. Protests against unnecessarily large crews were presented as well as against a full day's pay for less than a full day's work. In general, the opinion presented was that labor has caused a severe drain on the Amtrak system and that efforts should be made to cutback labor costs at all levels.

The question was raised that there may be smaller savings than projected by the cutback of routes due to labor protection costs. Tom Webb, Jr., Secretary of Florida Department of Transportation, stated:

The preliminary estimate of labor protection costs to the taxpayers for the different scenarios range up to 640 million dollars. Detail analysis is recommended of the range of labor protection costs compared with avoidable savings by train, route, and scenario. Care must be taken to insure against the elimination of trains providing substantial present and future public benefits when taxpayers costs of providing labor protection benefits may erase a substantial part of potential savings.

The National Conference of State Railway Officials stated: -

There is a significant inelasticity in the results of the proposed cuts -- a one-third cut in service results in only an 18% saving in money. In fact, we doubt that even the 18% saving will be achieved because of such things as loss of connecting passengers and labor protective costs.

## DOT'S METHODOLOGY

It was not clear to the public what basis DOT used to decide which Amtrak routes would be eliminated and which routes would be retained. Some accused DOT of recommending a system to fit an arbitrary subsidy level regardless of the true economics and long-term transportation and energy implications. Testimony was presented which was critical of route eliminations as a means of revitalizing Amtrak. Reductions in administrative costs, expanded service to viable markets, changes in labor work rules, better scheduling and connections, more frequent service to major metropolitan areas, advertising, and an assessment of Amtrak's management were some of the many areas that the public felt should have been examined in depth by DOT.

The statement was made that DOT's approach to restructuring Amtrak is anti-rail and that DOT relied on fiscal considerations rather than following a philosophy of transportation as a nationwide public service. Numerous parties commented on the need for an overall national transportation policy to be developed first before attempting to cutback Amtrak routes. Congress' original intent for a modern, efficient, intercity rail passenger service was also cited. The Iowa Department of Transportation summarized as follows:

It is difficult to respond to a national issue when there is no national policy governing this issue or national criteria or standards of measure. This is the dilemma faced by anyone trying to answer questions about the national transportation system, and specifically the national rail passenger system. The U.S. DOT was placed in this position when the Congressional mandate required a study of Amtrak route restructuring to reduce the deficit while still providing a national rail passenger system. Due to this limited scope of issues and criteria, questions remain unanswered and alternatives have not been researched.

## CHAPTER 2

### MAJOR POLICY ISSUE

When Amtrak was created by Congress in 1970, it was envisioned to be a "for profit" corporation which, although it would need Federal assistance at first, would eventually become self-sustaining. However, during the last seven years, Amtrak's annual operating subsidy has grown from \$40 million to \$482.6 million, and the Secretary's report predicts that, if no changes are made in the present system, the annual operating subsidy will be \$976 million by 1984. If the route structure recommended by the report is adopted, Amtrak's operating subsidy for 1984 will be \$713 million, \$263 million less than the projected 1984 cost for operation of the present system. Even if Amtrak operated only short-distance, daytime services originating from New York, Chicago, and Los Angeles (the most drastically reduced route structure analyzed by DOT), it would still require an operating subsidy of \$387 million in fiscal year 1980. Amtrak's experience and the Secretary's projection lead inevitably to the conclusion that Amtrak can no longer be expected to achieve a self-sustaining status.

It is difficult, if not impossible, therefore, to rationalize continuation of intercity rail passenger service on the basis of traditional profit and loss criteria. The principal point of the opponents of intercity rail passenger service is that, as a result of Amtrak's failure to meet the original objective, it is unconscionable to continue funding a private corporation when other modes of transportation can adequately provide the service.

However, the public hearings generated broad public support and a demonstrated need for the continuation of rail passenger service. Valid social needs of individuals and communities were raised in support of virtually every route threatened with a loss of service. For many travelers, bus, air, or private auto were neither preferred nor readily available alternative means of travel. It was demonstrated that rail passenger service met the real needs of the economically disadvantaged, the elderly and handicapped, students, and tourists, as well as those citizens in regions where severe winter weather makes travel by other modes difficult or, at times, impossible. Energy considerations in the near future were also repeatedly raised as a need for the continuation, and even the expansion, of rail passenger service. While there was broad public support for continuation of rail passenger services, there was, at the same time, serious concern raised about the quality of Amtrak's present service. The record is replete with complaints of old, inadequate, and uncomfortable cars, heating and air conditioning failures, poor on-time performance, inconvenient schedules, little or no advertising,

poor on-board services, and a general overall lack of quality service. Many users and supporters of Amtrak felt the Government's capital commitments to Amtrak have been totally inadequate to support the quality of service they need and desire. The record also contains numerous suggestions as to how the costs of a particular service could be reduced and the ridership increased.

The need for a change in direction has been recognized by Congress in the Amtrak Improvement Act of 1978, which eliminated the "for profit" objective and sets forth social and environmental criteria for evaluating Amtrak's route structure. The Act requires consideration of the unique characteristics and advantages of rail service compared to other modes; energy conservation; the lack of adequate alternative transportation modes; and the impact of rail service on tourism.

The Secretary's recommendations, which were developed before the passage of the Amtrak Improvement Act, are based on criteria, such as passenger miles per train-mile, which are applicable under a "for profit" mandate. The report concentrates on ways in which the amount of the subsidy can be reduced, primarily through the elimination of certain routes and trains.

We are also concerned that the recommendations of the preliminary report focus on cost reductions in train operations to the exclusion of reductions in indirect and overhead costs. The result is a temporary pruning, which is likely to be repeated every few years as inflation drives Amtrak's costs higher. An inevitable cycle would be initiated, since each cut in service would increase the share of overhead and indirect costs to be borne by the remaining trains, thus raising the costs per train and the subsidy payment per passenger.

RSPO believes that it is critical that the Secretary's final route structure recommendations be based on the criteria set forth in the Amtrak Improvement Act rather than on the criteria used in the development of the preliminary report. Individual routes should be judged by the benefits which they provide to the areas that they serve, and it should be recognized that the continuation of service over a particular route, although not justifiable from a profit and loss standpoint, may be justifiable on the basis of the public need for the service. Instead of concentrating on the financial loss of a route, the analysis should concentrate on whether or not there are sufficient factors present which justify the continued incurrance of that cost. Thus, the analysis should be concerned with the need for the service, its contribution to the conservation of energy and the environment, the availability of alternative and emergency transportation, and the contribution which the service makes to the

promotion of tourism in the area. This approach is not a new one. Urban Mass Transportation Administration (UMTA) funding of metropolitan transit services and of rural transportation services are examples of transportation programs based upon public service rather than profit and loss considerations.

It should be stressed that viewing Amtrak as a public service should not be used as a rationalization for the burgeoning cost of the system or as an excuse for not aggressively seeking ways to make rail passenger operations more efficient. Every effort should be made to reduce the overhead and indirect costs borne by each route, and every possibility for increasing ridership and decreasing the direct costs of operations should be explored.

RSPO believes that analyzing Amtrak's routes from a public service perspective will produce recommendations which differ considerably from those contained in the Secretary's preliminary report. For example, with regard to the two routes between Minneapolis and Seattle, the "for profit" approach recommends continuing the operations over one route and abandoning service over the other. The public service approach would recommend continuing service over both routes on alternate days, recognizing the lack of transportation alternatives in the area and the dependence of segments of the population on public transportation.

The focus of the restructuring effort should be placed on making Amtrak more effective and efficient, instead of trimming what is already a bare-bones transportation network in order to achieve a relatively modest cost reduction.

Once it is recognized that the continuation of intercity rail passenger service is necessary from the standpoint of meeting social needs, it is necessary to approach the funding of Amtrak from a different viewpoint. Service becomes the primary consideration. What must be devised is a permanent funding mechanism that wisely directs taxpayers subsidy funds to Amtrak on the most equitable and service-efficient basis possible. Amtrak should be funded at a level sufficient for it to perform the essential services required by the public while staying within or below allotted budgets. To achieve these objectives, we recommend establishing a performance-incentive funding process.

The funding of Amtrak's system would be based on a formula, which would remain constant from year to year. This funding would be divided into two categories, a base social service payment and performance incentive revenues. The base social service payment would cover a predetermined percentage (probably 50 percent) of Amtrak's annual cash operating requirement. This payment would be similar in concept to that adopted by UMTA in funding transit operations. Amtrak would have to "earn" the remaining portion of its appropriation through service and ridership incentive factors. These factors would be established to reflect the Congressional goals for Amtrak, based perhaps on passengers carried, total passenger-miles, or some other service-oriented factor.

There are many benefits to adopting such a funding process. First, and most importantly, it will require a recognition by the Administration, Congress, and the public that the premise upon which Amtrak is founded is service. The "for profit" syndrome would be put to rest once and for all. Second, it would provide Amtrak with a permanent funding mechanism, thereby permitting it to concentrate on improving service as opposed to continually justifying deficit operations. Third, it would provide an incentive to Amtrak to provide improved service through increased ridership and improved routing, pricing, scheduling, and marketing.

The costs of Amtrak can be expected to continue to increase, just as the costs of other social programs. Something must be done to make certain that the social service provided by Amtrak improves, rather than deteriorates, as the costs rise. We believe that a performance-incentive funding process can help achieve that goal.



## CHAPTER 3

### EVALUATION OF DOT'S RECOMMENDATIONS

In addition to summarizing the public comments received at the hearings and in written statements, RSPO was also directed by Congress to critique and evaluate DOT's preliminary recommendations. The DOT Report utilized a measurement of passenger miles per train-mile as a basic criterion for deciding whether a particular route should be included in the recommended Amtrak system. The preliminary route structure recommended by DOT would eliminate service on ten routes, reduce frequency on 11 routes, add service to six new routes, and increase frequency on one route. DOT did not specify exact routing choices on seven routes between city pairs, relying on the public comment and further evaluation to determine which route to select and which intermediate cities to serve. The DOT Report also recommended including in the 100 percent federally-funded system two routes which currently receive 50 percent assistance from states. Whether or not the other state-supported routes in the system will be retained is unclear in the DOT Report.

DOT performed cost analyses comparisons of routes as alternative criteria for route selection, comparing routes on the basis of fully-allocated and avoidable costs. DOT estimated the future funding needs and sources for the recommended system, as well as the range of potential labor protection payments which would be incurred if the recommendations were implemented. Finally, DOT addressed several issues which impact Amtrak's service and funding, such as fare policy, the market for intercity rail passenger service, corridor development outside the Northeast Corridor, Amtrak commuter operations, sleeping and dining car services, and the institutional framework of Amtrak itself.

DOT's recommendations are based upon analyses which were performed under a "for profit" mandate for Amtrak. Thus, if RSPO's recommended approach, outlined in Chapter 2, is implemented, much of the profit-oriented analysis performed by DOT will become purely academic. In this chapter, our critique of the methodology and recommendations is presented to assist DOT in preparing its final route recommendations.

Figure 1  
DOT'S RECOMMENDED ROUTE STRUCTURE

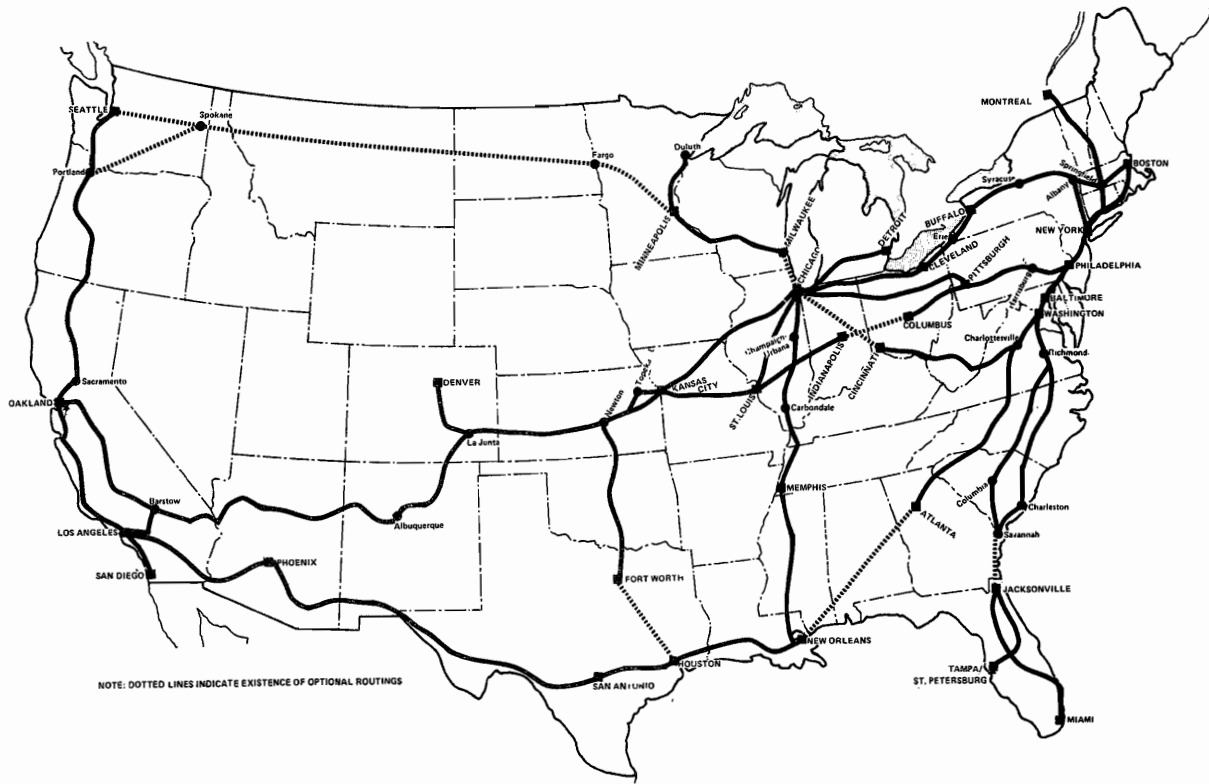
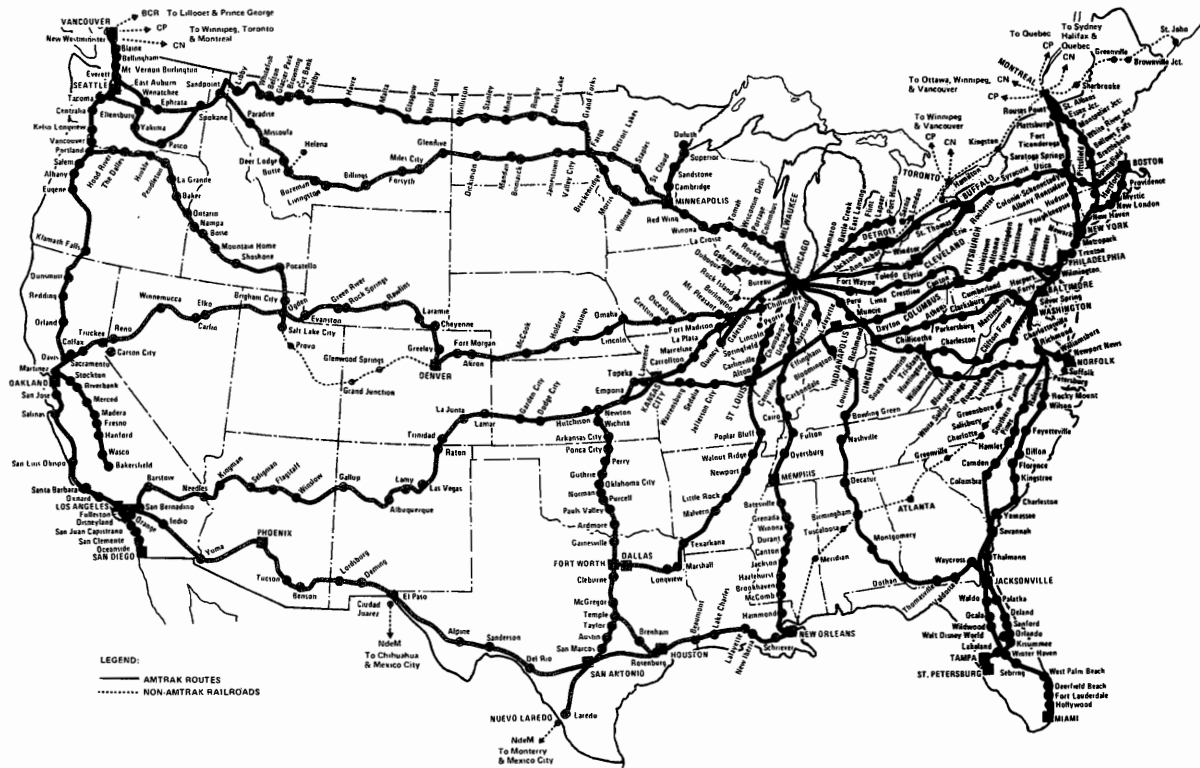


Figure 2  
1977 AMTRAK SYSTEM



This evaluation, together with public comment upon which much of it is based, should be of assistance to DOT in the development of its final recommendations. In contrast to the policy issue addressed in Chapter 2, our evaluation of DOT's preliminary recommendations focuses on the technical features of the DOT Report, including DOT's criteria and methodology, state-assisted routes, optional routing choices, energy considerations, labor protection payments, and alternative transportation modes.

### DOT'S RECOMMENDED ROUTE STRUCTURE

DOT emphasized that its recommended system is national in scope and serves all regions of the country, including the major population areas where significant percentages of our population live, although no Amtrak service will be provided in eight states. By eliminating ten routes and adding six new routes, and by reducing frequency of service on 11 routes and increasing it on one, thus excluding the "poor" performers, DOT suggests that Amtrak will be able to concentrate its attention and equipment on the remaining, promising routes. This route structure would achieve ridership density levels which are above a threshold level established by DOT. These changes would translate into reduced costs and thus lower subsidies, with a projected savings of \$118 million in fiscal year 1980.

Figures 1 and 2 show DOT's recommended route structure and Amtrak's existing system, respectively. With two exceptions, state-supported routes were not shown as part of the system proposed by DOT, although DOT indicated this did not mean that state-supported services would be excluded from continued 50 percent federal funding.

DOT's specific recommended route and service changes are as follows:

#### Route Eliminations

Chicago-Jacksonville	FLORIDIAN
St. Louis-Laredo	INTER-AMERICAN
Chicago-Oakland	SAN FRANCISCO ZEPHYR
Chicago-Seattle	One route retained. Either the EMPIRE BUILDER or NORTH COAST HIAWATHA.
Salt Lake City-Portland	PIONEER
Seattle-Vancouver	PACIFIC INTERNATIONAL
Washington-Martinsburg-Cincinnati	SHENANDOAH AND BLUE RIDGE
Richmond-Tri State	HILLTOPPER
Washington-Harrisburg	NATIONAL LIMITED (Washington section)
Richmond-Newport News	COLONIAL

State Assisted Routes not in Recommended System

Detroit-Buffalo	NIAGARA RAINBOW
Chicago-Quincy	ILLINOIS ZEPHYR
Chicago-Dubuque	BLACK HAWK
Albany-Montreal	ADIRONDACK
Battle Creek-Port Huron	BLUE WATER

Route Additions

La Junta-Denver	New connection to SOUTH-WEST LIMITED to replace SAN FRANCISCO ZEPHYR.
Barstow-Oakland	New connection to SOUTH-WEST LIMITED to replace SAN FRANCISCO ZEPHYR.
Spokane-Portland	New section of remaining CHICAGO-SEATTLE train.
Washington-New Orleans	Southern Railway's SOUTHERN CRESCENT added to Amtrak system.
Minneapolis-Duluth	ARROWHEAD added to basic system.
Los Angeles-San Diego	Two SAN DIEGANS added to basic system.

Frequency Reductions

New York-Savannah	From 4 trains to 2 (SILVER STAR and PALMETTO eliminated)
New York-Florida Points	From 3 trains to 2 (SILVER STAR eliminated)
Washington-Richmond	From 6 trains to 2 (HILL-TOPPER, COLONIAL, SILVER STAR, PALMETTO eliminated)
Jacksonville-Miami/St. Peterburg	From 3 trains to 1 (SILVER STAR and FLORIDIAN eliminated)
New York-Pittsburgh	From 2 trains to 1 (BROADWAY LIMITED and NATIONAL LIMITED combined)
Chicago-Battle Creek	From 4 trains to 3 (BLUE WATER eliminated)
Jackson-Detroit	From 4 trains to 3 (MICHIGAN EXECUTIVE eliminated)
Chicago-Milwaukee	From 5 trains to 4 (One train eliminated)
Chicago-St. Louis	From 3 trains to 2 (STATE HOUSE or other train eliminated)

Frequency Reductions (cont.)

Seattle-Portland

From 3 trains to 2 (PIONEER eliminated)

Chicago-Champaign

From 3 trains to 2 (ILLINI eliminated)

Frequency Increase

Los Angeles-New Orleans-Atlanta

From Tri-Weekly to Daily (SUNSET/SOUTHERN CRESCENT)

The recommended route structure would reduce Amtrak's present 27,000 mile network to 18,900 miles. As stated by DOT, key features of the recommended route structure are:

- . Service would be provided to about 160 metropolitan areas including the 36 largest cities in the Nation.
- . If operated in 1977, the system would have carried 90 percent of the passenger miles of the existing system with 76 percent of the train-miles.
- . Estimated patronage would exceed 150 passenger miles per train-mile and would be equivalent to Northeast Corridor patronage levels.
- . Amtrak's present equipment and the new equipment on order would be well utilized.
- . Operating subsidies for the first full year of operation (FY 1980) would be \$547 million compared to \$665 million for the present system.
- . The projected six-year operating subsidy is about \$770 million less than the existing system. Savings in capital funding would exceed \$100 million.
- . Labor protection payments to displaced employees are estimated to be between \$70 and \$300 million.

**ROUTE SELECTION CRITERIA**

The DOT Report recommends the elimination of a number of Amtrak routes and frequency reductions on others. The recommendations are discussed in terms of passenger miles per train-mile statistics. Passenger miles per train-mile is a measurement of ridership density on a train (average load factor).

Even under a profit-oriented mandate for evaluating Amtrak, a passenger density measurement has serious drawbacks. It does not measure a route's cost/revenue relationship, but only presumes that a heavily-loaded train is better financially than a more lightly-patronized train. This shortcoming is illustrated by the Washington to Montreal service which ranked 12th out of Amtrak's 41 routes in terms of passenger miles per train-mile, but was 35th out of 41 when measured in terms of the fully-allocated loss per passenger-mile.

If DOT intends to employ a similar measure in preparing the final recommendations, we recommend a greater concentration on the financial performance of a service, as measured per passenger mile. Such financial performance measurements are useful decision tools (but not arbitrary decision criteria) even under Amtrak's public service mandate. Section 4(b)(3) of the Amtrak Improvement Act requires DOT to determine the profit or loss on each route on a passenger mile basis. Without this information, it is not possible to compare the social benefits produced by a route with the cost of providing these benefits to the individuals using the service.

Although DOT's route recommendations appear to be drawn from the uniform application of objective criteria, the resulting route selections are not consistent. Some of Amtrak's better routes (in terms of both DOT's criterion of passenger miles per train-mile or the Act's measure of loss per passenger mile), are recommended for discontinuance, while other routes with poorer performances are recommended for retention. The table below illustrates three routes recommended for elimination which have better performance characteristics than other routes recommended for retention. The San Francisco Zephyr, the Pacific International, and the Pioneer performed better in passenger miles per train mile than the Chicago-Washington and the New Haven-Springfield services. In terms of loss per passenger mile, the same three routes also performed better than routes proposed for retention.

Rankings of Selected Routes Based  
on Fiscal Year 1977 Performance  
(Total of 41 Routes)

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	<u>PM/TM</u>	<u>Avoidable Profit (Loss)/PM</u>	<u>Fully-Allocated Profit (Loss)/PM</u>
<u>Proposed for Elimination</u>			
Chicago-Oakland	15th	29th	20th
Seattle-Vancouver	26th	27th	26th
Salt Lake City- Seattle	28th	22nd	4th
<u>Proposed for Retention</u>			
Washington-Montreal	12th	31th	35th
Chicago-Washington	36th	40th	34th
New Haven-Springfield	40th	39th	41th

Viewed in light of Amtrak's public service mandate, the impacts of DOT's route recommendations may be substantial, particularly in the Western states. Direct rail service between Denver and the San Francisco Bay area would be eliminated with DOT's proposal to discontinue the San Francisco Zephyr. That same decision would end all Amtrak service in Nebraska, Wyoming, and Nevada, and with the elimination of the Pioneer, all Amtrak service to Utah.

In several other instances, DOT recommends elimination of only a portion of a route. The Richmond - Newport News portion of the Boston - Newport News (Colonial) route and the Washington section of the National Limited are two examples. However, DOT's analyses are not based on these route segments, but on statistics for the entire route. There is apparently no basis for DOT's determination that a segment of a route for which no calculations are presented should be excluded from the system.

Another analytical shortcoming in DOT's approach is that some routes are judged on their past performance under poor operating conditions. In the case of the Chicago - Florida trains, the route ranks poorly in every category of evaluation.

However, in recommending elimination of the service, DOT ignored a number of factors which could improve the route. First, in extensive hearings held by Amtrak in 1977, and supplemented by RSPO's hearings this summer, the public indicated strong support for rerouting these trains through Atlanta. With improved routing, the Floridan could serve a greater potential market. Second, the Floridan service could be operated with new equipment as early as 1979; better equipment could improve the attractiveness of the service. If DOT were charged with reviewing only the present performance of the Amtrak routes, overlooking the potential performance of a route would have been understandable. However, DOT was directed to base its route recommendations on current and future market and population requirements.

DOT should base its route recommendations on a route's potential, rather than assessing it on its performance under adverse conditions. Witnesses have stated that people cannot be expected to support an Amtrak route which is operated with antiquated equipment, is seldom on-time, and is poorly scheduled. Trains such as the National Limited and the North Star achieved dramatic ridership increases when similar conditions have been corrected.

In summary, we recommend that DOT consider the public service mandate for Amtrak in making its final route recommendations and that DOT be responsive to the statutory mandate to consider a route's performance not solely from an efficiency standpoint, but from a measure of the loss incurred per passenger mile and the future need and potential for the route.

#### **OPTIONAL ROUTING CHOICES**

For several services, DOT did not specify the particular line a recommended route would use. DOT indicated that it would rely on the public hearings to furnish testimony on which the decisions could be made. There are seven city-pairs for which DOT recommended service without selecting a specific routing for the trains:

- 1) Chicago, Illinois and Milwaukee, Wisconsin
- 2) Minneapolis/St. Paul, Minnesota and Seattle, Washington
- 3) Savannah, Georgia and Jacksonville, Florida
- 4) Houston and Fort Worth, Texas
- 5) Atlanta, Georgia and New Orleans, Louisiana
- 6) Chicago, Illinois and Cincinnati, Ohio
- 7) Columbus, Ohio and Indianapolis, Indiana



## Chicago/Milwaukee

The existing Amtrak service between Chicago and Milwaukee is being operated over the Milwaukee Road. The alternate to this route would be the Chicago & North Western (C&NW) line, which is several miles east of the Milwaukee Road's main line. The present route does not serve any large intermediate metropolitan areas, although there is a stop at Glenview, Illinois which serves the northern suburbs of Chicago, and a stop at Sturtevant, which is west of Racine, Wisconsin. The C&NW route, however, would directly serve Racine, as well as Kenosha, Evanston, and north suburban Chicago.

At the public hearing conducted in Racine, Wisconsin, strong public support was expressed for operating the Chicago-Milwaukee Amtrak services over the C&NW route. Arnold Goodman, who has been involved in the Redevelopment Authority of Racine, the Downtown Association of Racine, and the Wisconsin Housing Finance Authority, reflected the public opinion in his statement:

There are businesses in the downtown that presently attract business from the whole southeastern Wisconsin and northern Illinois region. Our downtown is now coming alive again with redevelopment, restoration, preservation and new businesses are moving into our downtown at an increasing rate.

The City of Racine has already pumped three million dollars into downtown and will commit more millions in future years. The County of Racine is building an eight million dollar law enforcement center right now. All of these activities, it seems to me, would be enhanced by having passenger rail service restored to Racine. I think we deserve having Amtrak routed through the city because of the large number of people it would serve conveniently...[M]y main point is that Amtrak now is very inconvenient for people in Racine, in the Racine community and, as a result, not well used and, therefore, not financially viable. I am convinced that, by restoring service over the Chicago & North Western route...into the city, that this will be reversed. It will be more convenient, be better used and come closer to being financially self-supporting.

The Chicago & North Western recommended that Amtrak remain on the Milwaukee Road's route, pointing out that there is no direct connection between the C&NW and Union Station, which is used by all other Amtrak trains to and from Chicago. In addition, the passenger station at Racine has not been used since 1971 and is said to be in poor condition. However, testimony at the hearings suggested that a connection could be constructed near the C&NW terminal which would provide direct access to Union Station. DOT should thoroughly analyze the cost and feasibility of building the connection discussed in the public testimony and, if the results are positive, the connection should be built. Clearly, the public comment received at our hearing demonstrates a broad public support for using the C&NW route.

**Minneapolis-St. Paul/Seattle**

The current Amtrak system includes two routes between Minneapolis/St. Paul and Seattle. Both routes serve Fargo, North Dakota, Sandpoint, Idaho and Spokane, Washington. The line referred to as the northern route passes through Grand Forks and Minot, North Dakota, and Havre, Montana and serves Glacier National Park. The southern route passes through Bismark, North Dakota and Billings, Butte, and Missoula, Montana and serves Yellowstone National Park. Under the current schedule, trains are operated on the northern route four days per week and on the southern route on the other three days. In effect, this provides daily service between Chicago, Seattle, and the common intermediate points served by the two trains. DOT's recommended system would eliminate one of these trains and operate the remaining route with daily service. The routes have a total revenue of \$17.5 million and incur an estimated avoidable loss of \$23.2 million. The operating results for each of the routes is shown in the table below:

Operating Results  
Chicago to Seattle  
(in millions)

	<u>Northern Route</u>	<u>Southern Route</u>
Revenues	\$11.6	\$ 5.9
Avoidable Cost	24.9	15.8
Net Loss	<u>\$13.3</u>	<u>\$ 9.9</u>

There are several factors to be considered in making this route decision. Increasing the frequency of service on the surviving route so that it equals the total service of the two present routes eliminates any potential savings related to train crews, fuel, or equipment. The only savings would be station-related costs at those stations which could be closed on the route eliminated. Estimates obtained from Amtrak indicate that these savings would total \$1.1 million on the northern route or \$0.8 million on the southern route. Because of the geographic divergence in the two routes, it is doubtful that much of the present revenue from the eliminated route, other than the revenue from through passengers, will accrue to the route that is retained, because it is doubtful that the passengers using intermediate stations will drive great distances to board a train for an 800 mile trip (the average trip length for the routes). The table below illustrates the trip and route length of each route.

<u>Comparison of Trip and Route Lengths</u> (in miles)		
	<u>Northern Route</u>	<u>Southern Route</u>
Route Length	2,287	2,228
Average Trip Length	818	783

The table above indicates that regardless of which route is chosen to be included in the system, a substantial loss of revenues could result from the route that is eliminated. If the southern route, which has the lower revenue, is eliminated, the savings will amount to only \$800,000, but a substantial portion of \$5.9 million in revenues generated on that route are likely to be lost. There is nothing presented in the DOT Report that would justify abandoning several million dollars in revenue in order to save \$800,000 (if the savings are fully realized), while at the same time denying rail service to one of the largest geographic areas in the country. Both of these routes are essential to the citizens of the northern states, which lack the convenient public transportation enjoyed by much of the rest of the Nation. The necessity of rail service is amply demonstrated by the overwhelming public outcry along these routes, reflected in the number of persons at our hearings, the petitions signed by thousands of citizens, and the numerous written comments received from concerned individuals in these areas. The northern routes are a clear example of a situation in which social needs outweigh efficiency and profit considerations. RSPO recommends the continued operation of service over both routes.

### **Savannah/Jacksonville**

Amtrak currently operates three trains between Savannah, Georgia and Jacksonville, Florida. These operate over two separate routes, only one of which includes an intermediate stop. The Silver Meteor follows a route along the coast between Savannah and Jacksonville and provides service at Thalmann, near Brunswick, Georgia. The southern coastal region of Georgia is a growing resort area with a potential for increased patronage. A decision to use only the inland route would eliminate service to the coastal area without increasing service at other points.

### **Houston/Fort Worth**

The present Sante Fe route between Houston and Fort Worth is circuitous with a scheduled trip time of approximately six and one-half hours. An alternative under consideration is a Fort Worth-Dallas-Houston through train operated over the lines of the Missouri-Kansas-Texas (Katy) Railroad between Dallas and Temple, and over the Sante Fe route to Houston. It has been estimated that this routing change could reduce the trip time by approximately one hour.

### **Atlanta/New Orleans**

This route is currently operated independent of Amtrak by the Southern Railway on a tri-weekly basis. The Southern applied for permission to discontinue this route and the ICC ordered the service continued until August 4, 1979 to allow for negotiations to transfer the service to Amtrak.

The first consideration regarding this route is whether or not it will be included in the Amtrak system. On the assumption that it will eventually be operated as part of the Amtrak system, DOT has recommended an increase in its frequency from tri-weekly to daily.

Currently, the route serves Birmingham, Alabama and Meridian, Mississippi. An alternative routing, to the south of the existing route, would serve Montgomery and Mobile, Alabama and Gulfport/Biloxi, Mississippi. The population is about equal on each route, although there is a greater Gulf Coast tourism potential along the alternate route. A market study, coupled with input from the states involved, may be necessary to determine the appropriate routing in this case.

### **Chicago/Cincinnati**

The Amtrak route between Chicago and Cincinnati currently operates over Conrail and the Chessie System, passing through Peru, Muncie, and Richmond, Indiana. A possible alternate routing would utilize the Louisville & Nashville Railroad between Chicago and Lafayette (the Floridian currently uses this routing) and Conrail from Lafayette to Indianapolis and Cincinnati. While the present routing serves population areas of about 450,000, the alternate route would serve population areas totalling 1.5 million people. The Conrail line, however, would require an estimated \$35 million upgrading, and Amtrak would incur higher maintenance charges after upgrading.

A longer-term alternative could involve shifting Amtrak's service back to its original route between Chicago and Lafayette, through Kankakee, Illinois. This route would be common with Amtrak's Chicago-New Orleans route north of Kankakee.

### **Columbus/Indianapolis**

The current route between Columbus and Indianapolis passes through Dayton, Ohio and Richmond, Indiana, both of which have experienced increases in ridership since Amtrak rescheduled the arrival and departure times to be more convenient for Dayton and Richmond passengers.

A portion of the trackage used by Amtrak's trains between Richmond, Indiana and Indianapolis was not conveyed to Conrail and does not have to be operated unless a subsidy is paid to both the operating railroad and the Penn Central Trustees, the owners of the line. It is currently operated under a freight service subsidy; Amtrak is continuing to operate over the line. However, there is no assurance that this subsidy will be renewed when it expires and, thus, there is no assurance that this line will remain available to Amtrak.

There are two rerouting options; one to the north through Union City, Ohio, and Muncie and Anderson, Indiana, and the other to the south from Dayton to Cincinnati and Indianapolis. The northern routing would eliminate service to Dayton, which is one of Ohio's major population centers.

The southern routing alternative would retain service to Dayton, and would provide additional services between Dayton and Cincinnati, and between Cincinnati and Indianapolis. Richmond, Indiana would lose east-west service if this alternative were implemented.

## DETERMINATION OF PROFIT/LOSS

The increasing deficit of Amtrak, resulting from the widening spread between revenues and costs, makes identification of costs an essential task in the determination of Amtrak's future funding requirements. DOT utilized Amtrak's internal Route Profitability System (RPS) as the basis for a route-by-route profit and loss comparison. The costs for each route were analyzed at the "avoidable" and "fully allocated" cost levels.

If the total route operating costs are the primary factors in planning a revised Amtrak System, those costs must be identified on some basis that permits accurate determination of the true costs by route within a reasonable range. If the financial results of routes were used in the development of the proposed DOT system, the route-by-route comparison is the only information presented in the DOT Report on which the decision could have been made.

### Avoidable and Fully Allocated Costing

Fully allocated costs are those expenses directly incurred by providing a service, plus an arbitrary allocation to individual routes of all overhead costs of running the system, including fixed and indirect expenses such as reservation/information systems, maintenance facilities, corporate overhead, general and advertising.

Because it is largely an accounting procedure, fully allocated costing is almost a meaningless measure for reviewing the performance of individual routes and services. While it is appropriate that the various segments of a system bear a portion of the overhead, it is also true that the overhead assigned to a particular route changes with the addition or reductions of other routes in the system. Generally speaking, overhead grows at a rate slower than system expansion, and contracts at a rate slower than system reduction. Thus, the individual routes of a larger system each bear less allocated burden, while each route in a system with relatively few routes, or a system reduced to that level, has to support a proportionately higher burden.

Avoidable costs, expenses which could be eliminated by ending a service, include direct operating costs, plus indirect costs, such as stations, which are required for the operation of a particular route. When two or more routes share a common facility, such as a station, each route is assigned its share of that station's cost. While this may be a proper avoidable cost method, the elimination of one route may have little or no impact on the continued costs incurred by that station. That is, there may be little savings at the common station, since its operations will be relatively unchanged whether it serves one or two routes.

The General Accounting Office (GAO) made the following statement in its report to Congress, dated May 11, 1978, discussing Amtrak's avoidable cost:

Amtrak's RPS is a reasonable method to allocate costs to individual trains and produce estimates of overall profit or loss for each train and route in the system. However, it is not presently designed to estimate the costs that would be saved if a train or route were discontinued or their frequencies reduced. To determine these avoidable costs, Amtrak studies individual routes using RPS cost information as a data base.

While both the avoidable and fully allocated methods are useful accounting and management tools, they are not entirely adaptable to a route performance evaluation, because of the arbitrary allocations of overhead expenses to routes which must be made.

RSPO, therefore, concludes that the avoidable costs shown for each route in the DOT Report are not to be confused with the actual cash savings that would result if that particular route were discontinued.

#### **Amtrak's Route Profitability System**

The RSP groups operating expenses into five major categories: 1) Direct; 2) Common; 3) Operating Support; 4) Depreciation; and 5) Taxes and Insurance. Expenses assigned to Operating Support, and Depreciation are not included in the determination of avoidable costs, but items from the other three categories do have an impact on avoidable cost calculations.

Direct costs are those expenses that can be directly identified and assigned to specific trains. Expenses in this category would include the train and engine crews, fuel, and all other on-board expenses that can be identified. Expenses in this category are 100 percent avoidable.

Common costs include those expenses that are not specifically related to an individual train or route. The common avoidable costs are assigned to each train on the following procedure. First, the total expense is identified as well as the trains for which the expense is incurred. Then, the avoidable portion of that expenses is developed by applying a predetermined avoidability factor to the total expense amount.

This avoidable amount is then assigned to each train that uses the common structure or equipment on a predetermined statistical basis, i.e., passengers on and off, locomotive miles, or car miles. Even though the common expenses are related to the train against which they are charged, this method does not necessarily capture the actual expenses of that train nor the savings that may result if it were discontinued.

Taxes and insurance are included under the same type of procedure that is used to assign to common expenses. The RPS system assigns the avoidable portion of the costs in these categories to each train based on a series of statistical factors. That is, although 100 percent of a station cost may be assigned to two routes (one-half to each), only 20 percent of that particular cost may be deemed to be avoidable. Thus, the calculation of costs associated with the New Orleans to Los Angeles route follows a pattern as shown below:

<u>Expense Item</u>	<u>Cost (in millions)</u>
Direct Costs	\$ 5.0
plus Avoidable Common, Taxes and Insurance	4.7
equals Total Avoidable Costs	<u>9.7</u>
plus Non-avoidable Common, Taxes and Insurance	3.9
equals Total Operating Costs	<u>13.6</u>
plus Operating Support and Depreciation	2.0
equals Fully Allocated Costs	<u>15.6</u>

While this analysis shows that 55 percent of the common costs, taxes and insurance are avoidable, the individual accounts that make up the common cost category have a range in avoidability from zero percent for maintenance of track to 100 percent for route stations; taxes and insurance are predetermined to be 75 percent avoidable. Although the total avoidable costs of \$9.7 million might be assumed to be the savings if the route were discontinued, because of the allocation methods in common, taxes and insurance, an undetermined portion of the \$4.7 million will not be actually saved.

#### **Additional Methods of Evaluation**

While it is difficult to determine the decision-making process which led to DOT's recommendations, it is obvious that avoidable costs and fully allocated costs were two of the financial measures used in evaluating route performance.

RSPO suggests that a useful additional criterion for certain train and route evaluations would be direct cost. Direct costs include only those costs associated with moving a train:



train and engine crew, fuel, lubrication, supplies, and on-board service.

While indirect, joint, and fixed overhead costs are the most significant portion of train's overall cost, the allocation of such costs is always arbitrary and may or may not represent a true cost of running a particular service. Even "avoidable costs," while approximating the direct costs associated with a route's individual performance, normally include some measure of arbitrary allocation.

By developing an initial route ranking based on direct cost, several benefits could be realized in the route selection process:

- 1) The revenue/cost picture of a particular train or route would be clear, without any question whether arbitrary allocations influenced the results.
- 2) The influence of individual trains on the overall system would be more apparent.
- 3) The indirect, joint, and overhead costs (which represent the biggest portion of Amtrak's cost structure), would be more clearly isolated and identified, permitting a better understanding of this portion of the cost structure.

#### **STATE-ASSISTED ROUTES AND SERVICES**

DOT's treatment of routes and services which are currently financed in part by states or other local agencies (known as 403(b) routes) created considerable confusion and misunderstanding for many communities and the general public. The public is not familiar with the financial aid provisions of section 403(b) of the Rail Passenger Act of 1970. Many patrons of 403(b) trains are not even aware that their particular route or service is partially funded by a state or other local agency. Since most 403(b) routes were not included in DOT's recommended 100-percent federally-funded system, it is easy to understand the confusion and concern on the part of many riders of existing 403(b) routes.

Since this report will have widespread distribution to individuals who have not received the DOT Report, including some of the witnesses appearing at hearings and some of the concerned parties that filed statements with RSPO, a brief explanation of DOT's recommended treatment of 403(b) routes, as we perceive it, may clarify the matter.

Briefly stated, section 403(b) of the Rail Passenger Service Act of 1970, provides that any state, regional or local agency can request Amtrak to provide service in markets that were not included in the original basic national system. However, states, regional and local agencies must agree to reimburse Amtrak for 50 percent of the solely-related costs of providing such service. Amtrak is required to provide such service if it can be provided with the resources available to Amtrak, both financial and physical.

State-assisted routes in the 1977 Amtrak system were:

<u>Route</u>	<u>Fiscal Year 1977 State Aid</u>
Philadelphia - Harrisburg	\$ 69,000
Chicago - Champaign	395,000
Jackson - Detroit	225,000
Chicago - Dubuque	500,000
Chicago - Port Huron	692,000
Chicago - West Quincy	772,000
Chicago - St. Louis	410,000
Los Angeles - San Diego	746,000
Minneapolis - Duluth	431,000
New York City - Buffalo - Detroit	906,000
New York City - Albany - Montreal	882,000
	<u>\$6,028,000</u>

DOT has recommended that present state-assisted services on the Los Angeles-San Diego and Minneapolis-Duluth routes be included in its recommended 100-percent federally-funded new basic Amtrak route structure.

DOT also recommended elimination of state-assisted trains on the Chicago-St. Louis route, where frequency would be reduced from three to two trains, and between Jackson, Michigan and Detroit (Chicago-Detroit route), reducing from four to three the daily frequencies between those cities.

DOT states that exclusion of 403(b) routes from its recommended 100-percent federally-funded system is not to be taken as a recommendation that such services be terminated. Rather, as we understand DOT's position, Amtrak would continue to operate these other services under the 50 percent federal/state sharing provision of section 403(b).

RSPO believes the 403(b) funding mechanism should be vigorously pursued by Amtrak as a means of offsetting federal funding for those services which can be readily identified as intrastate or local interest in nature. The 403(b) funding mechanism is a means of assuring close state scrutiny of the public needs for those rail services which principally benefit

the citizens of the state, allowing Amtrak to concentrate its efforts on those services for which the benefits are national in scope. We recommend that DOT clearly present the 403(b) routes and its recommended approach to these routes in the final report.

### UNCERTAINTY OF RESULTS

The methodology utilized by DOT in estimating the performance characteristics of the various alternative systems represents a formidable effort in view of the complexity of the areas covered. However, uncertainties in the estimates of revenue and patronage tend to cast doubt on the accuracy of the characteristics described for each of the five route structures analyzed by DOT.

The importance of the potential impact of these uncertainties becomes apparent when the recommended route structure is compared to the existing Amtrak system. The justification for the recommended system is based largely on the presumption that the new services and the modifications of existing services will serve and retain the "vast majority" of current Amtrak users, while reducing the operating subsidy by \$118 million, or 18 percent. The uncertainties contained within the estimating procedures are such that the improved financial and ridership performance expected from the recommended system may not materialize. The estimates may be significantly changed by seemingly minor errors in the assumptions. Although RSPO cannot quantify the magnitude of possible error in these estimates, the importance of these estimates in the decision-making process and the resulting level of federal funding needed require that the recommended system be evaluated with these uncertainties in mind.

DOT developed the principal performance measures of the recommended route system through the use of a modeling technique that produces results of uncertain reliability. These uncertainties, which are acknowledged in the DOT Report, could cause the performance predictions of any of the alternatives to be somewhat different than the actual performance results.

A close examination of Appendix B of the DOT Report and its supportive documentation, which is contained in a separate report entitled Technical Appendix: Demand, Route and Equipment Analysis, reveals a set of complex and interrelated mathematical formulas whose results are very sensitive to changes in assumptions and inputs. The DOT Report admits that "the state of the art in intercity rail passenger demand is not far advanced and thus the prediction of patronage in

new markets is subject to margins of error larger than predictions for existing markets." This statement, and others like it, suggest that the results of the model should be utilized only as estimates which may contain a degree of error.

DOT attempted to minimize any estimation errors by using existing Fiscal Year 1977 data whenever possible. DOT compared the actual passengers and passenger-miles of two existing routes (New York - Chicago and Chicago - Houston) to the results obtained by the model and found that the model over-estimated actual passenger trips by 35 percent and 24 percent, and actual passenger-miles by 21 percent and 6 percent for these two routes. Similar over-estimates may exist in the projection of ridership on the proposed new routes and services.

This uncertainty is also present in the revenue projections, which are calculated from the passenger-mile projections. The inability of the model to accurately reflect existing route performance raises doubts about its ability to accurately predict the ridership for the new services included in the recommended system.

Due to the uncertainties in the demand and revenue projections of DOT's recommended Amtrak route structure, it is possible that the recommended system may serve fewer passengers and generate less revenue than predicted. This could result in a restructured system requiring the same level of appropriations, but providing less service to fewer people.

RSPO recommends that these patronage and revenue estimating procedures be improved for use in preparing the final recommendations and suggests that the results include an estimate of the range of uncertainty.

#### **LABOR PROTECTION PAYMENTS**

One particularly disturbing aspect of attempting to reduce the federal subsidies to Amtrak is the potential magnitude of labor protection payments to employees who may be displaced by reductions in the existing system. DOT's recommended system, for example, is projected to save about \$730 million in operating subsidies for the five-year (1980-1984) period, but this projected saving would be offset by payments of up to \$300 million for labor protection. Incurring labor protection costs of \$300 million to achieve a net savings of \$430 million in operating subsidies over a five-year period while reducing the service provided to the public will surely be incomprehensible to many. Not only must these labor payments be considered as a non-productive public cost (no passenger service is received in return for the payments), but the magnitude of these costs is an indication of the railroad unemployment which would result.

Realizing that much of the public's concern about the quality of Amtrak's service centered on its antiquated equipment and station facilities and the need for capital to improve these, it is important to compare the potential \$300 million labor protection payment required to implement DOT's recommended system with Amtrak's capital appropriations. The potential labor protection costs are 30 percent greater than the combined Congressional appropriations to Amtrak for capital improvements for the past two years.

DOT intends to refine the labor protection cost estimates in the final Amtrak restructuring report. If the refined labor protection cost estimates do approach the high side of its preliminary estimates (\$300 million), we believe the concept of reducing service in order to reduce the federal assistance necessary should be reevaluated. As we stressed in Chapter 2, Amtrak should be operated as a service and should be operated as efficiently as possible. To incur substantial costs in order to reduce the service provided to the public runs counter to the public service mandate of Amtrak.

#### **BUS/RAIL COMPETITION**

The largest single block of witnesses opposing Amtrak in the public hearings represented the intercity bus industry. Management representatives and employees alike complained that the federal assistance to Amtrak was harmful to the bus industry and to employees of the bus companies. Some argued that Amtrak fares were keeping bus fares artificially low and that federally-subsidized rail passenger service was a major factor in the continued decline of the intercity bus network, and the decline in the financial health of the carriers.

While Amtrak and intercity buses do operate in many of the same markets, the bus industry serves many points in the country which do not have Amtrak service (buses serve 15,000 points while Amtrak serves only 550 points). While Amtrak competition may be one of the factors in the bus industry's decline in passenger miles, there are apparently other factors affecting the bus industry's financial performance.

The principal competitor to both the bus industry and Amtrak appears to be the private automobile. The automobile accounts for over 86 percent of the intercity passenger miles in the United States. Combined, intercity bus and rail services account for only slightly more than two percent of intercity passenger miles, with intercity bus service alone accounting for 1.8 percent of the passenger miles in 1976.

The bus industry performs a vital public service, and the potential for deterioration of that service, regardless of the cause, should be of concern to Congress and the public. In view of the superior energy efficiency of buses and trains relative to the automobile, it would seem beneficial for an energy-conscious society to find ways to shift some of the intercity automobile travel to increase the two percent of the market now held by bus and rail. Inducing a small fraction of automobile users to bus and rail would do far more than anything either industry could gain from diverting passengers from each other.

Should bus service be curtailed, the country's transportation balance can only be harmed. A strong network of public transportation is essential, especially in an era of energy shortages. The Nation cannot afford to lose the services provided by either the private bus industry or by Amtrak. We believe that the DOT should suggest separate measures which could be taken to rejuvenate the bus industry, and to provide for the continuation of the essential services provided by bus carriers.

#### **ENERGY CONSIDERATIONS**

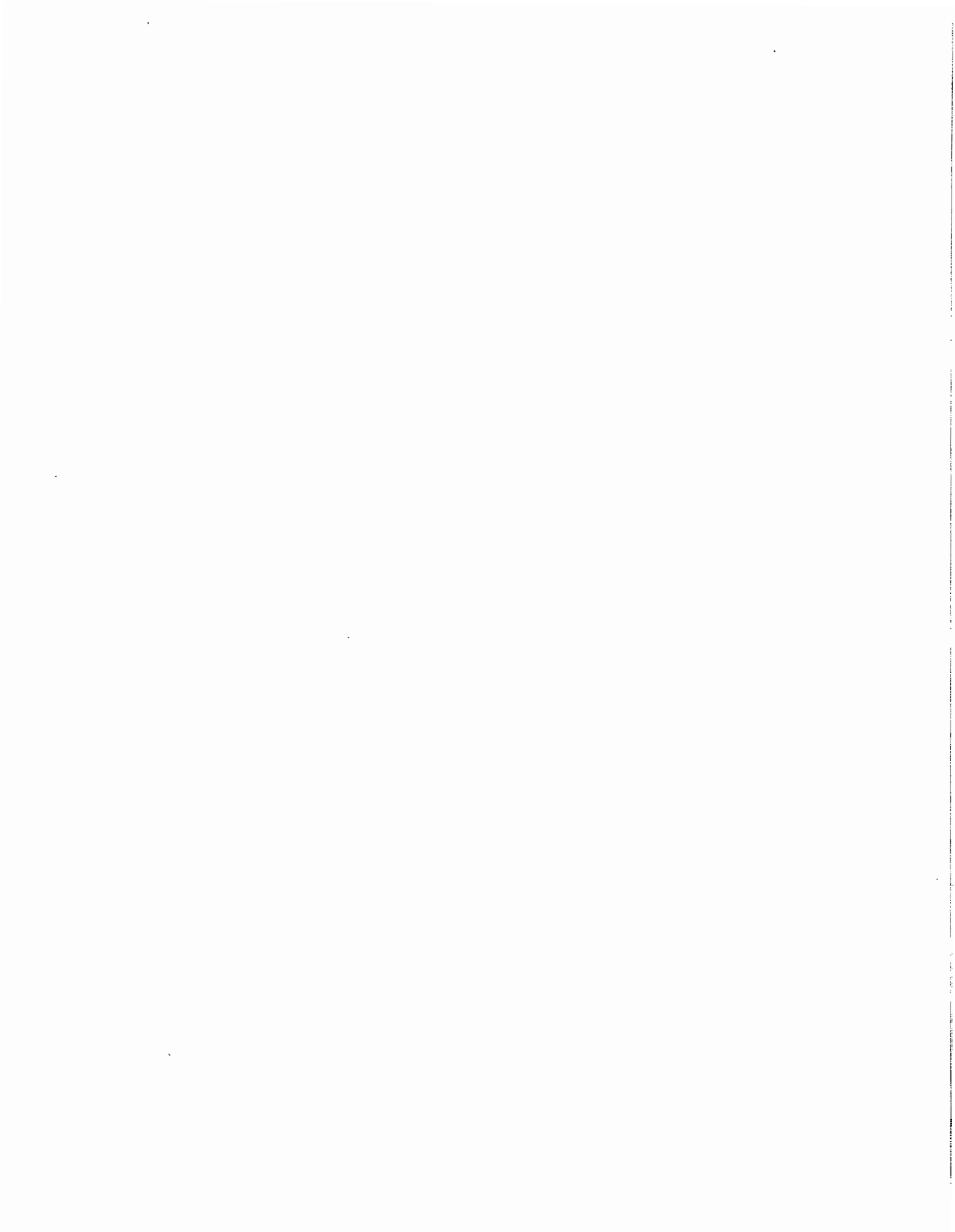
The 1973-74 energy crisis has instilled an awareness in the American public of changes which will be required in both our style of living and our travel habits should predictions of future oil shortages and sharp gasoline price increases materialize. National energy conservation efforts have been underway for several years and, while there is a general awareness of the situation, there is no apparent alarm on the part of the general public.

It has been established that both Amtrak and bus service are far more energy efficient than the private automobile, but only when efficient load factors are realized. Amtrak's present energy efficiency does not approach its full potential, due mainly to Amtrak's low load factors on many routes. This can be attributed to numerous factors, not the least of which is the fact that the public does not perceive Amtrak as providing the quality service it demands and economical, convenient, more comfortable alternatives, mainly the private automobile, are readily available.

The Government is faced with the difficult task of preparing for possible future energy problems despite the seeming indifference of much of the public today. Changes in energy availability in the future could cause major adjustments in how Americans travel between cities and enable both Amtrak and intercity buses to develop their full potentials as energy-efficient ways to travel. Another important factor influencing

Amtrak's role in the future is Amtrak's demonstrated ability to use electricity as a power source on some routes; electricity can be produced with domestic fuel sources other than petroleum.

While it is impossible to foresee future changes, there is no doubt that the dependence of other modes, particularly the automobile, on petroleum products will continue into the foreseeable future. We therefore believe that Amtrak's experience during the 1973-74 gasoline crisis should be noted as an indication of the shift to rail passenger service which could occur if gasoline supplies are again limited or prices become prohibitive for many.



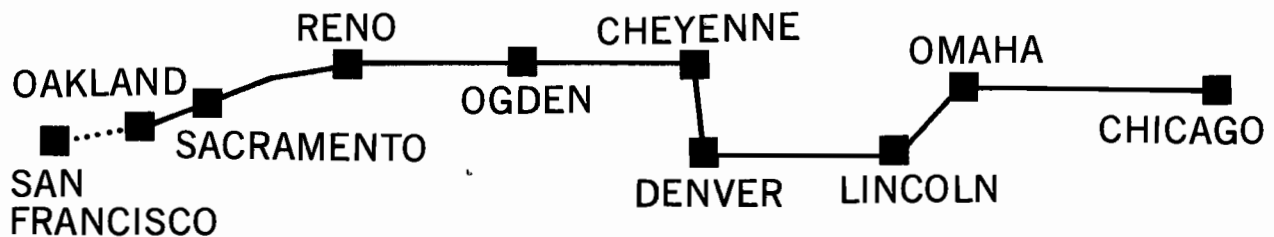


**APPENDIX A**  
**ROUTE BY ROUTE SUMMARY**  
**OF PUBLIC COMMENTS**

This appendix provides a brief summary of the public comment on specific changes proposed by DOT in its recommended Amtrak system:

Route Eliminations .....	Page 50
Frequency Reductions ...	Page 87
403(b) Routes .....	Page 94
Route Additions .....	Page 98

**TRAIN: THE SAN FRANCISCO ZEPHYR**  
**#5-6**



ROUTE: CHICAGO—OMAHA—LINCOLN—DENVER—CHEYENNE—OGDEN—RENO—  
SACRAMENTO—OAKLAND—SAN FRANCISCO (VIA DIRECT BUS  
CONNECTION)

EQUIPMENT: CONVENTIONAL

SERVICES: DAILY SERVICE  
ALL RESERVED TRAIN  
COMPLETE DINING AND BEVERAGE SERVICE  
LOUNGE SERVICE  
SLEEPING CAR SERVICE  
DOME COACH SERVICE  
COACH SERVICE  
BAGGAGE SERVICE (AT MOST STATIONS)

DOT recommends the discontinuance of this route. Patrons traveling between Chicago and Oakland would use the alternative Southwest Limited route which operates between Chicago and Los Angeles via Kansas City, La Junta and Albuquerque. New services would be provided to extend the Southwest Limited route to reach Denver and Oakland.

The proposal to discontinue the San Francisco Zephyr was opposed by most witnesses, particularly patrons in the States of Iowa, Nebraska, Colorado, Wyoming, Utah, Nevada, and California. A petition with over 1300 signatures expressing opposition to the discontinuance was submitted at the hearing in Des Moines, Iowa. Witnesses in Iowa felt there were two main problems with the Zephyr's service. First, the departure time in Chicago is 6:10 p.m. with arrival times in the early morning hours in Iowa. Accordingly, Iowa witnesses requested a departure time of 3:10 p.m. from Chicago to better serve their area. Second, the Zephyr goes through the southern tier of Iowa which is sparsely populated. Several witnesses requested the route be moved to the track of the Chicago and North Western in Iowa in order to serve Clinton, Cedar Rapids, Marshalltown, Ames, and Boone.

At the Nebraska hearings, several reasons were stated for poor ridership of the train. The first was poor scheduling. The westbound train is scheduled to arrive in Omaha at 2:45 a.m. and in McCook at 8:15 a.m. Eastbound arrival times are 11:38 p.m. in McCook and 4:55 a.m. in Omaha. The Zephyr, therefore, runs through Nebraska in the middle of the night. Secondly, it was stated that the station facilities in Omaha are inadequate while the adjacent, well-preserved Union Station remains unused. There were also complaints of poor equipment, no air conditioning, and no advertising.

A florist from Lincoln, Nebraska, expressed the need for the Zephyr to transport carnations from Denver and roses from Salt Lake City. Air freight of such items was considered cost prohibitive, while Amtrak's service was deemed reasonable and dependable. Amtrak's package express service was also praised by a retail florist at the McCook hearing.

At the Denver hearing, several witnesses stated that the addition of the proposed La Junta-Denver spur to the Southwest Limited route would be no substitute for the Zephyr. Others felt the addition of service to Colorado Springs and Pueblo would be welcomed by Amtrak's patrons. However, some doubted that the Southwest Limited could accommodate the additional ridership of the Zephyr during peak hours. At the Chicago hearing, Bill Post testified:

The concept of passengers being shifted on to the Southwest Limited with a section going from La Junta to Denver and from Barstow, California, to Oakland, California, is very unworkable for the simple reason given the peak travel period of, for example, last August, between August 8 and 14, due to the demand on that train alone for that week, 1,312 coach passengers were turned away due to no coach space available,

357 roomette passengers were turned away and 566 bedroom passengers were turned away. That's on the San Francisco Zephyr.

Now, on the train supposed to receive those passengers under the new proposal, during the same week on the Southwest Limited, which is an even more heavily traveled train during the peak periods of travel, 1,590 coach passengers were turned away, 1,490 bedroom passengers were turned away and 327 drawing room passengers were turned away.

Governor Edward Herschler of Wyoming stated at the Cheyenne hearing that Wyoming has one of the highest growth rates in the nation (22 percent), the Nation's highest energy consumption per capita and also the Nation's highest traffic fatality rate. As a result, he was at a loss as to why the route was selected for elimination. The dependence on the train in severe winter weather was also raised at the Cheyenne hearing. Congressman Teno Roncalio testified:

Amtrak is used in winter months for transportation to major medical centers in Salt Lake City and Denver when driving is difficult and hazardous. The Wyoming Highway Patrol reported that during the 1977-78 winter, Interstate 80 was forced to close twelve times because of snow and high winds. The duration of highway closures is unpredictable, but there have been many times when I-80 has been closed for more than 100 hours. The Airport Traffic Control tower of the FAA in Cheyenne estimates that the airport there was closed some 30 days during a winter, and the normal duration of a closure was 2 to 3 days. So, Amtrak is an indispensable link between separated populations during severe storms when only the train can get through.

Another witness in Cheyenne stated that if the Zephyr is discontinued, six State capitals will no longer have rail passenger service. Congressman Roncalio also testified:

When ranking the 41 trains routes by density of use, the Zephyr ranks fifteenth. In other words, there are 26 other lines that per mile of track carry less passengers than the Zephyr. Even though the San Francisco/Chicago route runs through some thinly populated states, it still enjoys a high ridership level.

I would like to list some of those routes that rank much lower than the Zephyr which will continue under the proposed recommendation. For example, New York City/Harrisburg at 126 is below the Zephyr's 127 passenger train mile density measure. The New York City to Detroit route at 91 is considerably below; and the New Haven/Springfield route at 34 passenger miles per train mile is considerably below the 127 San Francisco/Chicago Zephyr measure....

...Keeping in mind the fact that the Chicago/San Francisco Zephyr route is in the upper half of the routes offered by Amtrak in terms of passengers per train mile, consider now the economic efficiency of the system. In Fiscal Year 1977, the Zephyr lost just under 13 cents per passenger mile. Out of the 41 train routes operated by Amtrak, the Zephyr ranked 20th in the profit-loss ratio. Again, it was in the upper half of the Amtrak routes offered in 1977.

Taking a look at some of the other routes which are recommended for retention on the basis of this same criteria, we find that the Zephyr, at just under 13 cents per mile loss, is above routes which would be retained such as the New York City/Buffalo/Detroit route which lost over 15 cents a mile; Chicago/Washington route which lost in excess of 18 cents per mile, and the New Haven/Springfield route which lost more than 38 cents per mile.

Melvin Carlson of Harwood Heights, Illinois also claimed consistently high ridership on the Zephyr and that there are only four other long distance trains that carry more passengers than the Zephyr. Additionally, he points out that the Zephyr has a scenic route through the High Sierras of California.

It was noted at the Salt Lake City hearing that both the Pioneer and the Zephyr were dependent on each other for ridership. It was stated that elimination of one of the routes will eventually, through decreased connecting ridership, cause the demise of the other. It was stated that twenty-five percent of the Pioneer's passengers transfer at Odgen to and from points east of Utah. Also, it was felt that the elimination of the San Francisco Zephyr would eventually result in termination of the Denver and Rio Grande Western's passenger service which connects with the Zephyr at Denver and Salt Lake City.

At the hearing in Reno, Nevada, it was felt that the Zephyr was beneficial to Nevada's tourist industry. There was also concern about low ridership in Carlin and Winnemucca due to early morning stops westbound and late night stops eastbound. Witnesses from Winnemucca felt Amtrak management was not responsive to suggested innovations. The city advertised weekend packages in Winnemucca with transportation by train, but Amtrak never responded to this package. Other problems with low ridership centered around absence of reservation or passenger information. One witness stated that in Winnemucca and Elko, a potential passenger looking up Amtrak in the local telephone directory would find the telephone number of pay phones located around the train station. Apparently Amtrak personnel would not answer the phone unless they happened to walk by when the pay phone rang. It was felt that this type of situation was not unique as many small town phone directories have no listing for Amtrak.

Governor Mike O'Callaghan of Nevada questioned the discontinuance of the Zephyr as being inconsistent with the Administration's national energy program. He also stressed the need for improved marketing efforts, citing the success of the San Francisco to Reno "Fun Train".

Mr. John J. Dolan, testifying on behalf of the National Conference of State Railway Officials, stated:

The Western Region of NCSRO strongly believes the San Francisco Zephyr should be retained on the Amtrak system. It is the only east-west train between Arizona and Montana, a distance of almost 1,000 miles. It is the only Amtrak train serving Nevada, Utah, Wyoming, Nebraska and Iowa (Ft. Madison excepted). It presently provides the only Amtrak service to the major urban areas of Denver (population 1.4 million), Salt Lake City-Ogden (population 765 thousand) and Omaha (population 575 thousand) plus numerous smaller cities.

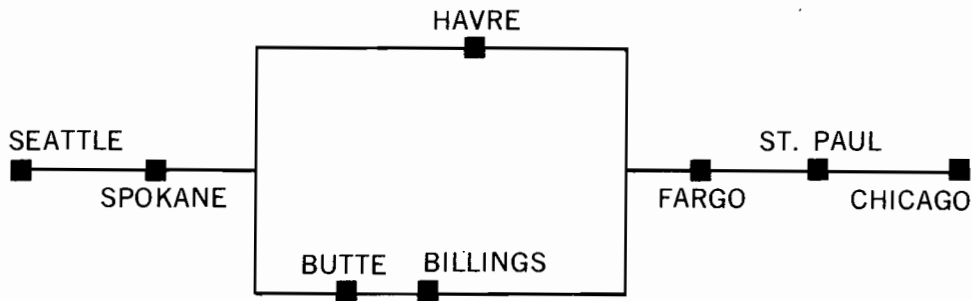
We recommend the San Francisco Zephyr not only be retained, but that it follow its present routing from Oakland to Cheyenne, then south from Cheyenne to La Junta via Denver, then east along the present routing of the Southwest Limited to Chicago. We also recommend the Southwest Limited follow its present routing from Los Angeles to La Junta, then northernly to Cheyenne, criss-crossing with the San Francisco Zephyr. From Cheyenne the train should be routed on the Union Pacific via North Platte to Grand Island, then the Burlington Northern to Lincoln and Omaha, and then

the Rock Island through Des Moines and Davenport on its way to Chicago. The routing east from Denver is somewhat different from the present routing, but would serve more and larger population centers, including Des Moines, the capital of Iowa.

In California, Caltrans (California DOT) and other witnesses criticized the Zephyr's elimination as "incomprehensible." It was stated that the Southwest Limited with a spur to Denver could not handle the passenger demand with existing equipment and that Lake Tahoe resort areas in California and Nevada would be impacted tremendously by the lack of rail passenger service. Numerous witnesses stated the passenger miles per train mile (127) of the Zephyr is well above the DOT designated 100 passenger miles per train mile requirement and is also higher than the passenger miles per train mile for other routes to be retained.

The Iowa Department of Transportation questioned the Report's criteria because the Zephyr, which ranked 15th in passenger miles per train mile, had a better avoidable loss total than seven lines which were to be retained and a better expense to revenue ratio than eleven other retained lines. The Pennsylvania Department of Transportation claimed the Report's own criteria supported retention of the service. The Southern Pacific supported the elimination of this route citing its disappointing ridership as reason for discontinuing it.

Generally, most witnesses favored continuance of the San Francisco Zephyr. At the hearings, a number of major points were brought out concerning the train. First, it traverses the middle of the country and, without the Zephyr, that section of the country would be without rail passenger service. Second, the train has a high passenger mile per train-mile ranking in comparison to other trains to be retained in the system. The Zephyr also serves such areas as Lake Tahoe, Reno, Winnemucca, and Salt Lake City. The Zephyr is needed by citizens of Wyoming for travel to large cities such as Denver and Salt Lake City for shopping, medical attention, and other general needs; it is especially needed by the handicapped and elderly. The Zephyr serves the citizens of western states during severe winter storms when all other forms of transportation are shut down. Because the train has been forced to operate with poor and dirty equipment, it hasn't been given a fair test. Lack of air conditioning in summer weather, dirty dining cars, poor sleeping accommodations and late arrivals are common service problems. However, the introduction of the superliner cars presently being built should increase ridership immensely. The possibility of a "domino effect" was raised by several witnesses who feared that if the San Francisco Zephyr is eliminated, both the Pioneer and the Rio Grande Zephyr, which are fed passengers by the San Francisco Zephyr, would soon follow.



**TRAIN: THE EMPIRE BUILDER  
#7-8 (NORTHERN ROUTE)**

ROUTE: CHICAGO—ST. PAUL—FARGO—HAVRE  
—SPOKANE—SEATTLE

DEPARTS CHICAGO:

MONDAY, WEDNESDAY, FRIDAY

ARRIVES CHICAGO:

WEDNESDAY, FRIDAY, SUNDAY

**TRAIN: THE NORTH COAST HIAWATHA  
#17-18 (SOUTHERN ROUTE)**

ROUTE: CHICAGO—ST. PAUL—BILLINGS—BUTTE  
—SPOKANE—SEATTLE

DEPARTS CHICAGO:

SUNDAY, TUESDAY, THURSDAY, FRIDAY

ARRIVES CHICAGO:

TUESDAY, THURSDAY, SATURDAY, MONDAY

EQUIPMENT: CONVENTIONAL

SERVICES: ALL RESERVED TRAIN  
COMPLETE DINING AND BEVERAGE SERVICE  
SLEEPING CAR SERVICE  
DOME LOUNGE SERVICE  
COACH SERVICE  
BAGGAGE SERVICE (AT MOST STATIONS)

DOT recommends that either the Empire Builder or the North Coast Hiawatha route be retained. It further recommends that service to Portland, Oregon via Spokane, Washington, be added to whichever route is retained.

The Empire Builder, which is the northern route, was part of Amtrak's initial route structure. The North Coast Hiawatha, the southern route, was added to the Amtrak system as an experimental route but now is a permanent part of the basic Amtrak system.

The level of public interest and concern for continued passenger service was considerable on both routes. A petition with 20,000 signatures was introduced at the Minot hearing in support of the northern route. Signed petitions were also submitted in support of the southern route.

Witnesses favoring the northern route testified that there is a lack of alternative transportation along the



northern route and that cities along the southern route have greater access to alternative modes of transportation. Several witnesses stated that the northern route is accessible to approximately 30 percent more of North Dakota population than the southern route, while witnesses in Montana claimed the southern route served most of its population and universities.

At the hearings in both Montana and North Dakota, virtually all witnesses were disturbed that DOT made this a north-south issue and they were reluctant to testify for one route over the other. The general feeling was that both routes should be retained. Some witnesses also expressed concern that train service in Montana and North Dakota was being sacrificed because of revenue losses and problems in the administration of Amtrak in the east and other major population centers of the country. Congressman Max Baucus of Montana stated:

It is hard for me or any of us in Montana to believe how callous the federal government and its agencies have been toward our transportation problem.

Witness after witness emphasized the fact that it is unfair to judge the future of Amtrak because of the generally poor service presently provided. Most felt that a daily train with new cars and some form of advertising would attract more riders and cut the deficits.

Poor on-time performance was cited by many of the witnesses as the largest deterrent to rail passenger service. From January to March of 1978, the average on-time performance of both trains, the Empire Builder and the North Coast Hiawatha, was five percent and four percent, respectively. In April 1978, on-time performance showed some improvement: 14.3 percent for the Empire Builder and 32.0 percent for the North Coast Hiawatha.

Lack of local or even statewide advertising and marketing for these trains was a consistent complaint at the hearings. Consequently, it was stated that resorts and travel agents have had to develop their own "Amtrak Packages". An example of this is the Big Mountain Resort in northwestern Montana. According to the testimony of Bob Benjamin, the resort entered into a marketing agreement with the Great Northern Railroad in 1958. During the 1958-59 season, the resort had 784 skiers arriving by train. The resort built that figure to a peak of 4,714 skiers arriving by train for a single ski season. However, when Amtrak took over operations of the route, ski patronage declined. For example, the resort's train arrivals for the 1977-78 season totaled 1,782 or a 23 percent decrease from the 1976-77 ski season. Reasons cited for this were

the absence of advertising, and the total lack of interest by Amtrak. It was felt that the elimination of daily service also added to the decline in ridership. Mr. Benjamin also cited the continual late arrival of Amtrak's trains.

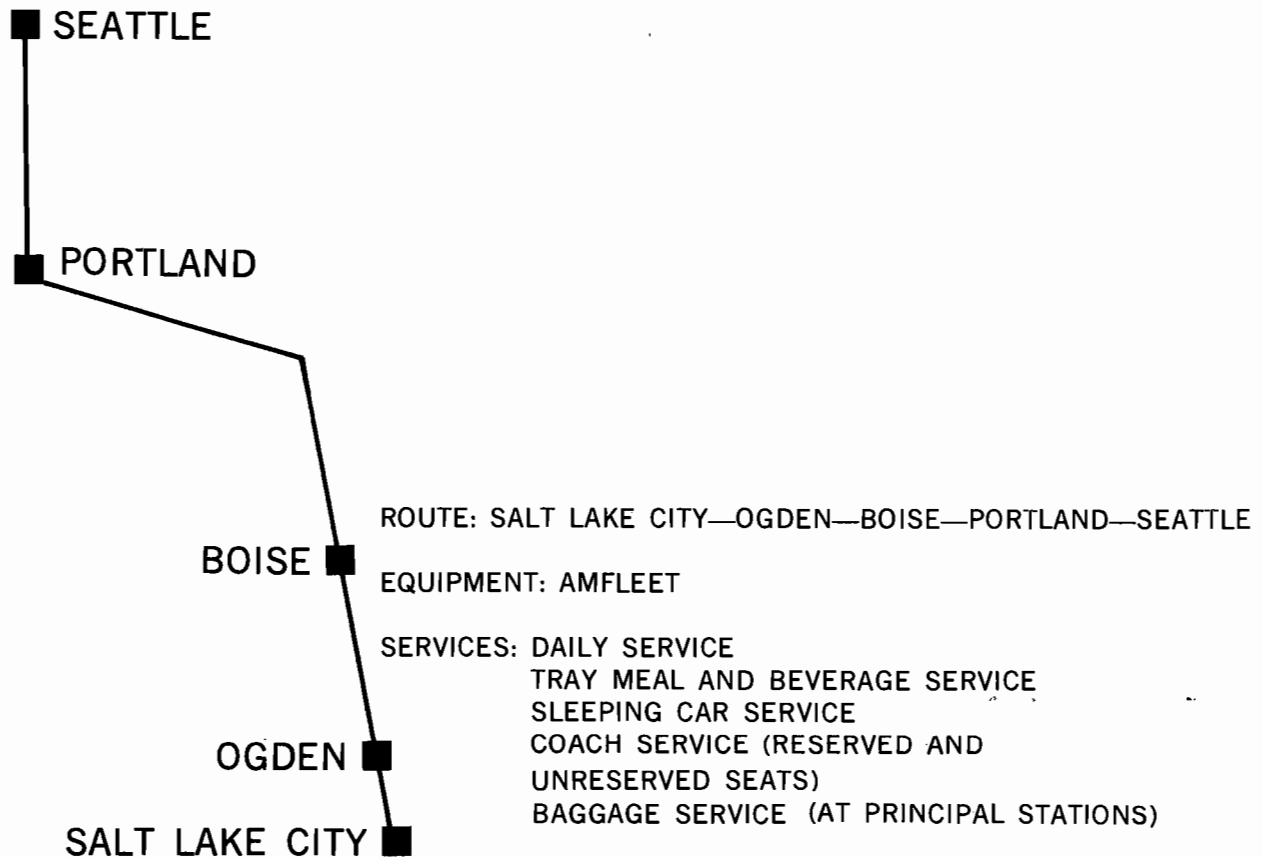
Amtrak's package express along both the northern and southern routes received praise from many businessmen, such as florists, and from hospital and laboratory personnel. Supporters stated that Amtrak could decrease its deficit each year by adding an additional baggage car and advertising more. Florists testified that their livelihood would be in jeopardy if train service were discontinued because of their inability to ship their products by other modes. A number of witnesses cited the need for both trains during the severe winters common to the area.

Many witnesses complained about the condition of the trains, poor on-time performance and lack of advertising. However, one witness noted that a late, dirty train is better than no train at all, even though during the 1977-78 ski season the train was on-time only twice.

Richard Gentry, President of Ski-Pac, a ski tour agency in Bellevue, Washington, urged continuation of rail service to ski regions served through Whitefish, Montana. His agency booked 966 skiers during the 1977-78 ski season. He cited Sun Valley, Idaho, as an example of what happens when rail service is dropped; skiers leave mass transportation altogether and switch to autos. Joseph Harrop, manager of the Spokane Area Chamber of Commerce, called Amtrak a "Dinosaur," the choice of less than one percent of the traveling public, and unable to compete with air, bus, and car. He recommended retaining the northern Montana route, since the southern portion of Montana is served by Interstate 80.

Bruce McQuade, Vice-President of Take-a-Bus-Spokane, a volunteer bus advocacy group, urged creation of an inter-modal transportation center in Spokane. According to Mr. McQuade, the inconvenience of transferring from one mode to another deters use of all public transportation modes. He also indicated the Spokane municipal bus system does not adequately serve Amtrak's late-night schedule.

**TRAIN: THE PIONEER**  
# 25-26



DOT recommends the discontinuance of this route. Witnesses at hearings in Utah and Oregon criticized the DOT's recommendation, stating that the Pioneer, which is a recently-instituted train, was not given time to prove itself. They also noted that the train was analyzed inconsistently relative to the rest of the system, and that ridership on the Pioneer is growing.

The City Manager of Baker, Oregon stated at the Pendleton hearing:

To cutback the Pioneer suggests that it was a token route to begin with, with no political or statistical chance of survival.

Other witnesses stated that the Pioneer was instituted as an experimental route in June of 1977, and that Amtrak's policy establishes a two-year trial period for experimental trains.

The Oregon State Public Utility Commission testified that ridership on the Pioneer, between the months of June of 1977 and April 1978, totaled 90,661 passengers, an average of 277 per day, and that DOT recommended elimination of the Pioneer on the basis of ridership data reflecting only the initial four months of operation.

Participants in the hearings objected to DOT's 100 passenger miles per train-mile (PM/TM) criterion as discriminatory when applied to the route of the Pioneer and other western trains. Witnesses also stated that the Pioneer is the fourth least costly train in the Amtrak system, costing 6.6 cents per passenger mile, approximately one half of the system average cost.

It was noted that even the ridership figure used by DOT (87 PM/TM) indicates that, after only four months of operation, the Pioneer performed better than seven routes recommended for retention. Route ranking by profit/loss indicated that the Pioneer performed better than 12 routes to be retained and the Pioneer ranks 22nd out of 41 routes in total dollar yield, which is better than 11 routes to be retained.

Witnesses stated that the Pioneer's peak ridership period, November and December 1977, coincides with severe winter weather when the train was the only transportation available. It was noted that air service is limited, and that Pendleton is the only city in the area served by a major airline, United Airlines, and United's service has dropped from four flights a day in the late 1960's to two flights a day, one to Portland and one to Salt Lake City.

It was brought out that during good weather bus service is generally available throughout the region. Both Greyhound and Trailways operate from Portland to Salt Lake City through Idaho and towns in southeastern Oregon. Witnesses stated that the Pioneer competes directly with Greyhound and Trailways and, to a limited extent, with Mt. Hood Stages. Mt. Hood Stages stated it serves communities abandoned by Greyhound, United Airlines, Consolidated Freightways, and many small bus lines. Several witnesses stated that since the bus serves as a connection to the train, in some instances there is an opportunity for better coordination of service.

Interest in retaining the Pioneer was expressed by most witnesses in the Portland, Pendleton, and Salt Lake City hearings. Mayors, city managers, or representatives of the city

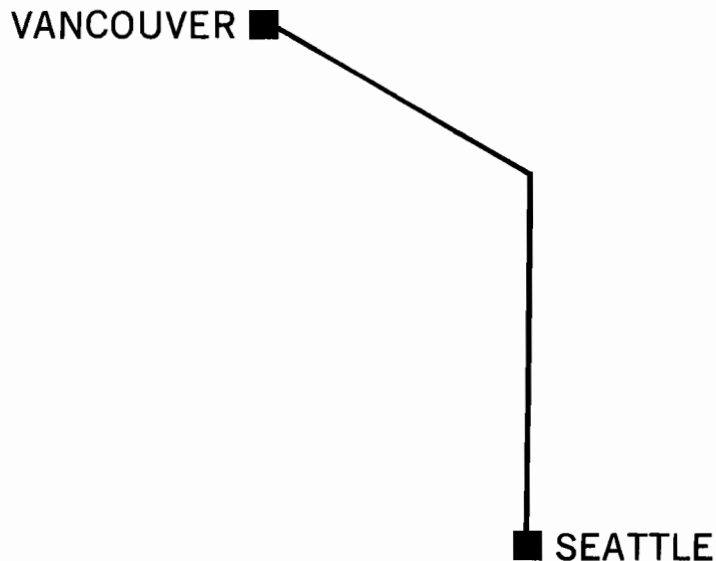
councils of almost all communities served by the train testified in support of retaining the Pioneer. County commissioners, state representatives, and organized civic groups, such as local Chambers of Commerce and the Rotary Clubs, also expressed support for the Pioneer. Representatives of the Oregon and Utah State Departments of Transportation and the Oregon Public Utilities Commission also supported retention of the train.

Mr. John S. Dolan, representing the National Conference of State Railway Officials, stated:

We recommend that the present routing of the Pioneer be retained between Ogden and Portland with this link being a continuation of a portion of the San Francisco Zephyr train. We are very concerned that the Pioneer was instituted on a three year experimental basis and now DOT is proposing the train be dropped when the three year test period is only half over. The ridership has been more than expected and the deficit per passenger mile has been less on this train than on most Amtrak trains.

The Pennsylvania Department of Transportation stated that this new service is still in the experimental stage and it has not had its two years of experimental service as mandated by law.

**TRAIN: THE PACIFIC INTERNATIONAL**  
**#793-794**



ROUTE: SEATTLE—VANCOUVER

EQUIPMENT: AMFLEET

SERVICES: DAILY SERVICE  
SANDWICH, SNACK, AND BEVERAGE SERVICE  
COACH SERVICE (UNRESERVED SEATS)  
NO CHECKED BAGGAGE

DOT recommends the discontinuance of this route. Most witnesses urged the continuation of this route. A number of witnesses felt rescheduling would improve ridership. They noted that the present schedule benefits only through passengers between Vancouver and California, because the schedule is designed to connect with the Coast Starlighter at Seattle.

Witnesses testified that the route is very scenic, running a substantial distance on the edge of Puget Sound and yet the present schedules ignore the route's tourist potential. Paul Phillips, a member of the Board of Directors of the National

Association of Railroad Passengers (NARP) and a resident of Spokane, urged additional service for the Pacific International, stating that the present schedule from Vancouver to Seattle is "absolutely inconvenient" and ignores the route's great tourist potential. One witness suggested that the schedule is 60 minutes too long and suggested two changes to reduce the schedule time. He believed 40 minutes could be saved at the border if Customs Agents would ride on-board the train and that another 20 minutes could be gained in Vancouver if Amtrak crews "turned the train" before passengers boarded.

Art Allen, a Seattle Travel Agent, opposed DOT's proposed route elimination, and expressed concern over Amtrak's lack of advertising and rude personnel. He also stated he turns away 30 customers a day because he cannot offer daytime train service to Vancouver.

Weaver Rosenquist, President of Empire Bus Lines Company, which operates 27 buses in British Columbia, Idaho, and Washington, argued that Amtrak's subsidy, and particularly its excursion fares, imposed unfair competitive burdens on the bus industry. He believed this would lead to bus service cutbacks on those rural routes which operate at a deficit and are cross-subsidized by profits from bus excursion tickets.

Daniel Perkins, a former railroad employee still affiliated with the United Transportation Union, attacked Amtrak for failure to stop wasteful labor practices. He noted there was only one brakeman on the 4-car Mount Rainier train, but two on the 3-car Pioneer train. He has traveled 25,000 miles by rail in the past two years and found very poor quality control by on-board service personnel. He recommended additional Vancouver service and a new Seattle-Spokane-Portland circuit route. He felt present Seattle-Vancouver schedules favor Canadian passengers, but this could be corrected by adding a second daily train.

Thomas Rekdal, a Seattle resident and member of the National Taxpayers Union, said there is "nothing culturally uplifting" about riding trains. He stated he has never met anyone who rides the railroads and that he favors all possible cutbacks.

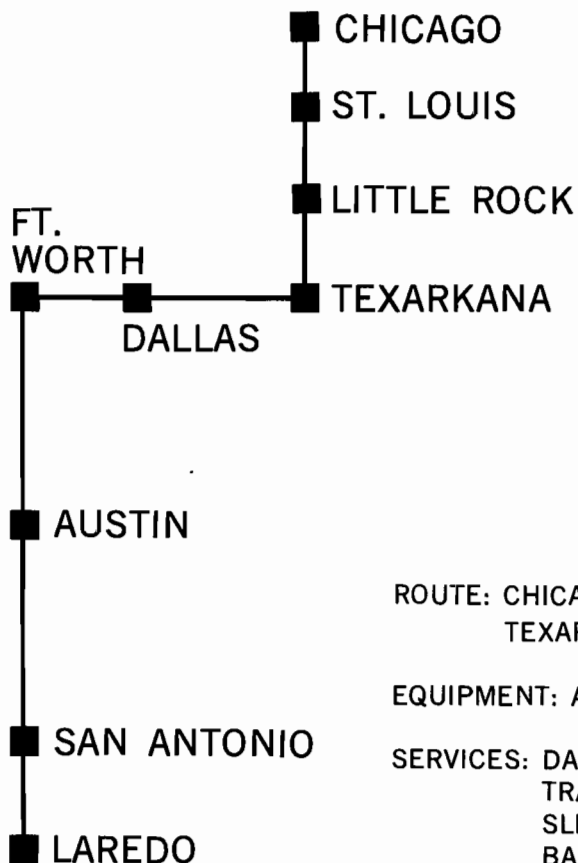
Russell Olson, a Greyhound employee representing the Almagamated Transit Union Employees, supported DOT's proposals as necessary to the economic health of the bus industry. He reported that the number of Greyhound employees nationwide

dropped from 16,000 in 1974 to 12,000 in 1977, and suggested that many small towns may lose bus service if present trends continue.

The Pennsylvania Department of Transportation argued continuation of this route because of its feeder capability which generates many passenger miles on connecting trains. It further maintained that the route has international value justifying its retention.



**TRAIN: THE INTERAMERICAN  
#21-22**



ROUTE: CHICAGO—ST. LOUIS—LITTLE ROCK—  
TEXARKANA—DALLAS—SAN ANTONIO

EQUIPMENT: AMFLEET

SERVICES: DAILY  
TRAY MEAL AND BEVERAGE SERVICE  
SLEEPING CAR SERVICE—(TRI WEEKLY)  
BAGGAGE SERVICE (AT MOST STATIONS)

DOT recommends the discontinuance of this route. The strongest support for continuance of this train came from the Little Rock, St. Louis, and Texas hearings. Most supporters stated that the biggest reason for low patronage is the poor quality of service.

At the St. Louis hearing, it seemed that few were surprised by the proposed elimination of the InterAmerican. Witnesses stated that the train is very poorly scheduled. If it did not miss connections with the Mexican train at the border in both directions, ridership would improve. Witnesses expressed confusion about the daily scheduling during the summer and the

tri-weekly scheduling during the winter. The on-time performance of 69.2 percent and the average speed of 42.9 miles per hour were also mentioned as causes of poor patronage. The most frequent suggestion for increasing ridership was to improve marketing and promotion not only for the InterAmerican but for the whole system. Poor equipment and roadbed conditions were frequent causes of complaints. Witnesses stated that the train lacks sleeping and dining cars most of the time, which they considered deplorable for a 25 1/2 hour trip. Many alternate routes were suggested to improve the quality of the ride and the level of ridership. One frequent suggestion was the merging of the Lone Star and InterAmerican.

The Little Rock hearing generated considerable support for the continuation of the InterAmerican. It was brought out that the InterAmerican provides the only intercity rail passenger service in Arkansas, and none of the DOT's alternative scenarios provide for rail passenger service in the state. It was also indicated that should Arkansas lose rail service, it still has, with the exception of air travel, alternative means of transportation. Interstate 30 parallels the train's route and Greyhound and Trailways serve the immediate area.

At the Little Rock hearing several other concerns were raised. First, a number of witnesses considered it foolish to curtail train service in light of existing energy problems. Second, it was felt that the east and west coasts of the country were given preferential treatment while the middle of the country, especially the South, was being slighted. Third, the InterAmerican hasn't been given a fair chance. It was also felt that the Missouri Pacific did not exercise the same degree of concern for passenger trains as it did for its freight trains.

At the San Antonio and Dallas hearings, it was pointed out that the Sunset Limited and Lone Star will still service the large urban areas of San Antonio and Ft. Worth/Dallas. However, a number of communities, including Texarkana, Marshall, Longview, Taylor, Austin, San Marcos, and Laredo, will lose rail service.

In Dallas, an Amtrak employee expressed his views regarding the problems of the InterAmerican, stating that to date the InterAmerican has had a poor on-time performance record, poor equipment, and inadequate promotion. He felt that Amtrak's ability to achieve on-time performance is undermined by the Missouri Pacific (MoPac), stating that the MoPac gives preference to its freight trains as opposed to the InterAmerican, resulting in the InterAmerican's slow service. One witness stated that the InterAmerican represents a classic case of Amtrak bungling because the train is improperly routed and does not have necessary equipment such as sleeping and dining cars.

Several witnesses said patronage was affected by inadequate station facilities. It was noted that Amtrak has failed to respond to the offers of local governments, especially those of Ft. Worth and Austin, to assist in the construction of station facilities.

The San Antonio hearings generated basically the same concern as the other hearings including the lack of Mexican connections, poor on-time performance, and bad or inappropriate types of equipment. Several witnesses felt that lack of sleeping cars was unacceptable on long distance trains. Several taxpayers at the San Antonio hearing also voiced their opposition to large and growing Amtrak subsidies.

**TRAIN: THE SHENANDOAH #32-33**

ROUTE: WASHINGTON—HARPERS FERRY—MARTINSBURG—CINCINNATI

EQUIPMENT: AMFLEET

SERVICES: DAILY SERVICE  
TRAY MEAL AND BEVERAGE SERVICE  
ECONOMY SLEEPER SERVICE  
COACH SERVICE (RESERVED AND UNRESERVED SEATS)  
NO CHECKED BAGGAGE

CINCINNATI

CUMBERLAND

MARTINSBURG

HARPERS FERRY

WASHINGTON

**TRAIN: THE BLUE RIDGE**

# 701-702-703-704-705

ROUTE: WASHINGTON—HARPERS FERRY—MARTINSBURG

EQUIPMENT: AMFLEET

SERVICES: DAILY SERVICE  
SANDWICH, SNACK AND BEVERAGE SERVICE  
COACH SERVICE (UNRESERVED SEATS)  
NO CHECKED BAGGAGE.

DOT recommends the discontinuance of both the Shenandoah and the Blue Ridge.

The Shenandoah is a two-car train, with recently installed sleeping compartments. The Blue Ridge is a seven-car train which provides services between Washington, D.C. and Martinsburg, Harpers Ferry, and various other communities of West Virginia and Maryland. Its patrons are mainly commuters working in Washington, D.C. The train leaves Martinsburg at 6:50 a.m. and arrives in Washington at approximately 8:30 a.m. The return trip begins at 4:50 p.m. and arrives in Martinsburg at approximately 6:30 p.m.

At the Martinsburg hearing, Congressman Harley Staggers testified that the Shenandoah and the Blue Ridge have the most consistent growth in ridership of any Amtrak trains. He estimated that ridership went up 28.5 percent or 14,000 passengers over the previous year. According to one witness, who is also a conductor on the Baltimore & Ohio, commutation tickets are not accurately counted by Amtrak. Accordingly, he doubted the profit/loss figures of the Blue Ridge. Several witnesses also testified that Amtrak does not promote these routes.

Most witnesses, who were also commuters, stated they bought homes in Maryland and West Virginia based on the representation by Amtrak that service would be continued. Many stated that if the service is discontinued, they face a one and a half to two hour drive to work or the possibility of relocation. Many stated that discontinuance of the trains would result in hundreds of additional cars on the road polluting the environment and taxing the commuters' emotional stability.

A number of witnesses testified as to the importance of the commuter service provided by both the Blue Ridge and Shenandoah. At the Martinsburg, West Virginia hearing, State Senator Robert M. Steptoe testified in regard to the commuters:

If the Interstate Commerce Commission were to decide to eliminate the Shenandoah and Blue Ridge trains, there would be an adverse economic impact on the eastern panhandle of West Virginia. It is estimated that approximately 200 West Virginia passengers per day use these trains to travel to and from Washington, D.C. It is further estimated that if these trains were eliminated, approximately 50% of these passengers would be forced to leave West Virginia to retain their employment in the Washington area. It is further estimated that these 100 families each spend about \$20,000 a year in West Virginia for the purchase of homes, goods and services.

Thus, the eastern panhandle might lose a total of \$2,000,000 a year from its economy through the cancellation of train services to Washington. This reduction in economic level could mean the loss of as much as 100 jobs in the service industries that serve the eastern panhandle.

Several witnesses also stated that not all riders are commuters. Many tourists use the train to visit such historical sights as the C&O Canal, Harpers Ferry, and the Appalachian Trail. The train is also used for tourists going to Washington, D.C.

John P. Killoran, Executive Director of the West Virginia Maintenance Authority stated:

Neither the Shenandoah, nor the Blue Ridge, have received a fair opportunity. Both trains have experienced ridership gains of over 32% from the past year. And, the Washington via Cumberland market provides Amtrak the highest average dollar value yield of any route outside the Northeast Corridor.

At Parkersburg, one witness testified that the Shenandoah's former day-time schedule was a cause for low ridership. However, the new schedule has improved this situation. Many witnesses also noted that the lack of promotion and advertising of this route as a tourist attraction was a reason for ridership problems.

Most of the witnesses at the Washington, D.C. hearings who supported continuance of the two trains were commuters who would encounter travel problems if the trains were discontinued. An attorney from the Department of Energy, Ms. Janice Landow-Esser, pointed out the significant energy and environmental impact which would result if the train were discontinued. She stated:

The Blue Ridge, alone, carries approximately 1,460 passengers per week day. Ridership on the Blue Ridge and the Shenandoah has increased 33% since January 1978 and can be expected to continue to increase.

If Amtrak service is cancelled, many of the passengers will be forced to drive to and from Washington, D.C. The drive would be caused by inconvenient alternate train schedules and the fact that all B&O trains currently operate above 100% capacity and are, therefore, unable to absorb the displaced Amtrak riders.

Assuming 50% of all Blue Ridge passengers drive in single passenger cars, approximately 24,000 miles per day, or 6,362,400 miles per year, in automobile travel will result.

Using the 1978 average of 14.8 miles per gallon, 429,891.89 gallons of gasoline per year will be consumed. If Amtrak service is continued, this waste of gasoline can be avoided.

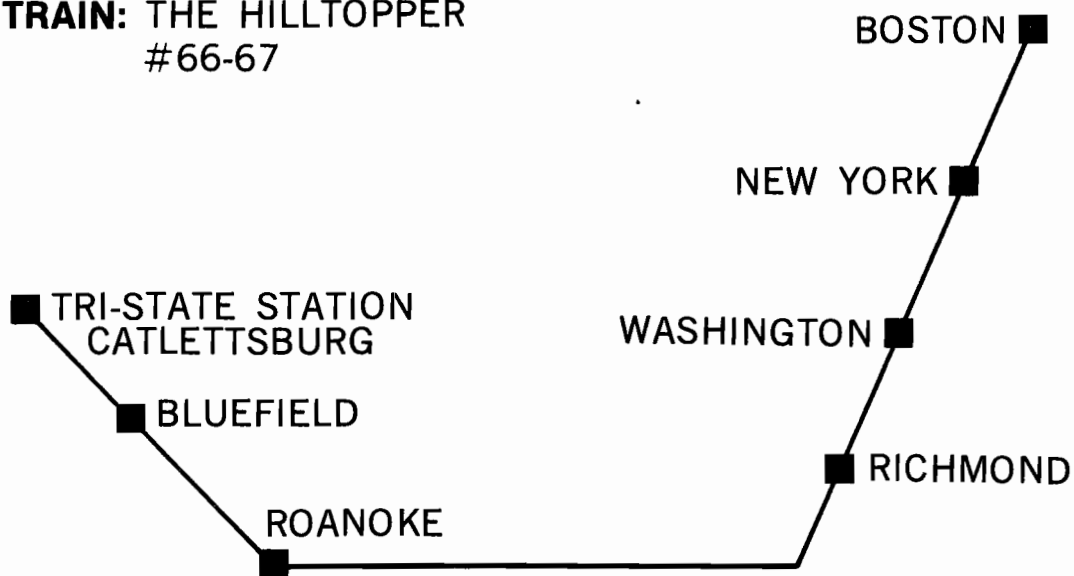
Approximately 47,677 pounds (21.2 tons) per year of hydrocarbons, 546,886 pounds (244 tons) per year of carbon monoxide, and 42,068 pounds (18.7 tons) per year of nitrogen oxides will be emitted by automobiles forced onto the road by cancellation of Amtrak service.

Most witnesses at the Cincinnati hearing also favored retention of the Shenandoah. They supported the Shenandoah because of its long distance passenger service rather than its commuter operations. Congressman Thomas A. Luken, who cited problems with the Shenandoah, stated:

It is my belief that if Amtrak were to update their equipment in order to insure better timing, improve roadbed conditions between Cincinnati and Washington, and reduce delays caused when Amtrak trains must yield to freight trains, the Shenandoah would prove to be a valuable asset to the National Railroad Passenger Corporation.

The problems of lack of advertising and poor roadbed conditions were also raised at the Cincinnati hearing. At a minimum, concerned parties felt that ridership on the trains justified continuation of the routes at least to Martinsburg.

**TRAIN: THE HILLTOPPER**  
#66-67



ROUTE: BOSTON—NEW YORK—WASHINGTON—RICHMOND—ROANOKE—BLUEFIELD—  
CATLETTSBURG

EQUIPMENT: AMFLEET

SERVICES: DAILY SERVICE  
TRAY MEAL AND BEVERAGE SERVICE  
SLEEPING CAR SERVICE (BOSTON—WASHINGTON ONLY)  
COACH SERVICE (RESERVED AND UNRESERVED SEATS)  
NO CHECKED BAGGAGE.

DOT recommended discontinuance of this route between Washington, D.C. and Tri-State Station, Kentucky (Catlettsburg).

There was considerable support for retaining this train. Wayne A. Whitham, Virginia's Secretary of Transportation, stated:

The Hilltopper's performance can not match that of the Colonial, however, it should be recognized that this route provides the only east-west rail service for southside Virginia between Richmond and Bluefield. Without this service, many of Virginia's citizens will be without a convenient, direct east-west alternative to the automobile. It is believed that



Some of them will surely be deprived of an inexpensive and reliable means of traveling from home to school.

If the decision is to abandon ... this train service in Virginia, it will deprive thousands of Virginians of all passenger train service, reduce tourism, eliminate a source of income and deter the economic growth of the area affected. There is also an environmental and fuel drain impact resulting from the additional motor vehicles that potential passenger train users would have to utilize if this train service is discontinued.

Gary Estes of Richmond, Virginia, also supported retaining the train, stating:

I found that there was a considerable potential market of college students with respect to the change to the Hilltopper coming from D.C. to Richmond to Petersburg over to Roanoke, Christiansburg, Virginia to Bluefield. And we found out from the higher education that there are some 7,000 students coming from the route which could potentially use the train to get into the State University.

I also found that there are some 1,400 students who go to Radford College, which is another station near Christiansburg. So, we are talking about 3,400 potential passengers on the Amtrak Hilltopper if a market were made by Amtrak with the help of the colleges and universities to advertise this service in the school newspapers about the availability of service.

Mr. Tyree from Bluefield, West Virginia, also brought up the problem of the connection to Chicago at Catlettsburg. He stated:

But there is a horrible layover on this train to connect with the Chicago train. There is a seven-hour layover in Catlettsburg. Anyone arriving there about 12:45 in the morning, has no place to stay. I would imagine the terminal is closed, if they have a terminal in Catlettsburg.

Amtrak has not done all that could be done to promote the patronage on this route. The intense effort to cut costs by Amtrak has resulted in the curtailment of many of the very services (e.g., checked baggage) which are prerequisites for attracting patrons. In addition, it appears that Amtrak has not done all that could be done in the area of fare discounts, advertising, service improvements, improved schedules, improved equipment, etc. For these reasons, the Commonwealth of Virginia must oppose the recommendation to delete this service.

Several other witnesses felt that the east-west route was needed in Virginia as an alternative means of transportation. One witness from Farmville, Virginia, which is along the Hilltopper route, stated that if this route is discontinued, Hampton City College and other colleges along the route will have only buses as transportation for students.

Winfred Hasty, Jr., Executive Vice President, Petersburg (Virginia) Chamber of Commerce stated:

As you know Petersburg is the key "Pivot point" of this train service. Here passengers coming east from Tri-State Station transfer to AMTRAK buses for Suffolk, Portsmouth, and Norfolk, and also transfer to southbound trains for Florida, and destinations-in-between. To eliminate the service of "THE HILLTOPPER" deprives the people of the cities and rural areas to our west of a reliable means of transportation to the east, south and north.

Granted the on/off boarding data for Petersburg doesn't reflect too favorable for retention of "THE HILLTOPPER", however, without this service many dependents who rely on it to visit Military Personnel at Fort Lee and the many Naval Installations in the Norfolk-Portsmouth Area, or tourists who wish to go to points to the south are forced to use other less desirable and less relaxing modes of travel. It is hard to pinpoint exact data on who these people are. Also, one hundred forty seven students attending Virginia State College in Petersburg near the Ettrick Station, reside in those cities and counties east of Roanoke through which "THE HILLTOPPER" travels.

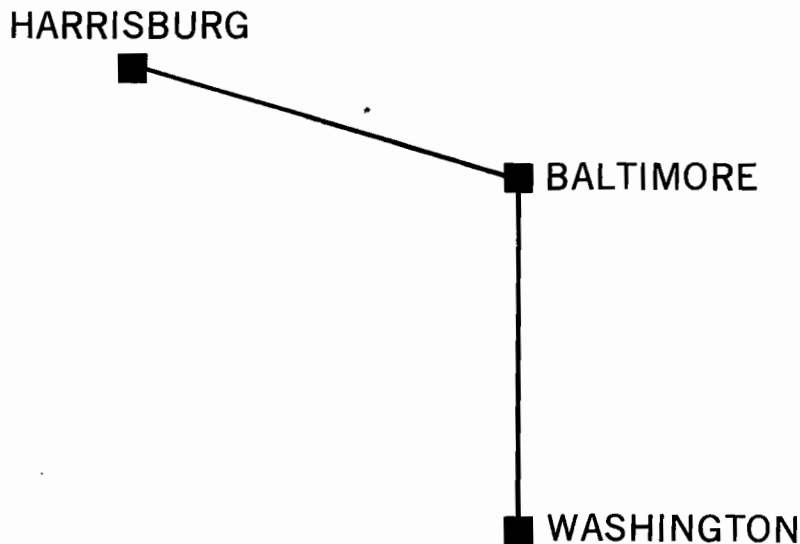
Frank DiMartino, Executive Director of the Fog Valley Chamber of Commerce, gave two suggestions for increased ridership. He stated:

One, a good connection between the "Hilltopper" and the "Cardinal" at Catlettsburg both east and west by changing arrival and departure times of the "Cardinal"...the C&O track. Two, the most desirous solution would be to continue the west run of the "Hilltopper" on to Cincinnati where services, such as connecting trains to other points are more desirable.

Several other witnesses felt that a continuation of the train to Cincinnati is imperative.

A number of witnesses called for additional stops in southern West Virginia at communities having no bus service. Those who opposed the train stated it was the biggest money loser and failed to serve a good market area.

**TRAIN: NATIONAL LIMITED (WASHINGTON, D.C. SECTION ONLY)  
#430-431**



ROUTE: WASHINGTON, D.C.—BALTIMORE—HARRISBURG

EQUIPMENT: CONVENTIONAL

SERVICES: DEPARTS WASHINGTON: MONDAY, WEDNESDAY, FRIDAY  
ARRIVES WASHINGTON: TUESDAY, THURSDAY, SATURDAY  
ALL RESERVED TRAIN  
SNACK AND BEVERAGE SERVICE  
NO CHECKED BAGGAGE

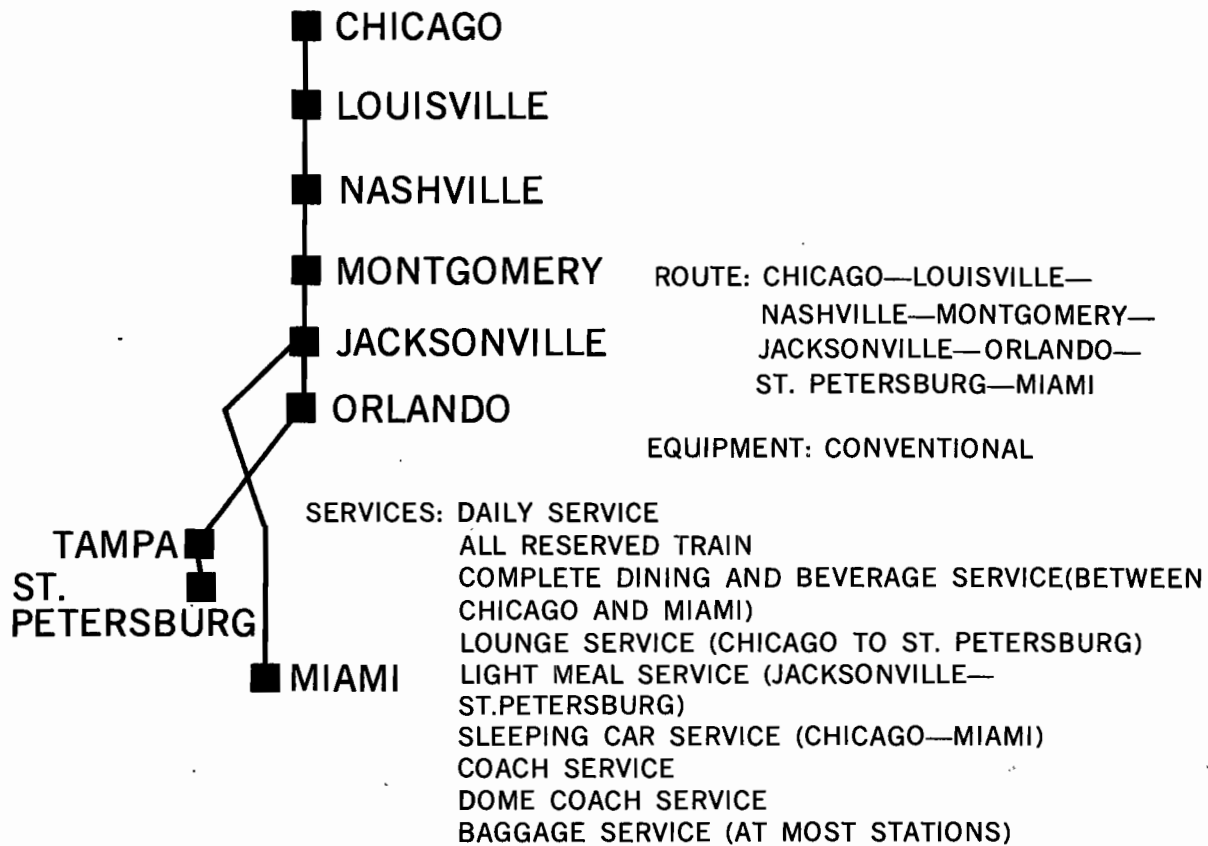
The National Limited operates between Washington, D.C. and Kansas City via Baltimore, Philadelphia, Harrisburg, Pittsburgh, Columbus, Indianapolis, and St. Louis. Another leg of the National Limited originates in New York City. The New York and Washington sections of the train join at Harrisburg for through service to Kansas City. DOT recommends the discontinuance of the Washington, D.C. to Harrisburg segment of this route. To ride the National Limited to and from Washington, D.C., passengers would be required to use Northeast Corridor trains to connect with the National Limited at Philadelphia.

There was little public testimony directly concerning the elimination of the Washington, D.C. leg of the National Limited. At the Pittsburgh hearing, witnesses were more concerned with DOT's recommended reduction of service frequency to Pittsburgh, resulting from a proposed combination of the Broadway Limited and the National Limited into a single train operating through Pittsburgh. Peter Flaherty testified that a city the size of Pittsburgh should have direct service to Washington, D.C. and suggested rescheduling the train to make it more attractive. William Polk, Executive Engineer of the Pennsylvania Department of Transportation, suggested the service should be rerouted over the shorter Chessie line through Cumberland, Maryland.

A tour group urged continuance of this train because of the Washington, D.C. tourism potential. Several other witnesses expressed the need for better scheduling of this train.

The Maryland Department of Transportation urged retention of the Washington - Baltimore - Harrisburg section of this train in order to preserve direct connections from Baltimore to the Midwest. It also cited heavy tourist and governmental travel as reasons for continuing this service.

**TRAIN: THE FLORIDAN**  
**#56-57**



The DOT report recommends the discontinuance of this route.

Support for continuance of this train came mostly from witnesses in Alabama, Georgia, and Florida. However, Miami had a large turnout of pro-bus witnesses supporting the elimination of this train. Many witnesses in both the Savannah and Atlanta hearings urged that the southern portion of the Floridian be rerouted through Atlanta, Savannah, and Jacksonville. Witnesses stated that this routing would provide a rail link from Atlanta to Florida and also connect Georgia's two largest cities, helping to make the route more viable. It would also connect the Southeast with Chicago and the Midwest. Others stated that eliminating the route would make it impossible to go west from Atlanta without going north through Washington, D.C.

Witnesses in Miami noted that even though Amtrak only has one percent of the public transportation market, ten percent (300,000) of all tourists come to Florida by train each year. Another point stressed in the hearings was the lack of advertising for Amtrak trains. It was felt that many people do not ride the trains because they do not know what service is available.

Testimony at these hearings also revealed that the poor quality of service has caused many travelers to turn away from the Floridian. Poor on-time performance and poor station facilities along this route were noted as causes of customer dissatisfaction. It was noted that Miami has a new \$5.7 million station but it is not convenient to bus transportation. Witnesses also noted inadequate stations in Bloomington, Indiana and in Valdosta, Georgia. In Louisville, Jacksonville, and St. Petersburg the stations are located away from the center of the city with no public bus transportation. In other cities, such as Tampa, Waldo, and Wildwood, old stations are often dirty and uncomfortable. Another reason stated for the Floridian's problems is poor equipment. Witnesses stated that it has the worst equipment by far in the entire Amtrak system. Air conditioning breakdowns occur because the generators do not work when the train travels below 30 mph, which is the speed the Floridian often travels. At those speeds, batteries take over and often run down during the long trip. One conductor stated that he rode nine months on the Floridian without ever making a single round-trip free of air conditioning problems.

Witnesses at the Nashville, Louisville, and Indianapolis hearings generally supported the Floridian but complained of derailments, bad service, and poor equipment. At the Nashville hearing, Paul Ferris stated:

The Floridian has not been well patronized only because it has been operated with antique equipment over one of the most dangerous and inefficient railroads in the world.

Amtrak's 1977 annual report showed that the Floridian ran on time only 47.6% of the time it ran over L&N trackage, which had thousands of derailments. It was equipped with cars so obsolete that, as described by a Chicago financial editor, "it was like trying to set up an auto-rental agency with 1950 Hudsons and DeSotos."

...The "Floridian" has been re-routed more often than any other Amtrak train, mainly through Indiana, as various lines of the old Penn Central deteriorated... It has also derailed more often than any other Amtrak train.

Another point brought up at the Nashville hearing was that Amtrak's failure to route the train via Chattanooga and Atlanta was a major cause for low ridership. Many of the supporters of the Floridian could not understand why the train was routed through Birmingham rather than Atlanta. At the Louisville hearing, the Kentucky Association of Railroad Passengers (KARP) offered several reasons for the Floridian's failure to attract patronage. First, Amtrak has done little since its inception to upgrade service on the Floridian. Second, the train's travel time has increased 7 1/2 hours since 1970. It was felt two hours could be cut from the schedule by putting on better locomotives. Third, the train would be more fuel-efficient by operating through Atlanta. Fourth, the Louisville station was inconveniently located with no bus service. Fifth, the Floridian has had virtually no advertising or promotion. It was noted that elimination of this route would leave Kentucky without rail passenger service. Also, many witnesses were upset with the derailment problems along the Floridian route, citing the condition of both the Conrail and Louisville & Nashville (L&N) tracks as dangerous and deplorable.

At the Indianapolis hearing, both Governor Otis R. Bowen and Senator Richard G. Lugar expressed concern about the large subsidies being paid to operate Amtrak. They both felt, however, that the Floridian has never been given a fair chance to prove itself. One of the most serious problems repeatedly raised was poor track conditions, particularly in Indiana. It was stated that track conditions prohibit a reasonably efficient service and have necessitated numerous schedule changes.

At the Chicago hearings, the quality of service of the Floridian was repeatedly raised and witnesses voiced their opposition to its discontinuance.

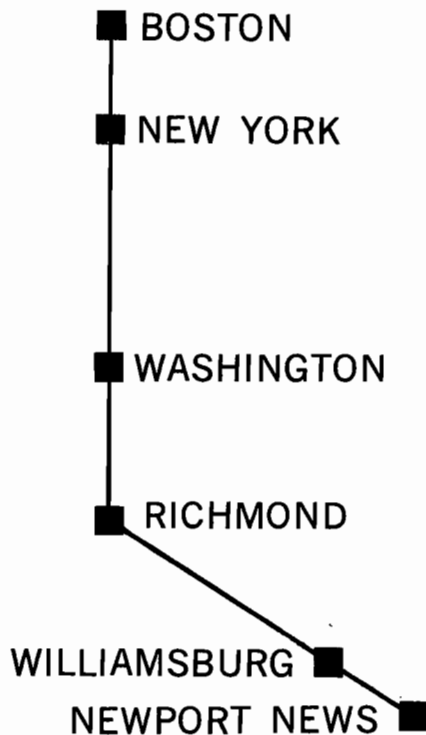
General opposition to retaining the train was voiced by bus companies and taxpayer interests. The bus carriers generated a strong showing in Florida where Greyhound and Trailways compete with Amtrak. Taxpayer interests turned out in large numbers at hearings along the Floridian route in support of its discontinuance. Also some train riders felt the Floridian was a hopeless case and should be eliminated.



Many witnesses suggested improving the Floridian in the following ways: implementing a shorter schedule; adding new equipment; rerouting through Atlanta, Brunswick, and Savannah; rehabilitating roadbeds, especially on the L&N and Conrail; rerouting to better track such as the Chessie's and Southern's; using better or new locomotives; relocating and/or repairing stations along the route; providing better on-board service.

The Georgia Department of Transportation cited the growth of Atlanta and strongly supported the routing of the Floridian through that city.

**TRAIN: THE COLONIAL**  
#171-174



ROUTE: BOSTON—NEW YORK—WASHINGTON—  
RICHMOND—WILLIAMSBURG—  
NEWPORT NEWS

EQUIPMENT: AMFLEET

SERVICES: DAILY SERVICE (SOUTH)  
DAILY EXCEPT SUNDAY NORTH  
TRAY MEAL AND BEVERAGE SERVICE  
COACH SERVICE (RESERVED AND  
UNRESERVED SEATS)  
NO CHECKED BAGGAGE.

DOT recommends the discontinuance of this route. The service between Boston and Washington, D.C. is to be handled by other Northeast Corridor trains.

At the Washington, D.C. hearings, witnesses stated the need for continuation of the train because of the commuter market it serves with its 5:30 p.m. departure time. Other witnesses stated that the true potential of the Portsmouth, Norfolk, and Virginia Beach markets is untested because of inadequate or non-existent bus connections from Richmond or Newport News.

At the Richmond hearing, witnesses stated that the Colonial has experienced a 24 percent growth in ridership in the first four months of this year and an 83 percent growth since 1976. Of all the trains proposed to be discontinued, it has the highest passenger mile per train mile ratio. One witness felt the Colonial made a natural extension of the Northeast Corridor route to Newport News. He noted that Virginia's population is growing faster than other Corridor states.

Richard Wade of the State Corporation Commission of the Commonwealth of Virginia felt similarly about the Colonial. He stated:

The ICC report to the President dated March 15, 1978, reported the Colonial as lowest in deficit per passenger mile and first in the nation in revenue passengers per train mile. This should have kept the Colonial in the System recommended by DOT.

I went to Washington last week and sat down with a DOT officer who worked on the Colonial decision. What he advised me was that in changing the format that was used by ICC, it can best be explained as DOT setting up a hypothetical train from Boston to Newport News, but within the Northeast Corridor, that would only let those people on board this phantom train that were going to points south of Washington.

This is just not good business. Neither is it realistic but has resulted in the Colonial being charged with all of the expense miles from Boston to Newport News and little of the passenger revenue miles. The PM/TM figure, that was produced, was 33.9 but shown in the DOT report as 35.

Moreover, DOT also used a more even handed method of charging just for the miles operated south of Washington, producing a PM/TM of 59. This was a considerably higher factor than that used in their report. Why they opted for the strikingly lower figure, I do not know.

Mr. Wade felt that Interstate 95 south of Washington was already saturated during peak periods and more diversions to private automobiles would lead to more traffic and additional highway appropriations. He also felt the train should be evaluated on total

revenue against the other routes rather than passenger miles per train mile. He further noted if passenger miles per train mile is looked at, the entire route is still better than a number of trains recommended to be retained in the system.

Another witness felt smaller communities like Newport News, Williamsburg, and Petersburg will suffer by this DOT restructuring while New York, Philadelphia, Boston, Washington, and Chicago will not be affected.

Many witnesses could not comprehend the elimination of the Colonial while the comparatively much worse New Haven to Springfield route was to be kept in the system. Lewis Fickett, Jr., Delegate from the 24th Legislative District, Virginia General Assembly stated:

It seems unfortunate that in a move to improve the overall efficiency of the Amtrak system, that one of the most efficient trains in the system, namely, the Colonial, would be eliminated. The Colonial, as I understand, operates at a 2.4 cents per passenger mile deficit as compared, for example, with Metroliner's 6.4 cents per mile.

Many witnesses gave the impression from actual travel experiences that the train was crowded even south of Washington. One witness, who had ridden on the train several times from Richmond, had to stand with his whole family for a long period of time. The same witness felt that not having the Main Street station open in downtown Richmond accounted for a potential loss of passengers.

Wayne A. Whitham, Secretary of Transportation for Virginia stated:

Although the report recommends deletion of the Colonial route which runs from Boston to Newport News, the two criteria by which routes were judged do not support such a recommendation. The Colonial ranks, according to the report, fourth out of forty-one routes surveyed in terms of density of use and second out of forty-one in terms of profit per passenger mile.

The Williamsburg Chamber of Commerce also supported the Colonial and felt it was a tremendous medium for tourists to travel. They stated:

In the 16 months from January 1, 1977 to April 30, 1978, slightly under 20,000 riders have used this service. We estimate that the Colonial brought approximately 7,000 visitors

to Williamsburg in 1978, or about one-half of one percent of Colonial Williamsburg's total attendance. This figure is confirmed by an April 1978 survey done in the Historic Area which indicated six-tenths of one percent of guests arrived by rail.

If the proposal to eliminate the Colonial is implemented, the Chamber projects a drop in travel related businesses of as much as \$971,000 or a direct sales loss of \$733,000 based on a proportionate decline in Dr. Cope-land's estimates. This can be translated into the inevitable loss of jobs, particularly in the service trades.

The inconvenience to our own citizens that would result also must be noted. The figures above indicate that between 7,000 and 8,000 of our own citizens used the train in 1977. They give the train high marks for its performance.

Traffic is expanding according to the figures we have seen. In fact, a study indicated that there have been 22,340 first quarter 1978 passengers over the Newport News-Washington segment of the Colonial a 21% increase over the comparable period last year. Of this number, 5,089 were Williamsburg passengers.

Similar testimony was submitted by the Old Country Amusement Park, Williamsburg Hotel and Motel Association, the Mayor of Williamsburg, the County Administrator of York County, Virginia, and several Chambers of Commerce in the Tidewater area.

Lewis Puller submitted the following statistics on the Colonial versus other trains in the Amtrak system:

- . October 1977-April 1978--Colonial carried 345,151 passengers vs. 227,357 during the same period the year before.
- . Newport News passengers in 1977 (on or off)--17,174.
- . Williamsburg passengers in 1977 (on or off)--15,594.
- . Colonial's "on-time" record: good.  
1976--on-time 85.8% of the time (system-wide average, 70.5%).  
1977--on-time 77.2% of the time (system-wide average, 60.6%)

- . On the basis of revenue per train mile, the Colonial remains one of Amtrak's high performance lines (No. 2 in system). For the fiscal year to date (Oct. 1, 1977-Mar. 30, 1978), Colonial's revenue per train mile average \$17.05 (sur-passed only by the Metroliner at \$18.63).
- . The Colonial ranks very high on the revenue/direct cost ratio, ranking 3rd nationally.

## FREQUENCY REDUCTIONS

In addition to the proposed route eliminations, DOT also recommended frequency reductions on some of the routes which were recommended to be retained. These proposed frequency reductions generated limited public response mainly because DOT, in several instances, did not specifically identify those trains proposed to be cut. For example, DOT recommended that the New York to Florida trains be reduced from three to two but did not identify the specific train to be eliminated. This approach generated considerable confusion for patrons who use the route from New York to Florida. Witnesses concerned with proposed frequency reductions on other routes also expressed confusion over DOT's recommendations.

The following discussion summarizes the public's comments on the proposed frequency reductions.

### NEW YORK-FLORIDA

Presently, three daily trains operate between New York and Florida. The DOT Report recommends the elimination of one of these trains, but fails to identify which one. Inquiries after the DOT Report was issued revealed that the Silver Star is the train DOT proposes to eliminate.

Some witnesses in Florida labeled the DOT Report as another attempt by the Washington bureaucrats to abolish all train service but their own, i.e., the Northeast Corridor. They feared that taxpayers in Florida and the rest of the country would lose their own service and end up subsidizing the Northeast Corridor. There was also general concern and confusion because of DOT's failure to identify the Silver Star as the train to be discontinued. Several witnesses in Miami were also irate that DOT permitted Amtrak to build a \$5.7 million train station in Miami at the same time it was preparing a report recommending a reduction of service.

William Miller, Director of Public Transportation, Florida Department of Transportation, cited some of the significant factors which make Florida a major growing market for Amtrak:

Florida will become the seventh largest state with over 10 million people early in the 1980's. Having the fastest population growth rate of large states, Florida will gain 1.2 million people over the next five years, equal to the population of metropolitan New Orleans.

Florida is the largest destination of U.S. tourist trips with 13 percent of the market. The 21 million annual auto tourists to Florida average 1,200 miles one way and provide a rather concentrated market for national energy savings if some of the demand can be shifted to Amtrak. ...

Florida has the highest percentage of people 65 and older with 17.8 percent compared with a national average of ten percent. People 65 and older have twice the tendency to use rail passenger service than the average traveler. Florida's retirement population is the third largest in the country with many of the 1.5 million people making frequent trips back to previous home towns in the Northeast and Midwest to visit friends and relatives. Florida's potential for Amtrak is very high, much higher than the projections based solely on population for new service and based on very conservative growth forecasting for existing routes in the preliminary study.

Testimony at the hearing in Columbia, South Carolina centered on DOT's proposal to reduce passenger service by 50 percent at Columbia and by 100 percent at Camden, South Carolina. It was brought out at the hearing that discontinuing the Silver Star would totally eliminate service to Camden. In addition, scheduled stops at five North Carolina points would be reduced from two trains a day to one train a day.

Congressman Ken Holland, testifying in support of the continuation of the Silver Star, stated:

I think, probably, the basic element of success in the Congress in obtaining these vast appropriations for the continuation of Amtrak has as its base the fact that Amtrak renders local and needed service to citizens residing and traveling from and to so many congressional districts in the United States.

Congressman Holland also introduced a "Fact Sheet" into the hearing record indicating the following:

There are two trains serving the Camden and Columbia areas:



Silver Star----Makes a daily southbound stop in Camden and south and north bound stops in Columbia.

Champion-----Makes a northbound stop in Camden daily and south and north bound stops in Columbia.

Comparing the year of 1976 and 1977, there was an increase in ridership of these trains in the Camden area of 856.

During these same two years in the Columbia area, there was increase in ridership of 7,152.

Comparing the first five months of 1978 to 1977, there has been an increase in ridership of 472 in the Camden area.

Increase in overall nationwide ridership from 1976 to 1977 from 18 million to 19 million with 173,000 of those being in South Carolina.

Congressman Holland also stated:

That is a political fact; I state it without reservation. It is somewhat like the Post Office, we appropriate equivalent sums for every year. They are services provided to people that we represent, at some considerable cost to the taxpayers. They are not expected to show a profit, frankly.

They are not expected, I don't think, ever to be able to balance their books at the conclusion of any given year. And so in order to justify those type of activities by the by the government, it is necessary for us as members trying to obtain the best possible service and the most convenience at the least expense to the people who find the necessity to travel, that causes us to vote for these sums of money.

That perhaps could go without saying. You may not hear many members of Congress stand up and make that statement to you. I will have to tell you that as a member recently re-elected to my third term, my considerations of Amtrak are largely colored and weighted by what this service does for the people of my district.

Congressman Holland added:

I don't believe we will be able to continue justifying the amounts of money we put into Amtrak unless there are elements to be considered beyond the cost benefit equation.

I say that as somebody who is terribly concerned about our federal budget. I also am looking for a way to justify these matters. I, quite frankly, Mr. Chairman, members of the Commission, can't and won't justify voting for that kind of appropriation again unless it does something for the people I am trying to help, those being my constituents.

Senator Strom Thurmond also testified in support of the Silver Star at the Washington, D.C. hearing. He stated:

It should be further noted that the Columbia-Camden and the Charleston Coastal areas are two of South Carolina's most populated sections. Both Columbia and Charleston are urban areas with concentrations of industries. Both of these cities have several military installations, thereby generating a large volume of rail passenger service.

As noted by a letter I received from Mayor (James) Anderson of Camden, S.C., DuPont Company, located in that city, employs over 4,000. Many of these employees regularly utilize Amtrak service to their parent plant in Wilmington, Delaware.

#### NEW YORK-PITTSBURGH

DOT proposes to combine the Broadway Limited and the National Limited into a single train between New York City and Pittsburgh. Presently the Broadway Limited provides service between New York City and Chicago via Pittsburgh and other intermediate points. The National Limited provides service between New York City and Kansas City via Pittsburgh and other intermediate points. The effect of the proposed consolidation would be a single train running east of Pittsburgh to New York City and two trains west from Pittsburgh, one going to Chicago and the other to Kansas City.

The National Association of Railroad Passenger anticipates negative impacts by this consolidation. It believes that the consolidated train would provide slower service, and ridership capacity would be significantly reduced east of Pittsburgh. Several witnesses felt that ridership on both the Broadway Limited and the National Limited is good considering the poor equipment and low on-time performance of the trains. The Broadway Limited has a passenger mile per train mile (PM/TM) of 172, while the National Limited's (PM/TM) is 89. Concern was expressed at both the Philadelphia and New York hearings that with Amtrak's 18-car train length limit there would not be enough seats for passengers if the two trains were combined.

Witnesses also stated that the reasons for low ridership of existing service were poor scheduling and on-time performance. The trains are presently scheduled to go through Pittsburgh between 2:00 a.m. and 4:00 a.m. Poor on-time performance records are due to bad track conditions and delays because of repairs and preferential treatment of freight trains. Others cited inadequate or obsolete equipment. Amtrak's failure to promote service was also criticized. Witnesses stated that schedules are not publicized and fare policies, such as family plans and other discounts, are not promoted. Some people stated that Amtrak wasted money on infrequent and expensive TV "image" ads during football games when what is needed is frequent "informational" ads in local newspapers.

William Polk, Executive Engineer, Pennsylvania Department of Transportation, urged that DOT adopt the following suggestions in its final report:

- (1) Reschedule the westbound National out of New York to its previous early afternoon time, thereby arriving in Pittsburgh at the more acceptable hour of 9:30 p.m.;
- (2) Operate the westbound Broadway out of New York at its original late afternoon departure time of 5:00 p.m., (thereby giving riders in Pennsylvania a wider choice of times, which will increase ridership).

Several witnesses also perceived problems with operating longer trains through the mountains east of Pittsburgh, which could further erode on-time performance.

## JACKSON-DETROIT

This route presently has four daily trains. DOT recommends cutting this frequency to three trains. It is thought that the Michigan Executive is the train to be eliminated, although this is not clearly defined in the report.

Southeastern Michigan Transportation Authority (SEMTA) recommends continuance of this service under section 403(b) of the Rail Passenger Service Act.

John DeLora testified at the Detroit hearings that Amtrak should run the Detroit-Jackson commuter trains because it can take advantage of facilities already in place for service and equipment. He also felt that Amtrak shouldn't be required to carry the losses for the service. He suggested that Amtrak bill SEMTA for the regular one-way fares rather than commuter fares.

Clark Charmetski stated one of the problems with the Michigan Executive was the lack of advertising. There was no local advertising at Jackson, Ann Arbor, Ypsilanti, or Dearborn. In noting there was lack of ridership because of poor connections, he stated:

Presently, you can go to New York by train from Jackson, making use of the Executive, as well as the Rainbow, but coming back you stop in Detroit and you're stuck there, thus, discouraging travel. The midwest and mideast timetables make no mention at all of the Detroit to New York train. The only mention of it is in the New York state timetable. There are a lot of people who ride trains in the Chicago - Detroit corridor and never see a New York State timetable and don't know that the train exists; there's no mention of it.

## CHICAGO-ST. LOUIS

The Chicago to St. Louis trains include the State House, InterAmerican, and the Ann Rutledge. DOT has proposed to reduce the frequency of this service by discontinuing one of the trains. It is not clear to the public, however, whether DOT intends to accomplish this by eliminating the InterAmerican, which is already one of the DOT recommended route eliminations, or by eliminating one of the other trains.

A number of witnesses commented on the service on the Chicago to St. Louis route. Ronald Boardman, Jr. testified that he used to ride the Chicago-St. Louis trains extensively when they were fast, frequent, and smooth. He stated that now relatively few people use these trains because speed and comfort standards are lower. This situation has caused great inconvenience to the business community which formerly used the Chicago-St. Louis train service. He felt that people are forced into their automobiles and planes for short distances because of the poor train services. In his view, planes are just not intended for such short "corridor" service. The trains no longer have dining and lounge car facilities, which gives Amtrak a bad image. He proposed three possible solutions to the problems on the Chicago-St. Louis route. They are:

- (1) Upgrade the track to support a minimum of 80 mph instead of spending billions on the highway system.
- (2) Introduce an attractive, marketable fare structure that makes it possible for people to travel in large volumes.
- (3) Introduce smooth riding cars and maintain these to high standards.
- (4) Introduce imaginative new on-board services.

Bob Williams also testified that this particular corridor has real ridership potential and that the elimination of any trains would kill the corridor. He commented that the Los Angeles-San Diego corridor is doing very well because of the frequent service provided (six daily trains). On the other hand, he noted that the slow speeds between St. Louis and Alton, Illinois reduce the attractiveness of the Chicago to St. Louis route. If the train could travel from Chicago to St. Louis in less than four hours, he believed there would be a break-through in the Chicago market. He further maintained that to provide good corridor service, the present trains should be kept and service should be increased to five or six times a day.

Several other witnesses expressed concern over losing any trains on this corridor. They also stated that if the Inter-American must be eliminated, that it be retained at least to St. Louis.

Several witnesses testified as to the need for faster service, more service promotion, and an imaginative fare structure to attract greater ridership.

## CHICAGO-MILWAUKEE

At present, there are four turboliner-equipped trains operating over the Chicago to Milwaukee route. DOT proposes to reduce the number of these trains to three. This created some concern because these trains are state-assisted by Illinois and Wisconsin under the 403(b) program.

Several witnesses at the Chicago hearing urged rerouting of Amtrak trains from the Milwaukee Road to the Chicago and North Western Railroad (C&NW). Advocates of this service noted the C&NW tracks are in better condition and that the trains would pass through largely populated cities such as Evanston, Kenosha, and Racine. The C&NW, however, does not want Amtrak operations on their commuter route between Chicago and Milwaukee. The C&NW pointed out that its track speed is limited to 60 miles per hour; there is no connection between the C&NW station and Union station where other Amtrak trains depart; and Amtrak trains might interfere with C&NW commuter train service between Kenosha and Chicago.

Many witnesses felt that a reduction of frequency would reduce ridership on the route even further and would not prove cost-beneficial. Witnesses emphasized the need for expanded service, particularly with the addition of late night and weekend return trains from Chicago.

### **403(b) ROUTES**

The routes discussed below are presently 50 percent federally-funded under section 403(b) of the Rail Passenger Service Act. These routes are not included in DOT's recommended 100 percent federally-funded system. However, these routes may be retained if states or other regional or local agencies provide 50 percent financial assistance under section 403(b). See Chapter 3 for an explanation of section 403(b) funding. Public comment on the following 403(b) routes was somewhat limited because of the general public's lack of understanding of the 403(b) service and confusion as to whether these routes were to be included in the Amtrak system.

The Niagara Rainbow - Daily service between New York City and Detroit, via Albany, Syracuse, and Buffalo. DOT does not include the Detroit to Buffalo segment in its recommended system.

The Detroit to Buffalo link of the Niagara Rainbow route has been partially funded by the State of Michigan under the 403(b) program. However, Michigan plans to discontinue this funding.

Several witnesses complained of the current schedules on this route. They noted that the late night arrivals of the Niagara Rainbow in both Detroit and New York costs the traveler a full day enroute and the expense of an overnight accommodation before any daytime activities are possible. Although Detroit witnesses acknowledged that changing the schedule would deprive upstate New York travelers of the daytime service presently being subsidized by New York under the section 403(b) program, they nevertheless, felt that overnight service was paramount. Alternatively, they urged an overnight departure of through cars from Detroit which could link up with the Lake Shore Limited in Buffalo at about 3 a.m. and then go on to New York around noon.

Witnesses in Detroit also complained of Amtrak's failure to advertise and promote its trains, particularly the Niagara Rainbow. Local route-specific efforts coupled with promotional fares in selected markets were urged by the Michigan Department of Transportation as a means of increasing ridership and revenues. It was also noted that Amtrak's failure to promote the Niagara Rainbow included omitting any reference to the train in the midwestern section of the Amtrak timetable. It is listed instead in the eastern timetable under a New York heading.

John F. Downing, Executive Deputy Commissioner, New York State Department of Transportation, stated that DOT, in evaluating inclusion of New York's State sponsored 403(b) train between Buffalo and Detroit in the national network, must consider ridership increases that will stem from direct service to Niagara Falls with convenient connections to Toronto. He is convinced that this train will exceed the criteria necessary for inclusion in Amtrak's basic system if the vast untapped markets at Niagara Falls and Toronto are accounted for.

New York was disappointed with Michigan's decision to terminate in September, 1978, its share of the subsidy for the New York City-Buffalo-Detroit "Niagara Rainbow". New York cannot support this service alone. New York hopes Michigan will reconsider its decision in view of the substantial ridership increases anticipated from direct service to Niagara Falls and introduction of the new Amfleet equipment. Termination of the Michigan service would jeopardize the inclusion of the "Niagara Rainbow" in Amtrak's basic system.

Illinois Zephyr - Daily service between Chicago and Quincy via Galesburg.

James Clark testified in support of the Illinois Zephyr. He felt that any train which travels a 263-mile route and carries 50,000 students a year to and from their colleges is more

than of "local interest". He understood the DOT Report to state that any route which was considered as a 403(b) route was of local interest and not of national interest. He maintained that Illinois Zephyr was a regional train, and as such, should be considered part of the national system. He also said the low ridership on the train was due to erratic operation, bad track conditions, poor service, and no promotion or advertising.

The Black Hawk - Daily service between Chicago and Dubuque via Rockford.

At the Chicago hearings, Scott Rogers testified that despite erratic service levels and virtually no marketing, the Black Hawk has continually gained ridership.

Mayor McLehroy of Freeport, Illinois, was unsure of the status of the Black Hawk route. He stated that the citizens of his area need this service to travel to and from Chicago. He also suggested that an extension of service to Minneapolis/St. Paul be studied.

Douglas Cobb, an advertising account executive from Rockford, Illinois, has been promoting the Black Hawk. He has set up, on his own, at least 25 tours to Chicago for various events, especially baseball games. He felt the 403(b) routes play a vital role in short-to medium-distance rail service and that Amtrak must market individual routes such as the Black Hawk if such routes are to be successful.

At the Chicago hearing, James Clark stated that because the Black Hawk is a regional train rather than a commuter train, it should be considered part of the national system rather than just viewed from a "local interest" level. He felt that due to erratic service and poor equipment the first two years, its ridership has been low. However, despite these circumstances, he believes ridership has increased every year and, for the first nine months of 1978, it is 26 percent higher than for 1977.

The Adirondack - Daily service between New York City and Montreal via Albany and Plattsburgh. DOT does not include the Albany to Montreal segment in its recommended system.

At the New York City hearing, Louis Rossi, State Railroad Administrator for the New York State Department of Transportation, stated that he was disappointed that DOT did not involve the State of New York in its planning effort. He noted that New York State together with other member states of the National Conference of State Railway Officials Passenger Committee, have undertaken an in-depth analysis of the DOT preliminary report.



Mr. Rossi also stated:

I would like to make it perfectly clear that if DOT reduces service in the Empire Corridor, New York will immediately withdraw its 403(b) subsidy from New York City-Albany trains #69 and #72 (The Adirondack and the Washington Irving) making these trains 100 percent federally funded. We will not sit still and tolerate further substitution of massive State investment in subsidy and capital programs for basic system funding that is clearly the responsibility of the federal government.

Furthermore, I am confident that ridership on State-sponsored 403(b) trains will increase dramatically as track speeds are increased and schedule improvements implemented. Criteria must be established and legislation enacted to enable Amtrak assume full funding responsibility for these services once ridership increases materially. It makes no sense for states to invest their own resources in trains that perform on a par with or better than Amtrak's basic system trains.

The Blue Water Limited - Daily service between Chicago and Port Huron via Kalamazoo and Battle Creek.

At the Detroit hearing, John P. Woodford, Director of the Michigan Department of State Highways and Transportation stated:

... DOT used existing Amtrak costs in its projections with no evaluation of their appropriateness.

For example, the Brighton Park Turboliner facility in Chicago had a 1977 budget of more than \$5.6 million to maintain six trains sets, or more than \$9 per mile for each set operated on a Chicago-Detroit, Chicago-Port Huron or Chicago-Milwaukee train. Thus, it cost Amtrak and the State \$5,700 for every 636 mile round trip of the Chicago-Port Huron train for equipment repairs alone. These figures cannot be justified.

Mr. Woodford also was critical of Amtrak's dealings with operating railroads. He stated:

In 1977 for example, the Grand Trunk Western refused to allow the Blue Water Limited to operate 30 minutes later from Port Huron to Battle Creek as part of an overall Michigan schedule change. Grand Trunk claimed freight train interference and Amtrak did nothing in response. The result was the status quo. There must be a good working relationship between the parties with the ability to negotiate new schedules as conditions warrant. If Amtrak is unable to negotiate forcefully, due to inadequate statutory authority, Congress should be requested to amend the statutes. Otherwise, a strong negotiating position must be developed.

Stan Cupp of Valley Coach Lines, Inc. also testified at the Detroit hearing, stating:

Valley Coach Lines of Flint, Michigan are not opposed to rail services in heavily populated areas, but it feels that rail service should be eliminated in thinly populated areas where routes are clearly unnecessary. It now runs a regular schedule between Chicago and Port Huron. The company states that Amtrak lost approximately 3.7 million dollars in revenues during FY 1977 between Chicago and Port Huron which costs the taxpayer. The company finds it impossible to compete with Amtrak when it received in excess of 500 million dollars in direct subsidy from the federal government. For this reason it recommends the discontinuance of the line between Chicago and Port Huron so that ridership on its buses will increase.

#### **ROUTE ADDITIONS**

DOT's recommended route structure includes several additions to the present Amtrak system:

## La Junta-Denver

DOT recommends an extension of the present Southwest Limited route from La Junta to Denver to provide service to Denver from Oakland/San Francisco and from Chicago. This service is presently provided by the San Francisco Zephyr route which DOT recommends be discontinued. This proposed extension will also provide new service to Pueblo and Colorado Springs.

At the Denver hearing, John J. Dolan, of the National Conference of State Railway Officials, stated:

We are also pleased to see the DOT report recommends new service between Denver and La Junta. While the report addresses this new link as a connection to the Southwest Limited to retain some semblance of service between Denver and Chicago plus Denver and San Francisco, we view it as equally important that it will add Colorado Springs and Pueblo, with a combined population of 418,000, to the Amtrak network. Of course, if our recommendations for the San Francisco Zephyr are accepted, they will supersede this proposed new route.

Governor Richard Lamm of Colorado also supported the new extension but had reservations about scheduling for Denver passengers. He stated:

On the positive side of the DOT Report, we were pleased to see the recommendation for new Amtrak service between Denver and La Junta via Colorado Springs and Pueblo. This new service will, to a small extent, provide a portion of the potential offered by the Criss-Cross proposal. At least some new regional service will be provided in the West, despite the elimination of considerably more regional service. However, the convenience of the new service to Denver residents must be questioned. The eastbound and westbound departure of the Southwest Limited from La Junta are approximately 12 hours apart. The new train from Denver should connect with the eastbound Limited because that is where 77% of the Denver ridership is. If that is true, the Denver to San Francisco passenger will have an overnight layover in La Junta. I submit that this layover will discourage any significant use of Amtrak by westbound Denver passengers.

Other witnesses felt that existing bus service provides better service in connecting with the Southwest Limited than a single new Amtrak train from and to Denver. James Duffy of the Denver Post stated:

Since Continental has four schedules a day into La Junta each way, which makes it eight in total, and Amtrak has only two or one each way, there is ample transportation for anyone seeking to take Amtrak from La Junta by merely getting on a Continental Trailways bus, determining what schedule will meet their convenience most readily, and taking that bus.

Several comments received indicated concern that the new service between La Junta and Denver would not be operationally feasible or economical. The Sante Fe Railway expressed the view that the route is over mountainous terrain and is presently used by four railroads for the movement of slow unit coal trains. This traffic has increased 122 percent in six years and is expected to grow. Some of this route is single track and scheduling Amtrak and unit coal trains could create operational problems. Further, the Sante Fe felt that scheduled connections at La Junta would be inconvenient and the cost of crew layovers at La Junta would be prohibitive. It thought that a bus feeder system between Denver and La Junta was a better alternative.

Governor Robert F. Bennett of Kansas supports the proposed new service because it will give Kansas citizens long sought rail passenger service between Kansas City and Denver.

#### Barstow-Oakland

DOT recommends a new service between Barstow and Oakland to provide continued service between Chicago and Oakland. This Chicago-Oakland service is presently provided by the San Francisco Zephyr which DOT recommends be discontinued. Few witnesses commented on the proposed new route from Barstow to Bakersfield. Charles E. Zell of the California Department of Transportation stated:

We do not believe that the extension of the San Joaquin to Barstow as recommended in the DOT Report would benefit the citizens of the San Joaquin Valley. The schedule for the Barstow connection would be coordinated with the Chicago-Los Angeles schedule and

would not meet the needs for Valley residents travel to San Francisco or Los Angeles areas. Furthermore, by being on the far end of a long haul train, it makes on-time performance rather poor.

F.S. Haworth of the Orange Belt Stages testified:

Our present average load [factor] between Bakersfield and Barstow is approximately 60 to 65 percent [on a] 43 passenger bus. I don't believe an Amtrak train operating between Barstow and Bakersfield is needed or desired.

The Southern Pacific and Santa Fe also opposed the Barstow-Oakland addition citing the high density of freight traffic on the line and operational problems in mountainous terrain.

#### Spokane-Portland

This new service would be part of whichever optional Chicago-Seattle route is retained, the Empire Builder or North Coast Hiawatha. It will offer additional through service between Chicago and Portland.

There was little direct testimony regarding the addition of a new route from Spokane to Portland as most witnesses were more concerned with the proposed elimination of one of the Chicago-Seattle routes. The Spokane Chamber of Commerce supported DOT's proposal for service between Spokane and Portland and Seattle stating:

Regarding Amtrak service west of Spokane, we are in agreement with DOT proposals for alternating service between Spokane and Portland and Spokane and Seattle. We do not have a recommendation as to which of the two routes to Seattle should be eliminated.

Frank Thomsen, representing the Pasco, Washington, Chamber of Commerce, presented testimony based on ridership figures which supported retention of only the optional southern route with the new service from Spokane to Portland. He stated:

Well, total westbound out of Spokane via the Southern route is 11,872 boardings. Total westbound out of Spokane via the

northern route is 6,160. This is for the calendar year 1977. The eastbound out of Seattle to Spokane via the northern route was 7,752. While the eastbound out of Seattle through the southern route was 17,402.

Jim Neal of Ephrata, Washington, was against adding the new route between Spokane and Portland. He stated:

Until we can afford more service I would not add a new service or new points.

#### Washington-New Orleans

The "Southern Crescent" is presently operated between Washington, D.C. and New Orleans by the Southern Railway. The Southern Railway petitioned the ICC to discontinue the service and the Commission ordered the service continued until August 4, 1979 to allow negotiations for transferring the service to Amtrak. DOT recommends that this route be included in its 100 percent federally-funded system.

James L. Stanley of the Georgia Department of Transportation supports the inclusion of the Southern Crescent in the Amtrak route structure. He stated:

The State of Georgia strongly supports the retention of the service it is currently receiving through Southern Railroad and its "Southern Crescent." While inadequate in frequency and areas of service it nevertheless provides quality service within the limits of its aging equipment. I would like to note that Southern has made and continues to make a valiant effort to maintain both its equipment and the levels of personal service traditional to its fine train. However, it is apparent its rolling stock is approaching the end of its economic service life and to our knowledge Southern has no equipment replacement plans.

We do not oppose the eventual discontinuance of this service by Southern. We recognize the Crescent is a drain on Southern's financial resources which may more appropriately be invested in maintenance and upgrading of trackage and freight rolling stock which are

vital to Georgia's economic health. Thus, it is our position that Amtrak should incorporate the existing Southern service within its operating system and endeavor to increase its utilization by the traveling public through a combination of increased service frequency and the application of established marketing techniques.

Mayor Maynard Jackson of Atlanta also recommended keeping intercity rail passenger service. He stated:

It is environmentally and economically wise to maintain the railroad as part of the diverse transportation system in urban areas. For the sound growth of Atlanta, the city recommends that ways be found to keep and promote railroad passenger service for Atlanta's future needs.

Maria Saporta of Atlanta had the following comments to offer:

Now, I urge everyone here to support train service coming to Atlanta, whether it be AMTRAK's rerouting of the Floridian, whether it be keeping the Southern Crescent or AMTRAK taking the Southern Crescent or even adding additional lines, improving our Georgia railroad service from Atlanta to Augusta, or whatever service of train that we can get, and for the sake of all of us who do enjoy the train and who have to rely on it as a way to get around, I urge you to save the train.

Robert McKnight also expressed an interest in having the federal government operate the Southern Crescent. He testified:

We recently took the Crescent to Washington, D.C. and found it to be a good form of transportation up there and something that I would be in favor of the Federal government taking over and continuing, if Southern Railway does not continue it, or if they're not given that option.

A number of witnesses opposed the continuation of this service. At the Atlanta hearing, Nelson Harris stated:

I am a realist and I recognize that for intercity travel, the passenger rail train today makes about as much sense as a dodo. Passenger rail service as a means of getting expeditiously from city to city is passing on. Any money spent to prolong the means of the long distance passenger rail train is money ill spent.

Similarly, E.S. Duke of Greyhound Lines, stated:

Southern Railway reports an annual loss of approximately 6 million dollars on its Southern Crescent train. Some people are claiming that more advertising and incentive fare plans would reduce this loss. Not so! Amtrak spends almost as much in advertising as the entire intercity bus industry (yet handles only a very small part of traffic) and they offer all kinds of reduced, and even free, transportation (which the taxpayers really pay for) yet their losses continue to escalate. They lost almost 17 million dollars on the Floridian train last year, and Southern Crescent's losses under Amtrak will balloon.

#### Minneapolis-Duluth

This route is presently state-assisted under section 403(b) of the Rail Passenger Service Act. DOT recommends the route be included in the 100 percent federally-funded system.

Comments were received from civic organizations, state legislators, and a labor union supporting the inclusion of this route in the recommended basic Amtrak system. The Minnesota Motor Transport Association opposed government subsidies for this route and submitted data showing the superior fuel efficiency of bus transportation.

At the St. Paul hearing, Harry A. Reed of the Minnesota Department of Transportation supported DOT's recommendation stating:



With regard to the recommendation to add the North Star train between the Twin Cities and Duluth to the federally-funded system, the Department supports this recommendation pending the outcome of a study presently underway to determine the potential for the economic development associated with the operation of the North Star train. A brief history of the North Star route should provide a perspective on why we believe this 403(b) route should be continued.

In 1971, the State of Minnesota entered into an agreement under section 403(b) with Amtrak to provide rail passenger service between Minneapolis and Superior, Wisconsin. Funds were subsequently appropriated in 1973 and train service began on April 15, 1975. During the first two years, an all coach service, "the Arrowhead" operated twice daily leaving Superior once in the morning and returning in the evening with connecting bus service provided to and from Duluth. Ridership was relatively low during this period and averaging only 55 to 60 passengers per trip.

In February 1977, a new depot was opened in Duluth and a new reversed schedule was instituted to better serve the larger population of the Twin Cities. Beginning in May 1977, the Duluth Transit Authority operated and promoted, along with several local travel agencies, "Discover Duluth Tours" which were coordinated with the new schedule. The traffic increased dramatically to an average of 110 passengers per trip. As recently as this February, new Amfleet equipment began to operate and a new Amtrak depot was opened in St. Paul. In April of this year, the schedule was changed on Amtrak's suggestion to a through train from Chicago which arrives in St. Paul at 7:15 a.m. and then goes on to Duluth. In the evening the train returns through St. Paul to Chicago. Along with the change in schedule, the name of the train was changed to the North Star and a sleeping car and an Am-dinette were added to accommodate overnight passengers.

Ridership over the past several months has been as high as 180 passengers per train between the Twin Cities and Duluth. We feel that a major portion of this increase can be attributed to the new schedules and the coordination of transit services in Duluth. This should serve as a small illustration that even an attempt to provide reliable, coordinated public transportation services can result in increased ridership.

Louis R. Hodnik of Greyhound Lines, Inc. also testified at the St. Paul hearing in opposition to this proposed service. He stated:

On January 18 the Minnesota DOT reported to the Legislature on Amtrak rail service between the Twin Cities and Duluth, and I would like to introduce the complete study as Exhibit I. They found:

1. At the beginning the monthly cost of Amtrak train services was only \$65,000. recent costs rose to \$150,000 per month.
2. During 30 month history Amtrak ridership on this route totaled 150,623 - 14% pass-riders, 44% novelty riders and only 1.3% were repeat riders.
3. First quarter operating cost of \$164,344 more than doubled to \$405,916 in the third quarter of 1977. The cost increase has been alarming.
4. The redistribution of passengers from bus to Amtrak weakens the profitability of the intercity bus industry without making any substantial inroads into the number of automobile trips.
5. The least expensive public transportation to Duluth is the bus.
6. Bus is more fuel-efficient than Amtrak.
7. It is our opinion, based on the data in this report, that the continued subsidization of the present Arrowhead service is economically unjustified.

## Los Angeles-San Diego

DOT recommends that state-supported service on this route be expanded and included in its recommended 100 percent federally-funded Amtrak system.

Jay Long, representing the Southern California Transportation Action Committee, testified that ridership on this route was under 50 percent of train capacity and additional service was not justified. On the other hand, representatives from both the Southern and the San Diego sections of Citizens for Rail California testified in support of additional service.

Planning organizations in southern California noted potential problems of extended Amtrak service because both the Southern Pacific and Sante Fe have rejected proposals for such services. The San Bernardino County Transit Alternatives Analysis report noted:

Further, some conclusions were misleading, inasmuch as a specific line (Sante Fe) was recommended for commuter travel (howbeit with "limited possibilities") which, in fact, is not desirable from several points of view and is contrary to the Railway Company's policy.

Gregory Lee Thompson of the San Diego section of Citizens for Rail California suggested that legislation be passed to insure Amtrak service on this route. He stated:

So in regard to the San Diego service, we very strongly recommend the need for new legislation that will allow Amtrak to negotiate with a firmer hand with the Southern Pacific so that the service can be extended through the San Fernando Valley.



## APPENDIX B

### PUBLIC RESPONDENTS

#### UNITED STATES SENATORS

Honorable Dale L. Bumpers, Arkansas  
Honorable Kaneaster Hodges, Jr., Arkansas  
Honorable Richard C. Clark, Iowa  
Honorable Wendell R. Anderson, Minnesota  
Honorable John C. Danforth, Missouri  
Honorable Paul Hatfield, Montana  
Honorable Howard W. Cannon, Nevada  
Honorable John Glenn, Ohio  
Honorable Richard G. Lugar, Ohio  
Honorable John H. Heinz III, Pennsylvania  
Honorable Earnest F. Hollings, South Carolina  
Honorable Strom Thurmond, South Carolina  
Honorable Harry F. Byrd, Jr., Virginia  
Honorable Clifford P. Hansen, Wyoming  
Honorable Malcolm Wallop, Wyoming

#### UNITED STATES CONGRESSMEN

Honorable John H. Buchanan, Alabama  
Honorable William L. Dickerson, Alabama  
Honorable William V. (Bill) Alexander, Arkansas  
Honorable Jim Guy Tucker, Arkansas  
Honorable Dante B. Fascell, Florida  
Honorable Bob Sikes, Florida  
Honorable Wyche Fowler, Jr., Georgia  
Honorable Bo Ginn, Georgia  
Honorable Sam Nunn, Georgia  
Honorable Thomas R. Harkin, Iowa  
Honorable Charles McC. Mathias, Jr., Maryland  
Honorable Albert H. Quie, Minnesota  
Honorable Robert A. Young, Missouri  
Honorable Max S. Baucus, Montana  
Honorable Ronald C. Marlenee, Montana  
Honorable Thomas A. Luken, Ohio  
Honorable Ken Holland, South Carolina  
Honorable Floyd D. Spence, South Carolina  
Honorable Albert Gore, Jr., Tennessee  
Honorable Les Aspin, Wisconsin  
Honorable Nick J. Rahall, II, West Virginia  
Honorable Harley O. Staggers, West Virginia  
Honorable Teno Roncalio, Wyoming

#### FEDERAL AGENCIES

Department of Energy  
Department of Health, Education and Welfare  
Department of the Interior  
United States Postal Service

#### GOVERNORS

Governor George C. Wallace, Alabama  
Governor David Prior, Arkansas  
Governor Ella Grasso, Connecticut  
Governor Robert D. Ray, Iowa  
Governor Robert F. Bennett, Kansas  
Governor Julian M. Carroll, Kentucky

Governor James B. Longley, Maine  
Governor William G. Milliken, Michigan  
Governor Thomas L. Judge, Montana  
Governor James Exon, Nebraska  
Governor Mike O'Callaghan, Nevada  
Governor Jerry Apodaca, New Mexico  
Governor Hugh Carey, New York  
Governor Arthur A. Link, North Dakota  
Lt. Governor Wayne G. Sanstead, North Dakota  
Governor Joseph Garrahy, Rhode Island  
Governor Richard F. Kneip, South Dakota  
Governor Dixy Lee Ray, Washington

#### STATE LEGISLATORS

Representative Tom Collier, Arkansas  
Senator Wendell Mitchell, Arkansas  
Representative John Forbes, Florida  
Representative Michael Morrison, Illinois  
Representative Mary Lou Munts, Illinois  
Representative Robert L. Price, Indiana  
Senator Charles Miller, Iowa  
Representative Thomas R. Berkelman, Minnesota  
Representative Arlene Letho, Minnesota  
Representative Willard M. Munger, Minnesota  
Representative James Ulland, Minnesota  
Representative Edith Cox, Montana  
Representative E. N. Dassinger, Montana  
Representative Budd Gould, Montana  
Senator Allan C. Kolstad, Montana  
Representative James T. Mular, Montana  
Senator Harold C. Nelson, Montana  
Representative S. A. Olson, M.D., Montana  
Senator Joe H. Preputin, Montana  
Representative Joe Quilici, Montana  
Senator Stan Stephens, Montana  
Representative Thomas E. Towe, Montana  
Representative Melvin Underal, Montana  
Senator Edward Zorinski, Montana  
Representative John F. Gengler, North Dakota  
Representative Brynhild Haughland, North Dakota  
Representative J. Garvin Jacobson, North Dakota  
Representative Janet Wentz, North Dakota  
Senator Frank A. Wenstrom, North Dakota  
Representative Claire M. Ball, Jr., Ohio  
Representative Arthur Wilkowski, Ohio  
Representative James S. Zehner, Ohio  
Representative Robert Brogoitti, Oregon  
Representative George Star, Oregon  
Representative Ron Cowell, Pennsylvania  
Representative Ted Jacob, Pennsylvania  
Representative Alan A. Diamonstern, Virginia  
Representative George W. Grayson, Virginia  
Representative Joseph Caudle, West Virginia  
Representative Clarence E. Martin, III, West Virginia  
Senator Robert M. Steptoe, West Virginia  
Representative R. Michael Ferrall, Wisconsin  
Representative Thomas B. Murray, Wisconsin

## STATE GOVERNMENT AGENCIES

Alabama Highway Department  
California Transportation Department  
Florida Department of Commerce  
Florida Department of Transportation  
Florida Health & Rehabilitative Service  
Georgia Department of Transportation  
Illinois Department of Transportation  
Indiana Public Service Commission  
Iowa Department of Transportation  
Michigan Department of Transportation  
Minnesota Department of Transportation  
Missouri Department of Transportation  
National Conference of State Railway Officials  
Nebraska Department of Economic Development  
New Jersey Department of Transportation  
New York Department of Transportation  
Oregon Utility Commission  
Pennsylvania Department of Transportation  
Sheridan County, Montana, Cooperative Extension Service  
Utah Department of Transportation  
Vermont Agency of Transportation  
Virginia Department of Highways and Transportation  
Virginia State Corporation Commission  
Washington Department of Transportation  
West Virginia Maintenance Authority

## REGIONAL AGENCIES

Biloxi Planning Commission, Mississippi  
California Tahoe Regional Planning Agency  
Cape Cod Planning and Economic Development Community  
Clark County-Springfield, Ohio Regional Planning Commission  
Colonial Williamsburg Foundation  
Community Action Research Group, Ames, Iowa  
Duluth Metropolitan Interstate Transportation Committee  
Eastern Oregon Development Council, La Grande, Oregon  
Gulf Regulatory Planning Commission, Gulf Port, Mississippi  
Historic Fredericksburg Foundation  
Indiana Region 10 Planning Commission  
Northwestern Indiana Regional Planning Commission  
Souris Basin Planning Council, North Dakota  
South Eastern Michigan Transportation Authority  
Turtle Mountain Indian Reservation  
West Virginia Eastern Panhandle Planning and Development Agency  
Western Michigan Regional Planning Commission  
Upper Minnesota Valley Development Commission, Minnesota

## COUNTIES

Albany County, Laramie, Wyoming  
Allegheny County, Pennsylvania  
County of Toole, Montana  
Cowlitz County, Washington, Board of County Commissioners  
Dallas County, Texas  
Henrico County Board of Supervisors, Virginia  
Henry County, Iowa, Industrial Commission  
Humboldt County, Nevada  
Los Angeles County, California, Board of Supervisors  
Meigs County Rail Service Committee  
Palm Beach County, Florida, Traffic Bureau  
Phillips County, Montana  
Pierce County, Rugby, North Dakota, County Commissioners  
Pinellas County, Florida, County Commissioners  
Sherman County, Ohio  
Solano County, California, Transportation Council

St. Louis County, Minnesota, County Auditor  
Stephens County, Georgia, Board of Supervisors  
Sweetwater County, Wyoming, Priority Board  
Valley County, Montana, City Council  
Ward County, Minot, North Dakota, County Commissioners  
Weld County, Colorado, Board of Commissioners  
County of York, Virginia, County Administrator

## CITIES

Appleton, Minnesota  
Araphoe, Nevada  
Bellingham, Washington  
Billings, Montana, William B. Fox, Mayor  
Biloxi, Mississippi  
Bismarck, North Dakota  
Boise, Idaho, Transportation Department  
City of Boulder, Colorado  
Bozeman, Montana  
Brookville, Ohio  
Burlington, Iowa, Tom Diewold, Mayor  
Camden, South Carolina, James Anderson, Mayor  
Carroll, Iowa, Ronald Schechtman, Mayor  
Casper, Wyoming, George T. Mason, Mayor  
Cayce, South Carolina  
Charleston, West Virginia, Donald Master, Mayor  
Cheyenne, Wyoming, Don Erickson, Mayor  
City of Chico, California  
Dallas, Texas  
Dickinson, North Dakota  
Dowagiac, Michigan  
Duluth, Minnesota  
Dunseith, North Dakota, Bob Leonard, Mayor  
Evansville, Indiana  
Flomaton, Alabama  
Fresno, California  
Galena, Illinois, Frank Einsweiler, Mayor  
Galesburg, Illinois, Robert W. Kimble, Mayor  
Grafton, West Virginia, William A. Manley, Mayor  
Grand Forks, North Dakota, Cyclic P. O'Neill, Mayor  
Grand Rapids, Michigan, Abe Drasin, Mayor  
Green River, Wyoming  
Grosse Woods, Michigan  
Gulf Port, Mississippi, Jack Barnett, Mayor  
Hamburg, New York  
Havre, Montana, J. J. Hyatt, Mayor  
Hood River, Oregon  
Indianapolis, Indiana  
Iowa City, Iowa, Robert A. Verera, Mayor  
Jackson, Michigan  
Kissimme, Florida  
Lafayette, Indiana  
Lansing, Michigan  
Laramie, Wyoming  
Lima, Ohio, Harry J. Moyer, Mayor  
Lincoln, Nebraska, Helen Bossalis, Mayor  
Livingston, Montana, Harold Guthrie, Mayor  
Longview, Texas, Bob Maness, Mayor  
Los Angeles, California, Transportation Committee  
Louisville, Kentucky  
Macon, Georgia, Buck Melton, Mayor  
Malvern, Alabama  
Marion, Indiana, Anthony C. Maidenber, Mayor  
Meridian, Mississippi, I. A. Rosenbaum, Mayor  
Miami, Florida  
Minneapolis, Minnesota  
Minot, North Dakota, Chester M. Reiten, Mayor  
City of Montgomery, Alabama  
Mount Pleasant, Iowa, Ed King, Mayor

New Town, North Dakota, Rolland McMaster, Mayor  
 Norfolk, Virginia, Vincent J. Thomas, Mayor  
 North Tonawanda, New York  
 Parkersburg, West Virginia  
 Pembroke, Georgia  
 Pittsburgh, Pennsylvania  
 Portland, Oregon, Neil Goldschmidt, Mayor  
 Quantico, Virginia, Deronda Wilkinson, Mayor  
 Racine, Wisconsin  
 Richmond, Virginia  
 Roanoke, Virginia  
 Rugby, North Dakota  
 Sacramento, California  
 San Antonio, Texas, Lila Cockrell, Mayor  
 San Francisco, California, Public Utilities Commission  
 Santa Barbara, California  
 Savannah, Georgia, John Rousakis, Mayor  
 Shelby, Montana, Harry Simons, Mayor  
 Simi Valley, California  
 Sinclair, Wyoming  
 Sparks, Nevada, James C. Lillard, Mayor  
 Spokane, Washington  
 Springfield, Georgia, Doris Y. Flythe, Mayor  
 Springfield, Ohio, Roger L. Baker, Mayor  
 St. Cloud, Minnesota, Al Loehr, Mayor  
 St. Paul, Minnesota, Edd Powderly, Mayor  
 Stanfield, Oregon  
 Stanley, North Dakota, Stanley Wright, Mayor  
 Staples, Minnesota  
 Swainsboro, Georgia, Roger Shaw, Mayor  
 Texarkana, Texas, David L. Kell, Mayor  
 Tioga, North Dakota  
 Tullahoma, Tennessee, George Vibbert, Mayor  
 Tuskegee, Alabama  
 Warren, Illinois  
 Williamsburg, Virginia, Vernon M. Geddy, Jr., Mayor  
 Williston, North Dakota  
 Winnemucca, Nevada, Joe Jamello, Mayor  
 Winona, Minnesota, Earl Laufenburger, Mayor  
 Wolf Point, Montana, Riley O. Ostby, Mayor  
 Worcester, Massachusetts

## RAILROAD ASSOCIATIONS

Arkansas Association of Railroad Passengers  
 Association of American Railroads  
 Citizens for Rail California  
 Colorado Association of Railroad Passengers  
 Connecticut Association of Railroad Passengers  
 Connecticut Association of Rail and Bus Passengers  
 Delaware Valley Citizen's Center for Better Transportation  
 Florida Association of Railroad Passengers  
 Georgia Chapter National Railway Historical Society  
 Hartford Rail Service Association  
 Houston Chapter of Texas Railroad Passengers  
 Illinois Association of Railroad Passengers  
 Intermountain Chapter National Railway Historical Society  
 Kentucky Association of Railroad Passengers  
 Keystone Association of Railroad Passengers  
 Massachusetts Association of Railroad Passengers  
 Michigan Association of Railroad Passengers  
 Minnesota Association of Railroad Passengers  
 Nashville Chapter of National Railway Historical Society  
 National Association of Railroad Passengers  
 North East Transportation Coalition  
 North Texas Association of Railroad Passengers  
 Ohio Association of Railroad Passengers  
 Oregon Association of Railroad Passengers  
 Rail California, Northern Chapter

Rocky Mountain Railroad Club  
 Tampa Bay Chapter National Railway Historical Society  
 Texas Association of Railroad Passengers

## CHAMBERS OF COMMERCE

Atmore Chamber of Commerce, Atmore, Alabama  
 Auburn Chamber of Commerce, Auburn, Washington  
 Austin Chamber of Commerce, Austin, Texas  
 Dutton Chamber of Commerce, Dutton, Montana  
 Bozeman Chamber of Commerce, Bozeman, Montana  
 Bloomington Chamber of Commerce, Bloomington, Illinois  
 Bluefield Chamber of Commerce, Bluefield, West Virginia  
 Bottineau Chamber of Commerce, Bottineau, Montana  
 Bowling Green/Warren Country Chamber of Commerce,  
 Bowling Green, Kentucky  
 Burlington Chamber of Commerce, Burlington, Iowa  
 Burlington Chamber of Commerce, Burlington, Washington  
 Carroll Chamber of Commerce, Carroll, Iowa  
 Central Westmoreland Chamber of Commerce, Greensburg,  
 Pennsylvania  
 Centralia Chamber of Commerce, Mount Vernon, Washington  
 Clarksburg Chamber of Commerce, Clarksburg, West Virginia  
 Clearwater Chamber of Commerce, Clearwater, Florida  
 Conrad Chamber of Commerce, Conrad, Montana  
 Creston Chamber of Commerce, Creston, Iowa  
 Cut Bank Chamber of Commerce, Cut Bank, Montana  
 Devils Lake Area Chamber of Commerce, Devils Lake, North  
 Dakota  
 Duluth Area Chamber of Commerce, Duluth, Minnesota  
 East Grand Forks Chamber of Commerce, East Grand Forks,  
 Minnesota  
 Farmville Chamber of Commerce, Farmville, Virginia  
 Fort Worth Area Chamber of Commerce, Fort Worth, Texas  
 Gainesville Chamber of Commerce, Gainesville, Georgia  
 Grand Forks Chamber of Commerce, Grand Forks, North  
 Dakota  
 Great Falls Area Chamber of Commerce, Great Falls, Montana  
 Hancock County Chamber of Commerce, Bay St. Louis,  
 Mississippi  
 Helena Area Chamber of Commerce, Helena, Montana  
 Holdrege Chamber of Commerce, Holdrege, Nebraska  
 Hood River Chamber of Commerce, Hood River, Oregon  
 Humboldt County Chamber of Commerce, Winnemucca,  
 Nevada  
 Indianapolis Chamber of Commerce, Indianapolis, Indiana  
 Kenosha Chamber of Commerce, Kenosha, Wisconsin  
 LaGrande-Union County Chamber of Commerce, LaGrande,  
 Oregon  
 Laredo Chamber of Commerce, Laredo, Texas  
 Laurel Chamber of Commerce, Laurel, Mississippi  
 Lincoln Chamber of Commerce, Lincoln, Nebraska  
 Livingston, Chamber of Commerce, Livingston, Montana  
 Longview Chamber of Commerce, Longview, Texas  
 Malta Chamber of Commerce, Helena, Montana  
 Mandan Chamber of Commerce, Mandan, North Dakota  
 Marion Chamber of Commerce, Marion, Indiana  
 Martinsburg/Berkeley Chamber of Chamber,  
 Martinsburg, West Virginia  
 McCook Area Chamber of Commerce, McCook,  
 Nebraska  
 Miles City, Chamber of Commerce, Miles City, Montana  
 Minot Chamber of Commerce, Minot, North Dakota  
 Missoula Area Chamber of Commerce, Missoula,  
 Montana  
 Mobile Area Chamber of Commerce, Mobile, Alabama  
 Montana Chamber of Commerce, Helena, Montana  
 Nashville Area Chamber of Commerce, Nashville,  
 Tennessee

Newport Area Chamber of Commerce, Newport,  
Arkansas  
North Dakota Assoc. of Chambers of Commerce, Fargo,  
North Dakota  
Ocala/Marion County Chamber of Commerce, Ocala,  
Florida  
Pendleton Chamber of Commerce, Pendleton, Oregon  
Peninsula Chamber of Commerce, Hampton, Virginia  
Petersburg Chamber of Commerce, Richmond, Virginia  
Pinellas-Suncoast Chamber of Commerce, Seminole  
Florida  
Pocatello Chamber of Commerce, Pocatello,  
Idaho  
Portsmouth Chamber of Commerce, Portsmouth, Virginia  
Reno Chamber of Commerce, Reno, Nevada  
Richmond Chamber of Commerce, Richmond, Indiana  
Rugby Area Chamber of Commerce, Rugby, North  
Dakota  
Simi Valley Chamber of Commerce, Simi Valley,  
California  
South Bend Area Chamber of Commerce, South Bend,  
Indiana  
South Platte United Chamber of Commerce, McCook,  
Nebraska  
Spokane Area Chamber of Commerce, Spokane,  
Washington  
St. Petersburg Chamber of Commerce, St. Petersburg,  
Florida  
Sterling Chamber of Commerce, Sterling, Illinois  
Taylor Area Chamber of Commerce Taylor, Texas  
Texarkana Chamber of Commerce Texarkana, Arkansas  
Tug Valley Chamber of Commerce, Williamson, West  
Virginia  
Waco Chamber of Commerce, Waco, Texas  
Wenatchee Chamber of Commerce, Wenatchee,  
Washington  
Williamsburg Chamber of Commerce, Williamsburg,  
Virginia  
Williston Chamber of Commerce Williston, North  
Dakota  
Willmar Area Chamber of Commerce Willmar, Montana  
Windsor Chamber of Commerce, Windsor, Ontario  
Winona Area Chamber of Commerce, Winona,  
Minnesota  
Worcester Chamber of Commerce, Worcester,  
Massachusetts

## BUSINESSES AND BUSINESS ORGANIZATIONS

Albert J. Barston, Fabrics Inc., Midland Park, New  
Jersey  
Anaconda Florist & Gift Shop, Anaconda, Montana  
Atlanta Convention Bureau, Atlanta, Georgia  
Big Jon's Travel Service, Plano, Texas  
Billings Florist Exchange, Billings, Montana  
BIO/Dyanamics/BMC, Indianapolis, Indiana  
Bitter OTT Flower Shop, Missoula, Montana  
Blanton Package Delivery Service, Richmond, Virginia  
Borland Floral & Gift, Cambridge, Nebraska  
Bottineau Floral, Bottineau, North Dakota  
Butler Music Store, Marion, Indiana  
Butte Floral Company, Butte, Montana  
Citizens State Bank, Mohall, North Dakota  
Commerce National Bank, Little Rock, Arkansas  
Credit Bureau of Tucumcari, Tucumcari, New Mexico  
Dakota Drug, Inc., Minot, North Dakota  
Distinctive Creations, Billings, Montana  
Dodson Irrigation, Malta, Montana  
Don M. Longohr Florist, Bozeman, Montana

Donovan & Roberts Law Offices, Wheaton, Illinois  
Downtown Billings Association, Billings, Montana  
El Tovar the Castle by the Sea, Santa Monica, California  
Everson Funeral Home, Williston, North Dakota  
Farmers Home Administration Montgomery, Alabama  
First Avenue Greenhouse, Wolf Point, Montana  
First National Bank of Holdrege, Holdrege, Nebraska  
First National Bank of Racine, Racine, Wisconsin  
First National Bank, Miles City, Montana  
First State Bank, Hallsville, Texas  
Friday & Kazen, Austin, TX  
Garden City Floral, Missoula, Montana  
Gateway Pwking Restaurant, Martinsburg, West Virginia  
Gayvert's Greenhouse, Billings, Montana  
Georgia Hospitality & Travel Assoc. Atlanta, Georgia  
Golubin's Flowers, Butte, Montana  
Granat & Cole, Malta, Montana  
Great Western Tours, San Francisco, California  
Gulf Coast Innkeepers Association, Inc. Biloxi,  
Mississippi  
Hansen & Co., Omaha, Nebraska  
Hart-Albin Company, Billings, Montana  
Henderson Travel, San Bruno, California  
Holdrege Daily News, Holdrege, Nebraska  
Hoosier Travel Service, Indianapolis, Indiana  
House, Holmes & Jewell, Little Rock, Arkansas  
Hubbard, Patton, Peek, Haltom & Roberts Texarkana,  
Texas  
Ideal Trailer Village, the Dallas, Oregon  
Intematic Inc., Spring Grove, Illinois  
International Associated Travel, Atlanta, Georgia  
Iowa Farm Bureau Federation  
J & J Floral Nursery, Butte, Montana  
Jacob Engineering Co., Pittsburgh, Pennsylvania  
James H. McGuire, C.P.A., Mt. Pleasant, Texas  
Jan's Floral, Harlem, Montana  
Jan's Floral, Malta, Montana  
Jaran Enterprises, Cresco, Iowa  
Joe & Jean Floral & Greenhouse, Hardin, Montana  
Kalispell Floral, Kalispell, Montana  
KEYZ Radio Williston, North Dakota  
Knox Flower Shop, Inc., Helena, Montana  
Koehler Dramm & Johnson, Inc., Chicago, Illinois  
La Grande Industrial Development Corp. La Grande,  
Oregon  
Lelok Travel Service, Havre, Montana  
Malta Mercantile Company, Malta, Montana  
McClinton Chevrolet Co. Parkersburg, West Virginia  
McDonald Transit Associates Inc., Fort Worth, Texas  
Milam's Greenhouse & Flower Shop, Bozeman, Montana  
Miles City Floral & Greenhouse, Miles City, Montana  
Minot Daily News, Minot, North Dakota  
Model Clothing Store, Williston, North Dakota  
Moenaar Specialty Mfg., Inc., Willmar, Montana  
Mystic Seaport, Inc., Mystic, Connecticut  
National Capital Travel Center, Washington, DC  
Northwest Construction Co., Rockford, Illinois  
O'Shea Travel, Pompano Beach, Florida  
Park Florists, Butte, Montana  
Pearson Mortgage & Development Co. Palm Desert,  
California  
Powder River Sportsmen's Club Inc., Baker, Oregon  
Raskin & Debele Law Offices, Savannah, Georgia  
Redfield Travel, Van Nuys, California  
Russian Olive Estates, North Platte, Nebraska  
Sager Tourists Incorporated, Anaconda, Montana  
Saratoga Travel, Tucson, Arizona  
Scobey Commercial Club, Scobey, Montana  
Scott Travel, No. Lauderdale, Florida



Shelby BPW Club, Shelby, Montana  
 Shelby Floral & Gift, Shelby, Montana  
 Smalley's Floral & Garden Center, Billings, Montana  
 St. Petersburg Times  
 Sukut Office Supply, Williston, North Dakota  
 The Big Mountain, Whitefish, Montana  
 The Lincoln Star, Lincoln, Nebraska  
 The Old Country Busch Gardens, Williamsburg, Virginia  
 The Plains Motel, Cherokee, Oklahoma  
 Travel Services, Inc., Coralville, Iowa  
 Turtle Mountain Corp., Belcourt, North Dakota  
 Twin Disc Inc., Racine, Wisconsin  
 Virginia Travel Council, Richmond, Virginia  
 Volly's-Gayvert's Floral & Greenhouse, Billings, Montana  
 Ward County Farmers Union, Minot, North Dakota  
 Whipco, Cherry Hill, New Jersey  
 Whitefish Floral, Whitefish, Montana  
 Wholesale Florist, Inc., Spokane, Washington  
 Wilhelm Flower Shoppe, Butte, Montana  
 Williamsburg Hotel/Motel Association, Williamsburg,  
 Virginia  
 Winter Sports, Inc., Whitefish, Montana  
 Wirt Interstate Planning Co., Parkersburg, West Virginia  
 Woodland Floral & Greenhouse Inc., Kalispell, Montana  
 Yellowstone Park Company, Yellowstone National Park,  
 Wyoming

## RAILROADS

Atchison, Topeka & Santa Fe Railway Company  
 Auto Train Corporation  
 Bessemer & Lake Erie Railroad Company  
 Burlington Northern, Inc.  
 Chicago and North Western Transportation Company  
 Elgin, Joliet & Eastern Railway Company  
 Family Lines System  
 Kansas City Southern Railway Company  
 Long Island Railroad  
 Missouri - Kansas - Texas Railroad Company  
 National Railroad Passenger Corporation  
 St. Louis - San Francisco Railway Company  
 Southern Pacific Transportation Company  
 Southern Railway Company  
 Union Pacific Railroad Company

## LABOR UNIONS

AFL-CIO, Colorado  
 AFL-CIO, Idaho  
 AFL-CIO, Montana  
 Amalgamated Transit Union, California  
 Amalgamated Transit Union, Florida  
 Amalgamated Transit Union, Indiana  
 Amalgamated Transit Union, Louisiana  
 Amalgamated Transit Union, Massachusetts  
 Amalgamated Transit Union, North Carolina  
 Amalgamated Transit Union, Virginia  
 B.L.E., Florida  
 B.L.E., Montana  
 B.L.E., Nevada  
 B.L.E., North Dakota  
 B.L.E., Virginia  
 B.L.E., Wyoming  
 B.R.A.C., California  
 B.R.A.C., Florida  
 B.R.A.C., Illinois  
 B.R.A.C., Tennessee  
 B.R.A.C., Utah  
 B.R.A.C., Wyoming  
 Brotherhood of Sleeping Car Porters  
 International Association of Machinists

Local 390, Teamsters, Hialeah, Florida  
 Local 2009, Transport Workers Union, Pittsburgh,  
 Pennsylvania  
 Minot Central Labor Union  
 National Union of Security Officers  
 U.T.U. - Arizona  
 U.T.U. - Arkansas  
 U.T.U. - California  
 U.T.U. - Colorado  
 U.T.U. - Connecticut  
 U.T.U. - Florida  
 U.T.U. - Idaho  
 U.T.U. - Illinois  
 U.T.U. - Michigan  
 U.T.U. - Minnesota  
 U.T.U. - Missouri  
 U.T.U. - Montana  
 U.T.U. - North Dakota  
 U.T.U. - Ohio  
 U.T.U. - Oregon  
 U.T.U. - Texas  
 U.T.U. - Washington  
 U.T.U. - West Virginia

## ENVIRONMENTAL GROUPS

Friends of the Earth  
 Group Against Smog and Pollution  
 Headwater Resource Area  
 Natural Resources Defense Council  
 Sierra Club

## INSTITUTIONS

Ball State University  
 Boylan Haven Mother Academy  
 California State University-Sacramento  
 Catholic Community Services  
 Catholic Diocese, Butte, Montana  
 Central State College  
 Chatham College  
 Church of Jesus Christ of Latter Day Saints, Minot, ND  
 Clark Technical College  
 University of Colorado  
 Concordia College  
 Crosier Seminary College  
 University of Dayton  
 Earlham College  
 Evangelical Mission Church  
 First Union Church, Williston, North Dakota  
 Furman University  
 Georgia University  
 University of Grand Forks  
 University of Idaho  
 Indiana University of Pennsylvania  
 University of Iowa Hospitals  
 Iowa Wesleyan College, Iowa  
 Kearney State College  
 Kent State University  
 Kingsborough Presbyterian Church  
 McCook Community College  
 Miami University  
 University of Minnesota  
 Minot Air Force Base  
 Minot State College  
 Minot Vocational Adjustment Workshop  
 University of Mississippi  
 University of Nebraska-Curtis  
 University of Nebraska-Lincoln  
 North Dakota Boys Ranch  
 North Dakota School of Science

University of North Dakota  
Academy of Nortre Dame of the Prairies  
Ohio University  
University of Pittsburgh  
Princeton University  
University of Rhode Island  
Rice University  
Sacred Heart Church, Ohio  
Shepherd College  
Southern Methodist University, School of Electrical  
Engineering  
Church of St. John the Evangelist  
St. Louis Church  
Taylor University  
Tuskegee Institute  
United Congregational Church, Butte, Montana  
West Virginia University

Indiana Trails, Inc.  
Jack Rabbit Lines, Inc.  
Kerrville Bus Co.  
LaPorte Transit, Co., Inc.  
Metropolitan Bus Corp., Richmond, Virginia  
Missouri Bus Co.  
Motor Coach Association of Washington  
Nebraska Motor Co.  
Northwestern Stage Lines  
Orange Stages  
Pacific Freeport Transit  
Pacific Trailways  
Peirless Stage Lines, Inc.  
Peoria-Rockford Bus Co.  
Peter Pan Bus Lines  
Stanley Cup Coach Lines  
Trailways, Inc.

## GROUPS REPRESENTING SPECIAL CONCERNS

American Association of Railroad Retired Persons  
American Association of Retired People  
Blind & Visually Handicapped, North Dakota  
Coalition of Senior Clubs & Organizations, Florida  
Committee for Restoration of BN Depot, Bismark, North  
Dakota  
Consumers Education & Protective Association,  
Philadelphia, Pennsylvania  
County Taxpayers League, Inc., California  
Dakota Association of Native Americans  
Free People Foundation  
Good Samaritan Hospital Association, Rugby, North  
Dakota  
Heart of American Human Services Center, Rugby, North  
Dakota  
Kiwanis Club, Crosby, North Dakota  
League of Women Voters, Allegheny County  
League of Women Voters, Iowa  
League of Women Voters, National Capital Area  
Low Income People, Minot, North Dakota  
Minot Blind & Visually Handicapped Association  
Minot Jaycees  
National Association for the Advancement of Colored People  
National Federation of Masons of the World  
National Taxpayers Union, California  
National Taxpayers Union, Idaho  
National Taxpayers Union, Tennessee  
National Teachers Association  
Nevada Taxpayers Association  
Paralyzed Veterans of America, Michigan Chapter  
Peninsula Motor Club/AAA  
Senior Citizens Association, Montana  
Senior Citizens Club of Rugby, Montana  
Tax-Payers Protection  
Taxpayers League, Miami & Dade County, Florida  
United Organization of Taxpayers  
United Taxpayers Union of New Jersey  
Virginia Veterans Administration Center  
Wisconsin Lung Association

## BUS COMPANIES AND ASSOCIATIONS

American Bus Association  
Capitol Bus Company  
Carolina Coach Company  
Central Texas Bus Lines  
Frank Martz Coach Co.  
Greyhound Lines Inc.  
Gulf Coast Motor Lines, Inc.  
Indiana Motor Bus Co.

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