

**BUILDING ON THE PAST  
TRAVELING TO THE FUTURE**



# BUILDING ON THE PAST TRAVELING TO THE FUTURE

SECOND EDITION

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A PRESERVATIONIST'S GUIDE  
TO THE FEDERAL TRANSPORTATION ENHANCEMENT PROVISION

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FEDERAL HIGHWAY ADMINISTRATION

NATIONAL TRUST FOR HISTORIC PRESERVATION

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THE ANNUAL FRISCO  
FESTIVAL CELEBRATES  
MAIN STREET IN ROGERS,  
ARKANSAS. PHOTO: CITY  
OF ROGERS PARKS AND  
RECREATION DEPARTMENT

# JOINT MESSAGE

KENNETH WYKLE, FEDERAL HIGHWAY ADMINISTRATOR

RICHARD MOE, PRESIDENT, NATIONAL TRUST FOR  
HISTORIC PRESERVATION

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In June 1998, Congress reaffirmed the importance of Transportation Enhancement (TE) activities as part of the Transportation Equity Act for the 21st Century (TEA-21). In doing so, Congress preserved and improved on the progressive policies contained in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). Through its protection of Transportation Enhancements, including activities that contribute to historic preservation, Congress cast a vote of confidence in the thousands of nontraditional, transportation-related projects that have helped conserve and enliven America's communities.

TEA-21 increased Federal financial resources for TE activities by nearly 40 percent and expanded the list of eligible activities from 10 to 12. TEA-21 also affirmed the eligibility of historic preservation projects with a variety of links to the transportation system: functional, historical, economic, social, and visual.

Both transportation and historic preservation have important missions that contribute to community livability and affect the quality of life of our citizens. The TE activities offer historic preservationists and transportation professionals new opportunities to work together. This publication focuses on the many roles historic preservation has been given through the TE activities.

Not only are historic resources specifically referenced in 4 of the 12 activities, they are frequently combined with scenic resources as key elements in the preservation of communities and landscapes through which roads pass. The TE activities of the Surface Transportation Program offer a tangible opportunity for transportation agencies to become preservation partners with the citizens and communities they serve.

The mission of the Federal Highway Administration (FHWA) is not only building roads and bridges, but also providing a safe and efficient transportation system for America. FHWA's activities influence the Nation's prosperity and the well-being of communities. Because of this, FHWA is committed to continuing to meet the challenge of ISTEA and TEA-21 to provide safe, efficient transportation service that conserves and enhances environmental, scenic, historic, and community values so vital to quality of life.

Transportation enhancement projects can contribute substantially to community revitalization. By their very nature, these projects engage citizens, private groups, local governments, and State and Federal agencies in activities that enhance the community benefits of transportation. The projects selected for explo-

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ration in this edition focus on community character and a strengthened sense of place. Particular attention is given to projects that contribute to revitalizing historic downtown/Main Street commercial districts, and projects that promote heritage travel and tourism.

The National Trust for Historic Preservation hailed the changes in national surface transportation policy as important stepping stones toward broader preservation of the Nation's heritage. This is especially true for Main Street communities and heritage corridors whose historic resources and visitor amenities can help attract travelers and revenue to cities and towns. The National Trust intends to work with communities to tap into the potential of Transportation Enhancement activities to support historic preservation and sustainable transportation. This includes encouraging pedestrian and bicycle access for Main Streets and Federal and State heritage corridors.

The desire to be on the move and to see new things is an important element of the human experience; so is the desire to preserve places that signify home. The Transportation Enhancements category of funding has created a great opportunity for Americans to preserve culturally significant sites and routes for future generations to enjoy, and to enliven and protect the communities we all come home to.





# INTRODUCTION

## T U R N I N G P O I N T S

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**T**he destinations and transportation routes of the United States are integral to the American experience. In cities and town centers, along waterfronts, and within key agricultural areas and industrial corridors, the relationship between the Nation's transportation system and important historic sites can stimulate local economies and foster community pride. The potential for such

linkages is especially vivid and clearly recognized in the Transportation Enhancement (TE) funding category within the Surface Transportation Program, authorized by Congress in 1991 and reauthorized in 1998.

This booklet answers questions about TE activities and illustrates the role TE funding can play in revitalizing communities, preserving historic resources, and stimulating cultural tourism. The publication also explains specific ways that States and communities have used historic preservation to unify communities and celebrate the interconnections between our Nation's history and the rivers, roads, and rails that carry our people and goods.

Between 1992 and 2001, State transportation departments made more than \$3 billion in Federal TE funds available to communities. Nearly 11,000 projects received TE funding during that period, of which 2,300 included a historic preservation or archaeological element. Local communities, which contributed more than \$1 billion to implement the program, have access to at least another \$3 billion in Federal funds through 2003. Federal law does not require States to spend TE funds on TE activities, only to set them aside and make them available. To derive full benefit from transportation enhancements, it is crucial that communities actively participate in the TE process in their States.

OPPOSITE PAGE:  
TE-FUNDED RAILROAD  
RELOCATION PROJECT IN  
LAFAYETTE, INDIANA  
HAS BROUGHT LIFE  
BACK TO THIS MIDWEST-  
ERN CITY'S DOWNTOWN.  
PHOTO: RON DYE

“OUR YOUTHFUL EXUBERANCE IN BUILDING A MASSIVE AND ENVIABLE ROAD NETWORK IS BEING REPLACED WITH A MORE SEASONED PATIENCE IN FITTING OUR FACILITIES MORE CAREFULLY INTO COMMUNITIES AND THE NATURAL LANDSCAPE.”

—RODNEY SLATER, SECRETARY OF TRANSPORTATION

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Between 1995 and 1998, funding of historic preservation through TE activities declined. Yet the funding available for historic preservation through the TE category greatly exceeds traditional funding through State preservation programs. Historic preservationists and State historic preservation offices can use these funds to help communities in a variety of ways. One important example of such assistance is the implementation of the TE-eligible components of State historic preservation plans.

Potential sponsors need to know how to develop competitive proposals for their State enhancement programs that include the specific historic preservation activities set out in the law. Transportation professionals need concise information and a range of examples of how historic preservation benefits the public in the context of TE projects.

This booklet describes State practices and TE projects, with a focus on historic preservation. Across the Nation, TE projects are using historic preservation to revitalize community squares, make major routes and hubs more attractive and useful to the traveler, and conserve rural landscapes. Historic preservation knits together the common threads that unite communities in pride and help sustain their economic well-being. Enhancement of historic transportation corridors, facilities, and

public spaces should be in harmony with mobility and access: it is a way of honoring our Nation’s identity and diversity, and a mechanism for protecting valuable lessons, landscapes, and livelihoods for future generations.

The United States’ dynamic transportation system exerts strong influence over local economies and landscapes. TE activities offer a variety of opportunities for community enhancement. Many TE activities focus on historic preservation, and help support stable and sustainable local economic growth through protection of historic resources.

The connection between transportation and historic sites makes a wide variety of historic preservation projects eligible for funding. This publication profiles a cross-section of historic preservation projects with strong past and present links to the transportation system, creative approaches to financing, and innovative partnerships. These projects demonstrate the community benefits of aesthetic improvements such as historic façade restoration or streetscape improvements, provision of visitor centers and other traveler amenities, and encouragement of economic development and heritage tourism through historic preservation.

Many transportation enhancement projects focus on historic preservation or contain a historic preservation element that works in synergy with

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other activities. This booklet is intended to encourage transportation professionals and potential TE sponsors to seek out transportation-related historic preservation and other TE activities, and pursue them with enhancement applications.

The historic sites and buildings related to transportation facilities represent the common ground from which many Americans' fondest memories and shared heritage spring. As we travel from place to place, whether for business or pleasure, as part of a daily commute or as a journey of many miles, the sights and sounds we encounter along the way shape our perception of our communities, our Nation, and ultimately ourselves as citizens participating in this Nation's evolving history. Caring for historic places through transportation enhancements renews interest in these places, and deepens respect for the communities that contain them and the citizens who maintain them.

We hope this publication helps lead to new partnerships and activities that support communities and celebrate our Nation's heritage.

#### WORTH NOTING: TRANSIT ENHANCEMENT ACTIVITIES

*TEA-21 also created a Transit Enhancements funding category, modeled on the original Transportation Enhancement activities in the Surface Transportation Program. This funding is available through the Federal Transit Administration via Metropolitan Planning Organizations and local transit providers. Contact FTA at the Office of Program Management, 202-366-1645, for further information.*

HINESBURG, VERMONT  
USED TRANSPORTATION  
ENHANCEMENT FUNDS  
FOR PEDESTRIAN AND  
STREETSCAPE IMPROVE-  
MENTS IN ITS VILLAGE  
CENTER. PHOTO:  
KATHLEEN RAMSAY





# TRANSPORTATION ENHANCEMENTS

## A N O V E R V I E W

In 1991, a new kind of transportation law was passed. Culminating 40 years of investment in the Interstate Highway System, the Intermodal Surface Transportation Efficiency Act gave States and communities much more flexibility to direct Federal transportation funds toward local priorities for transportation access, environmental protection, and quality of life. Within the largest and most flexible of these major funding programs, the Surface Transportation Program, 10 percent of funds was set aside for Transportation Enhancement activities. These 10 activities were increased to 12 in 1998 by the Transportation Equity Act for the 21st Century (TEA-21). To be considered for this Federal support, a TE activity must be related to surface transportation and must be one of the 12 eligible activities (see list on page 14).

The popularity of transportation enhancements is indisputable. States routinely receive more proposals than they can fund. New Jersey's 1999 call for proposals, for example, elicited such an overwhelming response from communities that only 10 percent of all proposals could be funded. During its year 2000 round, Pennsylvania received nearly 300 applications, which would have required \$285 million to fund, seven times the amount available.

During the 1997–98 reauthorization of ISTEA in Congress, Transportation Enhancements received such strong support from citizens, community groups, and local and State elected officials that the TE set-aside was reauthorized with additional funding and new categories of eligibility.

OPPOSITE: HISTORIC  
CORINTH DEPOT,  
CORINTH, MISSISSIPPI.  
PHOTO: ERIC LONG,  
AMERICAN BATTLEFIELD  
PROTECTION PROGRAM,  
NATIONAL PARK SERVICE

“TRANSPORTATION IS ABOUT MORE THAN ASPHALT, CONCRETE, AND STEEL; IT IS ABOUT  
QUALITY OF LIFE FOR THE AMERICAN PEOPLE, TODAY AND IN THE FUTURE.”

—RODNEY SLATER, SECRETARY OF TRANSPORTATION

## THE 12 ELIGIBLE ENHANCEMENT ACTIVITIES

*The following list of the 12 Transportation Enhancement activities includes project examples that illustrate each activity. These examples are meant to be illustrative, not definitive. Although the Federal government provides guidance and ensures compliance with eligibility requirements, States are responsible for selecting projects. Contact your State TE coordinator to discuss specific eligibility practices in your State.*

1. Provision of facilities for pedestrians and bicycles—Examples of eligible activities include new or reconstructed sidewalks, walkways, or curb ramps; bike lane striping, wide paved shoulders, bike parking and bus racks; off-road trails; bike and pedestrian bridges and underpasses.
2. Provision of safety and educational activities for pedestrians and bicyclists—A new activity under TEA-21, generally expected to include programs designed to encourage safe bicycling and walking.
3. Acquisition of scenic easements and scenic or historic sites—Examples include acquisition of scenic land easements, vistas and landscapes; purchase of buildings in historic districts or historic properties; and preservation of historic farms.
4. Scenic or historic highway programs (including the provision of tourist and welcome center facilities)—Eligible activities include construction of turnouts and overlooks on scenic or historic roads; visitor centers and viewing areas; designation signs and markers along historic corridors.
5. Landscaping and other scenic beautification—Eligible improvements may include street furniture, lighting, public art and landscaping along streets and at transit stops; beautification activities along historic highways, trails, and interstates; enhancement of waterfronts and gateways.

6. Historic preservation—Eligible activities include preservation of buildings and façades in historic districts; restoration and reuse of historic buildings for transportation-related purposes; access improvements to historic sites and buildings.

7. Rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities and canals)—Examples of eligible activities are restoration of railroad depots, bus stations, and lighthouses; as well as rehabilitation of railroad trestles, tunnels, and bridges.

8. Preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian and bicycle trails)—Eligible activities include acquisition of railroad rights-of-way; planning, designing, and constructing multi-use trails; and developing trail projects.

9. Control and removal of outdoor advertising—Billboard inventories or removal of illegal and nonconforming billboards are examples of eligible activities.

10. Archaeological planning and research—Research, preservation planning, and interpretation; Developing interpretive signs, exhibits and guides; inventories and surveys.

11. Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity—Eligible activities include runoff pollution prevention studies; soil erosion controls; detention and sediment basins; wildlife underpasses.

12. Establishment of transportation museums—A new activity under TEA-21, may include the conversion of railroad stations or historic properties to museums with transportation themes.

Although Congress set forth the general framework for the eligibility of TE activities, decisions about the structure and administration of each State program have been left up to the individual States. Federal and State transportation professionals maintain a close working relationship that dates back to the early years of the 20th century, when the Bureau of Public Roads was established to help States develop uniform standards for road design and maintenance. This relationship was further strengthened when ground broke for the Interstate System in the early 1950s. An unprecedented degree of Federal-State cooperation was necessary to complete this ambitious coast-to-coast public works project, the largest of its kind ever undertaken in the United States.

In keeping with this tradition, State transportation agencies developed and now implement their transportation enhancement programs with oversight from staff members of the Federal Highway Administration's headquarters and field offices. The TE program of each State is governed by a unique mix of Federal and State regulations, policy, and guidance. Nearly all of the day-to-day decisions about TE funding and project implementation are made at the State level.

Over the years some States have demonstrated great enthusiasm for TE activities, incorporating them into their routine activities and even transforming their missions in response to TE's emphasis on supporting communities. Community planner and Vermont TE coordinator Lani Ravin says

the State TE program has generated goodwill in communities:

*Everyone knows us as the people who pave the roads. Depending on whom you talk to, the paving is unwanted or it isn't happening fast enough. This program gives us a chance to do something else for communities. It enhances the transportation system's environment and reflects local priorities. Plus, these projects can get done quickly. All of that makes our jobs easier when we are working on other projects at the local level.*

In States where transportation personnel and elected officials show leadership and openness to public input, and where innovative project sponsors have committed their time and resources to imaginative projects, TE programs have been a success. Some States, however, have been reluctant to fund historic preservation projects because of concerns about some of these projects' relationship to the transportation system. In the past, only historic transportation structures or facilities—such as canals, bridges, and train depots—were funded in some States. Increasingly, TE coordinators and advisory committees have broadened the eligibility requirements of their programs to capture a more diverse range of projects with an evident relationship to the transportation system, even if past or present transportation use is not a prominent feature of the project.

The Federal Highway Administration's December 1999 guidance states that a historic site's

relationship to transportation must be significant but need not be strictly functional. “Elements of Strong State Programs” (page 17) explains several criteria by which to measure how well a State encourages TE activities in general and historic preservation in particular.

Several States have explicitly recognized historic preservation as a critical TE activity. These programs, for example, may recognize that restoration of the exteriors of historic buildings can be eligible for TE funds under the category of landscaping and other scenic beautification. State DOTs have

funded the rehabilitation of significant historic buildings in transportation corridors under the scenic/historic highway program category.

The National Transportation Enhancements Clearinghouse (NTEC) (see below for more information), a joint venture between the Federal Highway Administration and the Rails-to-Trails Conservancy, is the National source for data on State programs and TE expenditures. Data compiled by NTEC suggest great variance among States in terms of expenditure of TE fund allocations and timely completion of projects.

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## NATIONAL TRANSPORTATION ENHANCEMENTS CLEARINGHOUSE

*The National Transportation Enhancements Clearinghouse (NTEC) exists to help connect people with the information and resources they need to obtain and utilize Transportation Enhancement (TE) funds.*

### NTEC provides a number of important resources and services to customers:

- An informative quarterly newsletter on Enhancements.
- New publications such as guides to the program and overviews of how States are spending their TE funds.
- A toll-free help line (1-888-388-NTEC) and Web site ([www.enhancements.org](http://www.enhancements.org)).
- State TE program profile: contacts, funding history, selection procedures, and financing policies.
- Distribution of more than 50 different publications related to transportation enhancements.

- Numerous downloadable documents on the NTEC Web site.
- The latest State TE funding data and a data base of programmed projects.
- Contact information and referrals to State DOTs, FHWA, and advocacy organizations.

### Questions that NTEC frequently answers:

- Whom should I contact in my State for information about the TE program?
- What other organizations should I contact for help and information?
- Can NTEC provide my organization with copies of documents so we can promote our TE project (or the TE program as a means for funding)?



Over the years, States have adopted a wide variety of approaches to developing and implementing their TE programs. Those that have had the most success with their TE programs tend to have some approaches in common, and often these are correlated with one another. One preliminary indicator of success is the efficiency with which a State expends its TE funds. Data show that States with the highest rates of funding commitment for ISTE<sup>A</sup> and TEA-21 also tend to have taken one or more of the actions described in this section.

The following is an illustrative, not comprehensive, list.

Integration of TE activities with other State goals for transportation, historic preservation, tourism, and economic development. Several State DOTs have coordinated the goals of their TE programs with those of other State agencies and statewide organizations, including Main Street organizations, State Historic Preservation Offices (SHPOS), land banks, statewide historic preservation groups, Governors and their special task forces, State Cultural Affairs and Tourism offices, and State environmental departments. In some cases, a State DOT has allocated substantial TE funding to another State agency with expertise in a particular area, such as acquisition of scenic or historic easements, or commissioning of public art (Molly Brook Farm, page 60 and Cultural Corridors, New Mexico, page 47).

Balanced and diverse fund allocations among all 12 eligible activities. State DOTs that promote fair and open competition among all of the 12 categories also tend to have strong

input from the many stakeholders in the TE process; including preservationists, conservationists, bicyclists, pedestrian advocates, transportation history buffs, and others. An important question to ask is how much of the State's annual TE allocation is spent on State transportation agency activities and how much is committed to local, community-generated proposals.

Outreach and education to encourage proposals. States with the most aggressive and early outreach also have the most proposals to choose from. This outreach can take the form of booklets, widespread mailings, and information on the Internet; but person-to-person contact is frequently noted among the most successful programs. Some States sponsor regional workshops to encourage proposals, while others make their TE coordinators available to attend and speak at conferences in the State. The most consistent feature among successful TE programs is that they encourage communities and non-transportation groups to compete for TE funds to meet local, pressing needs that cut across all 12 eligible activity categories. Another important element is an application form or guidebook that clearly delineates the criteria on which project decisions are based.

Establishment of mechanisms for strong citizen participation. Such mechanisms may include a citizens advisory committee, serious input and participation by other State agencies, and responsiveness to suggestions (for example, willingness to revise the TE application form or take steps to correct recurring implementation problems when they are brought to the State's attention).

Some questions to ask: Who approves transportation enhancement projects in your State, and how open is the process by which those decisions are made? Do State agencies representing historic preservation, travel and heritage tourism, parks, recreation and community revitalization, and others have a voice in what's approved? Are citizens and local government officials involved in selection decisions? Do citizens have the opportunity to be involved earlier, for example in updating procedures, application materials, and ranking systems?

Provision of technical assistance. Successful State programs offer their personnel's expertise to answer project applicants' questions and help sponsors carry out environmental review, design, planning, and construction of their projects. Most States dedicate one or more of their own staff to this technical assistance, while others have contracted with on-call consultants (see Proctorsville Village Green, page 62).

Development of flexible requirements that help project sponsors get the job done. The requirements for Federally funded transportation projects can bewilder a local sponsor unfamiliar with such procedures. FHWA, and in turn many States, adapted their requirements to better suit TE projects and their sponsors. For example, in-kind donations now can be counted toward local match, and FHWA will now advance partial payment to a sponsor to help establish cash flow at the beginning of a project. Environmental review procedures have been streamlined, as well as those for approval of design, planning, and construction documents. Several State DOTs coordinate their environmental review processes with those of other State agencies that have similar requirements, and at least one even funds staff positions at the State Historic Preservation Office to conduct environmental and historic impact review for all TE projects (see Liberty Heritage Trail, page 35).

## GETTING WITH THE PROGRAM

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Proposing a historic preservation project for TE funds brings a sponsor into the complex world of transportation planning. The TE program is just one among many Federal transportation programs administered by State transportation agencies and governed by Federal and State transportation planning and project development regulations and procedures.

In most States, the first step for a TE project proposal is a formal application. To be eligible for TE funds, a project must be among the 12 eligible TE activities and relate to surface transportation. Every State determines its own criteria for meeting this

requirement, subject to FHWA guidance on the subject. The processes by which States arrive at decisions also vary, including how frequently TE funds are awarded, who reviews projects, who ultimately selects projects, and what ranking systems are used.

Typically, proposals are pooled at the State or regional levels, where funding decisions are made. The process for making these decisions is often distinct from the larger process that governs project selection for other Federal transportation funding programs. However, all Federally funded transportation projects must appear in an approved

State Transportation Improvement Program (STIP) developed by the State DOT and, in urbanized areas, in a metropolitan Transportation Improvement Program (TIP) as well. STIPs and TIPs are short-term investment budgets that list projects and amounts to be spent. These documents, which are updated at least every three years, fulfill the State's long-range plan, which typically has a 20-year forecast period and is also updated periodically. Long-range plans are primarily policy documents, but may include maps of future facilities and lists of high-priority projects.

Since the passage of ISTEA, the goals of State and metropolitan transportation plans and programs have become increasingly complex and sophisticated. Planners, transportation officials, elected officials, and citizens are working together to address all modes and aspects of transportation and explain how transportation investments will help fulfill the economic, social, and environmental goals of the State. These plans may outline funding levels, priority activity areas, or other policies that set the stage for specific TE project proposals. Project sponsors should evaluate their specific TE proposals to determine how they can contribute to fulfilling long range plans. Highlighting this connection in a TE funding application is likely to enhance a project's chances for funding, and many State selection criteria state the relationship to or inclusion in the State/MPO Long Range Transportation Plan or other plans as a condition of funding.

## HOW THE MONEY FLOWS

TEA-21 established base funding levels and formulas to guide the annual apportionment of TE funding. At the beginning of each Federal fiscal year (October 1), FHWA apportions TE and other transportation funds to each State. TE funds are placed in a special

## AVOIDING COMMON PITFALLS

*In preparing applications, project sponsors should look ahead to see if any of the following issues may be a concern:*

1. Accuracy of cost estimates
2. Land acquisition needs that may not mesh with Federal requirements for land acquisition
3. Cash flow
4. Maintenance of the project after completion
5. Understanding of which costs are reimbursable under State or Federal law
6. Understanding of legal requirements governing TE projects
7. The length of time it will take to start or complete a project

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## PROJECT OVERSIGHT

*For certain projects, a State is required to obtain FHWA approvals as the project proceeds through the design and construction phases (traditional approach). However, in many cases a State can choose to exempt projects from detailed FHWA oversight of design and construction.*

- A State can choose to exempt FHWA from design and construction oversight for all projects off the National Highway System (NHS). Most transportation enhancements would be located off the NHS.
- States can also choose to exempt FHWA from design and construction oversight for low-cost (less than \$1 million) or resurfacing, reconstruction, and rehabilitation projects on the NHS. This exemption category would cover transportation enhancements such as bike paths, landscaping, and scenic enhancements that are implemented along a road designated as being part of the NHS.

FHWA has strongly encouraged the States to take maximum advantage of the opportunities available to them to exempt FHWA from project oversight. Nearly all of the States have exempted FHWA from oversight of projects off the NHS and half of the States have exempted FHWA from oversight of low-cost NHS projects. Many States also use the certification acceptance process, in existence prior to passage of ISTEA, which also limits FHWA's oversight role. FHWA's goal is to have all States using some form of oversight exemption.

account and remain available for at least three additional years, usually much longer.

Since not every sponsor is familiar with Federal-aid highway program requirements, especially those governing reimbursement of project funds and environmental impact review, many States help sponsors answer questions about these requirements and take steps to simplify and streamline other administrative procedures. This is especially warranted because most TE projects are substantially smaller in scale than traditional road and bridge projects, and most TE projects simply do not require as much extensive and detailed oversight by the State transportation agency during the implementation phase.

A nationwide programmatic memorandum of agreement for Section 106 of the National Historic Preservation Act was developed and made available to all States to use or further tailor to their own specific needs. The programmatic memorandum of agreement reduced paperwork throughout the historic preservation review process required by Federal and some State law.

The FHWA also allows for an “advance payment option,” whereby a local sponsor can receive a portion of the Federal funds for a project up front so that initial contractor invoices can be paid. This option enables sponsors to set the invoicing and reimbursement process in motion to avoid bank loans and added costs due to capital financing.

## PUBLIC PARTICIPATION IN PLANNING

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Public participation in the State and community transportation planning process is a critical responsibility of TE supporters. In fact, one of the criteria States apply to evaluating TE project proposals is public involvement at the local or regional level. An established process for consulting with citizens early in project selection and planning indicates community support and mechanisms for communication during project implementation. This in turn increases the likelihood that citizens will feel a stake in ensuring that the project will be a long-term success.

TEA-21 confirmed and continued the principle established in ISTEA that public involvement is an integral part of Federal-aid planning, programming, and project implementation. Each State and

metropolitan area is required to maintain meaningful and inclusive involvement of regional organizations, local agencies, and citizens in selecting TE activities.

Transportation enhancement activities often draw on different goals and partners compared with most transportation projects. FHWA strongly encourages the effective use of advisory committees to assist in gathering information and community feedback. Early and continuing public participation in TE activities should also be sought to assure consistency with the requirements for public involvement in the metropolitan and statewide planning regulations, and with the National Environmental Policy Act (NEPA) project implementation guidance.

## GAINING MOMENTUM FOR A HISTORIC PRESERVATION PROPOSAL

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1. Seek additional information on eligible <sup>TE</sup> activities by reading *A Guide to Transportation Enhancements*, published by the National Transportation Enhancements Clearinghouse.
2. Contact the National Transportation Enhancements Clearinghouse for a profile of your State's program, examples, or list of approved projects. Then call the enhancement manager in your State transportation agency for information, including an application and a guidebook or guidelines. Ask your State enhancement manager to help you gain contacts with other project sponsors in the State for insights. Ask about the schedule for the solicitation of projects. Find out about deadlines for application submission.
3. Make sure your project is among the 12 enumerated enhancement activities. In many States, applications that include several eligible activities are given special consideration. Also make sure that your project is related to surface transportation and that your application adequately explains what that relationship is. Bear in mind that proximity alone is not a strong enough relationship to warrant funding. The specific ways in which the project is related to transportation should be spelled out in the application. This booklet explains several ways that historic preservation projects are related to transportation (see next section, "Historic Preservation and Transportation: The Critical Connection").
4. Contact your State Historic Preservation Office (SHPO) and ask for help with your application. Many SHPOs are active partners with State transportation agencies and can provide invaluable advice and support that will strengthen your historic preservation enhancement proposal. In addition, if your State has a statewide historic preservation plan, you should consider ways your project can be related to that plan, and how both relate to surface transportation.
5. Transportation enhancement funds are intended for extraordinary, nontraditional activities, not environmental mitigation activities (except in the case of water pollution due to highway runoff) or actions to offset project impacts. Transportation professionals call these normal or expected activities mitigation. You may want to talk to transportation professionals about what is considered normal mitigation in your State.
6. States have a variety of procedures for complying with Federal requirements for transportation planning and citizen participation. You don't need to be an expert on the subjects to apply for enhancement funds, but you may want to ask your State DOT or Metropolitan Planning Organization (MPO) for information about the ways Federal planning requirements could affect your project.
7. If you are a community or nonprofit group, do your best to find a governmental partner like your municipality or county. Some States require sponsorship by a local government or State agency. State transportation departments routinely work with other units of government, and your local government may be able to contribute valuable application writing insights.
8. Be sure you know what your financial obligations are and how you will meet them before

venturing too far down the enhancement path. The rules differ widely from State to State, but normally the sponsor is responsible for 20 percent of project costs. Many States give preference to proposals that include a much larger local share. You should also understand that this is not the usual grant program. The rules are different for transportation projects: Federal funds are paid out in the form of a reimbursement, so it is important to anticipate this and work with your State, other funders, and sponsoring partners to establish adequate cash flow as early in project implementation as possible.

9. Be sure you provide everything that the application requires and make sure the application clearly reflects all of your project's merits. A State may pass over a worthy project hidden in a not-so-good application.

10. Your application should link the project to the larger goals of community revitalization and livability. This is where consultations with local planners, community leaders, and elected officials can pay dividends. The FHWA and most State transportation agencies are very serious about meeting the challenge that transportation serve communities and their greater goals and aspirations: livability, quality of life, and fitting transportation facilities more carefully into communities and the historic and natural landscape.

11. Build strong support for your project among local government officials, community leaders, and especially your State legislators and Members of Congress, and make sure this support is enthusiastically communicated to the State transportation agency decision makers.

## HISTORIC PRESERVATION AND TRANSPORTATION: THE CRITICAL CONNECTION

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Preservationists, community leaders, and Federal officials have worked together for several years to clarify historic preservation's place among transportation enhancement activities. FHWA guidance defines "related to surface transportation" as a relatively flexible standard. The guidance states that environmental protection, community preservation, and livability are major goals of Federal transportation policy, in addition to mobility. A transportation enhancement project need not function as an active transportation facility, either past or

current, to qualify as eligible. The guidance also says that State enhancement programs should clearly allow for fair consideration of all eligible activities as defined by Congress, and State programs should be consistent with the FHWA guidance.

FHWA makes clear, however, that proximity alone does not confer eligibility on an enhancement proposal. Sponsors are urged to describe how the proposed activity is related to surface transportation. FHWA's guidance uses an example of a historic barn that would not automatically be

considered eligible for TE funds just because it was adjacent to a highway, but visibility to the traveler in a way that substantially enhances the traveling experience could make it eligible. Conversely, the barn could not be disqualified just because it was not adjacent to the road, as long as some other relationship to transportation could be established.

The guidance offers encouragement to those who wish to restore or preserve historic structures for which the relationship to transportation is not modal or functional. TEA-21 is specific in recognizing historic preservation as an important consideration in community and transportation planning and development. The original statutory language of ISTEA and its successor TEA-21 emphasizes that the purpose of the enhancements provision is more than just the preservation of transportation facilities or historic facilities that today may serve a transportation purpose. Transportation enhancement activities are also intended to go beyond historic preservation activities performed under other Federal requirements to mitigate the effect of transportation projects on historic resources.

One way to understand how deeply historic preservation and transportation are connected is to examine the FHWA guide entitled *Flexibility in Highway Design*. The guide illustrates concepts of better integrating highways and communities, and asserts that “Aesthetic, scenic, historic, and cultural resources and the physical characteristics of an area are always important factors (in good highway design) because they help to give a community its identity and sense of place and are a source of local pride.”

Historic bridges are an especially visible and vivid example of this kind of connection. In the United States today, a variety of bridges stand as important reminders of the link between our history and transportation. Just the phrase “historic

bridge” evokes many images for many different regions of the Nation: the small wooden covered bridges of the rural Midwest, the sturdy timber spans of New England and the Northwest, great engineering marvels such as the Brooklyn and Golden Gate bridges, and the collection of harmonious but one-of-a-kind stone arch bridges that gently lead the driver’s eye up and forward along the Merritt Parkway in Connecticut, to name a few.

*Flexibility in Highway Design* describes 15 features road designers should look for when assessing the character of an area and the importance of the land on which a facility stands or is proposed. The list includes archaeological sites, historic road traces, and historic sites and landscapes.

“IT WILL NOW BE POSSIBLE...TO CREATE SCENIC AND HISTORICAL CORRIDORS THAT PRESERVE AND ENHANCE SCENIC, HISTORICAL, AND COMMUNITY VALUES, USING A MIX OF HISTORIC PRESERVATION, SCENIC EASEMENTS, PEDESTRIAN TRAILS, SCENIC PARKS, AND OTHER ENHANCEMENTS AS AN INTEGRAL PART OF PROJECTS TO CREATE NEW OR REHABILITATED ROAD OR TRANSPORTATION SYSTEMS.”

— 1991 SENATE REPORT (102-71) OF THE COMMITTEE ON THE ENVIRONMENT AND PUBLIC WORKS, QUENTIN BURDICK, CHAIRMAN

# LINKING HISTORIC PRESERVATION AND TRANSPORTATION

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Transportation enhancement coordinators and experienced sponsors have identified a variety of potential links between historic preservation and transportation. These links vary in approach and degree and should be thought through carefully in establishing the relationship of a proposed project to the surface transportation system. Where the link is unclear, coordination with the State DOT and FHWA TE coordinators may be helpful. A list of possible links to surface transportation follows:

1. Historic transportation facilities, vehicles, and artifacts are all eligible for TE funding.
2. Archaeological and interpretive sites in the vicinity of transportation resources are likely to be eligible for funding.
3. Native American art and sacred sites are frequently linked with transportation, because many of the United States' existing major roads were originally Native American trade and migration routes.
4. There is frequently an opportunity to identify and include a TE activity as part of a transportation

project (e.g., preserving historic road markers on a modern highway, restoring historic façades and adding sidewalks and brick surfaces when improving streets). These TE projects can enhance the community benefits of transportation investments and add intrinsic value to transportation systems.

5. Frequently historic structures and transportation networks are inextricably linked. Both are where they are because people needed access to vital governmental, economic, or community services. Potential project sponsors should explain how historic structures are or were dependent upon a road, or how the road depended on the historic structure.
6. Prominently visible signage, turn-outs, and connections to other sites are all valid ways in which a historic project can meet the transportation link.
7. TE projects can be linked to broader community benefits such as tourism, downtown revitalization, neighborhood preservation, housing rehabilitation, economic development, or recreational development—these are all intimately related to a community's transportation network.
8. Don't overlook the fact that historic structures that contribute to the walkability of a community have an obvious transportation link.
9. Enhancement projects may be adjacent to or prominently visible from the transportation system; that is, they may be in the area served by the system and located in a way that significantly enhances the transportation experience.
10. Projects may meet the relationship to surface transportation by meeting a safety need, such as traffic calming, clearer signage, safer access to a historic or scenic site, or better traveler orientation

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## HISTORIC PRESERVATION AND WALKABLE COMMUNITIES

*Walking is increasingly recognized as important local surface transportation. The physical appearance of walkways and their ease of use contribute to their more frequent use. However, pedestrians are highly sensitive to the walking environment, and tend to avoid unsightly or boarded-up buildings. People will reroute deliberately to avoid unsafe blocks and those with too many derelict or abandoned properties. Attractive, safe, pedestrian-scaled, and lively building façades contribute directly to the use of the sidewalks. Restoration of historic building façades can assure the full benefits of a streetscape project, including increased pedestrian access and economic reinvestment.*



through maps and other information available at visitors' centers.

11. The fact that historic structures had been or are subject to Federal environmental or historic impact review may indicate a relationship to transportation, and bears further exploration.

12. Historic structures are often important features of scenic and historic corridors.

13. A historic site and structure may enhance community livability and quality of life features of a transportation corridor by contributing directly to the aesthetics of the corridor.

14. The transportation relationship may exist in the present or it may have existed in the past.

## WHERE WE CAN GO FROM HERE

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Transportation enhancement activities are a small part of the overall Federal transportation program in terms of funds. However, TE activities stand among the important initiatives of the last decade that could move the Nation into a new golden age of transportation. TE funding offers project sponsors, local and State governments, and citizens a potential proving ground and incubator for new philosophies and approaches to integrating transportation facilities into communities. By encouraging partnerships among planners, engineers, architects, and designers, the transportation enhancement provision could forge lasting ties in communities that in turn can help them to preserve or recreate the sweeping vistas, dramatic gateways, and impressive art and architecture which were second nature in many of the great public works projects of the past.

FHWA's publication, *Flexibility in Highway Design* provides many ideas for incorporating amenities and aesthetics into transportation corridors in ways that enhance both community benefits and traveler experience. The discussion of flexibility in that publication invites planners and designers to assess the

character of an area and then build its preservation and protection into the project.

Language from the 1999 TE guidance by FHWA clarifies the desirability and complexity of strong relationships among transportation, historic preservation, community quality, corridor-oriented aesthetic improvements, and local economic development: "Federal transportation policy... continues to stress mobility, protection of the human and natural environment, and community preservation, sustainability, and livability" (statement of policy, page 1). According to the memorandum that accompanied the interim guidance, the TE activities funding "has helped to redevelop struggling communities, beautify gateways to cities, preserve historic transportation facilities, and contribute to the rebirth of positive citizen views of many State and local transportation organizations."

The 27 project profiles that follow provide examples of how communities have used TE funding to celebrate their diversity and regional significance from coast to coast. Some projects are large-scale, others are quite modest, but all show imagination and a vigorous commitment to the past and the future.

"ONE OF THE GREATEST  
CHALLENGES THE HIGHWAY  
COMMUNITY FACES IS  
PROVIDING SAFE, EFFICIENT  
TRANSPORTATION SERVICE  
THAT CONSERVES, AND EVEN  
ENHANCES THE ENVIRON-  
MENTAL, SCENIC, HISTORIC,  
AND COMMUNITY  
RESOURCES THAT ARE SO  
VITAL TO OUR WAY OF LIFE."  
—JANE F. GARVEY, FORMER  
DEPUTY FEDERAL HIGHWAY  
ADMINISTRATOR

# ST. JAMES HOTEL

SELMA, ALABAMA

A VENERABLE RIVERFRONT INSTITUTION REINVIGORATES A COMMUNITY.

During the 19th century, the St. James Hotel (built 1837) played host to steamboat travelers along the Alabama River and was an important Civil War site, housing both Confederate officers and Federal troops at different times during the war. During this century, however, the only remaining antebellum hotel in the southeastern States had fallen on hard times. Abandoned, neglected, and unable to attract private developers, the hotel nonetheless inspired the city of Selma—a Main Street community since 1983—to take a chance on its future. The city sought to acquire and rehabilitate the property to provide downtown hotel space for the increase in visitors attracted to Selma’s rich “Civil

War to Civil Rights” history. The hotel historic district is a key element in plans for the new Selma-to-Montgomery Voting Rights Trail. From the hotel, the visitor gains a view of the Pettus Bridge, made famous by Dr. Martin Luther King on his historic March to Montgomery for civil rights. The hotel and its immediate environs are listed on the National Register of Historic Places.

From 1993 to 1996, State TE funds were pivotal in helping the city of Selma secure a future for the St. James Hotel, restoring it to its historical, transportation-related use as a stopover for travelers. The hotel is a critical element in the Selma’s efforts to reinvigorate its riverfront. Although the State didn’t fund the project through its completion, the city drew on many other sources to finish the project. The initial investment of TE funds generated local revenues and renewed community pride in an important piece of Selma’s history.

**PARTNERSHIP** The project was sponsored by a one-of-a-kind public-private partnership that included government, local community members, and private investors. A Selma Downtown Redevelopment Authority was created by the City Council to oversee and supervise the project. Private investors formed a Limited Liability Company (LLC) to support the project. After the project was completed, the city entered into a long-term lease agreement with the LLC to maintain the hotel. A steering committee for the project met weekly, and more than 1,500 community members in this city of 24,000 were involved in the 10-year planning process that culminated in the hotel’s ribbon-

## TE ACTIVITY

HISTORIC PRESERVATION  
**PROJECT AWARDED**  
THREE PHASES AWARDED  
FUNDS IN 1993, 1994, AND  
1995. PHASE IV APPLICATION  
WAS REJECTED IN 1996

## COMPLETED

1997

## FINANCING

SPONSOR: CITY OF SELMA  
TOTAL PROJECT COST:  
\$6 MILLION  
TRANSPORTATION EN-  
HANCEMENT FUNDS: PHASE  
I: \$100,000 PHASE II: \$150,000

PHASE III: \$900,000  
LOCAL MATCH: \$4.85 MIL-  
LION FROM A VARIETY OF  
SOURCES, INCLUDING THE  
CITY OF SELMA, ALABAMA  
DEPARTMENT OF ECONOMIC  
AND COMMUNITY AFFAIRS,  
ALABAMA HISTORICAL COM-  
MISSION, U.S. DEPARTMENT  
OF HOUSING AND URBAN  
DEVELOPMENT, AND U.S. DE-  
PARTMENT OF AGRICULTURE.  
PRIVATE CONTRIBUTIONS  
ACCOUNTED FOR \$800,000  
IN FUNDS, AND PRIVATE IN-  
VESTORS PUT \$1.55 MILLION

INTO THE PROJECT. WHEN A  
\$200,000 SHORTFALL WAS  
IDENTIFIED, THE NATIONAL  
TRUST PROVIDED A \$150,000  
LOAN FROM THE NATIONAL  
PRESERVATION LOAN FUND

## CONTACT

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DEPARTMENT OF COMMU-  
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cutting in 1997. The community pitched in to research and find period furnishings for the hotel, and volunteers spent hours measuring and placing furniture in the hotel's 42 rooms. All in all, the city raised \$800,000 from private citizens alone, the single largest fundraising effort in the history of Selma, larger even than the annual United Way appeal.

The city stayed in constant contact with the Alabama State Historic Preservation Office as well as the Alabama Department of Transportation to make sure that the renovation followed all applicable guidelines. When it became clear that TE funds would not be approved to complete the project, Selma sought and obtained funds from numerous State and Federal agencies, including the Department of Housing and Urban Development and the U.S. Department of Agriculture; a \$150,000 loan from the National Trust for Historic Preservation, and private funds from several sources, to finish work.

**COMMUNITY IMPACT** “The community really feels like it owns this project,” according to Elizabeth Driggers, director of community development for Selma. The hotel is typically 60 percent occupied and has generated \$36,000 each year in lodging tax revenues. The community holds many events at the hotel, from class reunions to fundraising events. The hotel construction provided 300 jobs and the completed hotel permanently employs 50 community residents. The city put new sidewalks, lighting, and other improvements in place around the hotel, and is seeking adjacent land for an expansion.

The hotel's renovation has sparked the revitalization of Water Street, and nearby buildings are being renovated to house tourism-related services and businesses. A large antique mall is located a block away because of tourist traffic from the hotel. A Main Street redevelopment plan is underway for the area. A new post office is under construction in the historic district.

THE ST. JAMES HOTEL IN SELMA, ALABAMA BEFORE AND AFTER RESTORATION WITH TRANSPORTATION ENHANCEMENT FUNDS. PHOTOS: CITY OF SELMA

# CREAMERS FIELD MIGRATORY FOWL REFUGE

FAIRBANKS, ALASKA

A MUCH-NEEDED REPRIEVE FOR A TREASURED COMMUNITY LANDMARK.



With their cathedral-like interiors and links to Alaska's goldrush history, the dairy barns at Creamers Field Migratory Fowl Refuge — a national wildlife area on a busy four-lane road to Fairbanks — have endured 60 harsh northern winters as beloved community landmarks. As the architectural focal point of the site, the two barns were listed on the National Register in 1977. Now the buildings are the only remaining examples of a once-thriving industry that took hold during the 19th century, when an influx of prospectors fueled rapid settlement of the Alaskan Territory. The region's climate has taken a toll on the structures, however. Serious water damage and structural instability threatened to topple the barns within a matter of years. Funds were needed immediately to stabilize the structures as the first step toward improving visitor access to the refuge.

In 1993 the Alaska Department of Fish and Game obtained TE funds to improve visitor access to the site, including pedestrian access, construction of parking areas, and interpretive and viewing points on the refuge. Phase II of the project focuses on rehabilitating the historic barns to eventually house interpretive exhibits on the natural and human history of the site. The work is expected to be completed by the summer of 2001.

**PARTNERSHIP** The project reflects years of public participation in developing a concept for preserving the barns and increasing visitor access to the refuge. The Alaska Department of Fish and

## TE ACTIVITY

HISTORIC PRESERVATION

## PROJECT AWARDED

PHASE I: 1993 PHASE II:

INITIALLY APPROVED IN 1995

BUT RESCINDED.

REINSTATED 1998

## COMPLETED

PHASE I: 1995

PHASE II: 2001

## FINANCING

PROJECT SPONSOR: ALASKA

DEPARTMENT OF FISH  
AND GAME

TOTAL PROJECT COST:

PHASE I: \$1 MILLION,

PHASE II: \$750,000

(PROJECTED)

TRANSPORTATION EN-

HANCEMENT FUNDS:

PHASE I: \$800,000,

PHASE II: \$400,000

LOCAL MATCH: PHASE I:

\$200,000 FROM THE ALASKA

DEPARTMENT OF FISH AND  
GAME; PHASE II: \$100,000  
FROM THE ALASKA DEPART-  
MENT OF FISH AND GAME

## CONTACT

JOHN WRIGHT, WILDLIFE  
BIOLOGIST

ALASKA DEPARTMENT OF  
FISH AND GAME

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FISHGAME.STATE.AK.US

Game was the lead partner in creating an interpretive master plan in September 1992, a refuge management plan in 1993, and the Fairbanks Facilities Plan in 1994, which includes an element on the management of historic structures at the site. Significant players in developing and carrying out these plans include the Friends of Creamer's Field, Alaska Craftsman Home Program, local trade unions, local businesses, individual volunteers from the community, Tanana/Yukon Historical Society, Ducks Unlimited, and The Arctic Audubon Society. The U.S. Fish and Wildlife Service and U.S. Environmental Protection Agency have also supported work to create interpretive exhibits and educational materials for use on site and in local schools. The National Trust for Historic Preservation and Friends of Creamer's Field funded a site inspection and report on the barns, and the

Greater Fairbanks Chamber of Commerce endorsed the project.

**COMMUNITY IMPACT** Creamers Refuge is a peerless national wildlife area, attracting 25,000 visitors each year. It is also a valuable recreational area for local residents and an educational resource for 5,000 area schoolchildren annually. As the largest individually operated dairy in Alaska and the northernmost dairy in the world, Creamer's Dairy is a large part of what makes Fairbanks a special place to visit and to live. Even before work has been completed, the project has already contributed to the local and to the State economy. The improved access made possible with Phase I funding has increased visitation by at least 25 percent. A new hotel was constructed near the refuge since the project began, and tourists staying there and elsewhere in Fairbanks have increased dramatically.

OPPOSITE:  
THE HISTORIC DAIRY  
BARNS AT CREAMERS  
REFUGE IN FAIRBANKS,  
ALASKA ENHANCE THE  
VISUAL EXPERIENCE OF  
TRAVELERS, AND RESTOR-  
ATION IS PRESERVING  
THE AESTHETIC FEATURES  
OF THE LANDSCAPE.  
PHOTO: TANANA-YUKON  
HISTORICAL SOCIETY

## FRISCO PARK AND TRAIL

### ROGERS, ARKANSAS

#### TRAIL AND PARK ENLIVENS HISTORIC DOWNTOWN.

Once upon a time, Rogers (pop. 34,000) was the hub of northwestern Arkansas's booming apple industry. The apple blight of the 1940s wiped out the region's orchards and many livelihoods, as well as a way of life. But Arkansans are resilient: tourism and light industry have taken root in place of the orchards as the economic engines of one of the United States' fastest-growing regions. The quality of life, low taxes, beautiful scenery, and superior labor market in this part of Arkansas are attracting businesses such as Beckard Steel and IBM.

"Rogers has survived well through depressed times because of its diverse economy," says Jim

#### TE ACTIVITIES

PROVISION OF FACILITIES FOR  
PEDESTRIANS AND BICYCLES;  
LANDSCAPING AND OTHER  
SCENIC BEAUTIFICATION

#### PROJECT AWARDED

1997

#### COMPLETED

1998

#### FINANCING

PROJECT SPONSORS: MAIN  
STREET ROGERS, CITY OF  
ROGERS PARKS DEPARTMENT  
TOTAL PROJECT COST:  
\$428,513, TRANSPORTATION  
ENHANCEMENT FUNDS:  
\$262,560  
LOCAL MATCH: \$80,862 PLUS

AMENITIES OUTSIDE THE  
SCOPE OF THE PROJECT

#### CONTACT

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THE ANNUAL FRISCO  
FESTIVAL CELEBRATES  
MAIN STREET IN ROGERS,  
ARKANSAS. PHOTO: CITY  
OF ROGERS PARKS AND  
RECREATION DEPARTMENT



Welch of the Rogers Parks and Recreation Department. In the late 1980s, residential development began creeping outward and the local population swelled (today the population is double that of 1982). Residents of Rogers realized that their downtown was somehow missing out on the action, and organized the Rogers Main Street Program to bring excitement and investment back to the town center.

Rogers was also an important transportation link, first as a water stop on the old Butterfield Stage Route, later as a stop on the Frisco Railroad, which served apple growers taking their product to market. Now owned by the Arkansas-Missouri Railroad, the route is still used for freight. Over the years, the railyards began to be used as ad hoc and rather unsightly parking lots for downtown employees and customers. In 1994, Main Street Rogers and the Rogers Parks Department started to work on a public park on the site of the yards, that would be linked to the historic downtown by a walking path. The finished project includes public restrooms, a covered picnic pavilion, a playground, landscaping and street furniture. The ¾-mile trail connects downtown Rogers to Lake Atalanta Park and features Frisco Springs, the water source for early steam engines.

**PARTNERSHIP** The city and downtown merchants association had already collaborated to purchase the property from the local railroad in 1996. Rogers Main Street found out about the TE funding and approached Parks and Recreation to co-sponsor the project. The TE funding was the first funding for the park, and it shaped the project. Significant partners included Downtown is Uptown Business Association, Rogers Noon Rotary Club, the City of Rogers Street Department, Rogers Water and Sewer Commission, Rogers Recycling Center, Rogers Youth Center Board, Walmart Supercenter, and individuals.

The project was accomplished in less than two years from award to ribbon cutting. When the construction of two footbridges threatened to delay the project because of State requirements, the city and State worked together to remove these items from the scope of work being supported by TE funds. Then Rogers found volunteer support and alternative funding for the bridges, both to save project costs and to expedite the project's completion.

The town also added electrical connections to period-style lightpoles so that vendors could be accommodated downtown. All of the downtown's sidewalks have been redone, and many of the streets are refaced in brick. "We have a historic atmosphere we have worked very hard to keep," says Welch.

"Without the enhancement funds, it would have taken four, five, six years to raise the funds and get the project off the ground," according to Welch. The project funds paid for design, construction, and development of trail as well as interpretive signage.

**COMMUNITY IMPACTS** Downtown Rogers now boasts seven restaurants where there were only two before. The new park and trail are a significant draw for users of the downtown. New businesses are locating in existing historic buildings along Main Street. The trail provides opportunities for school field trips on Roger's railroad history and the importance of water sources for steam engines.

The park itself has come to be a kind of town square and features recreational programming such as concerts, nature walks, Fourth of July celebrations, and dances. Downtown workers use the park every day for lunching and relaxing. Attendance at the annual parade through Frisco Park has doubled since the trail opened.

# SAN FRANCISCO FERRY TERMINAL

SAN FRANCISCO, CALIFORNIA

## NEW SEA LEGS FOR A BELOVED MARITIME LANDMARK.

Ask a San Franciscan to name a favorite landmark, and the Ferry Depot Building is likely to be the answer. Uniting one of the city's most breathtaking views of the San Francisco Bay with graceful Beaux Arts design, the 1898 building has enjoyed renewed attention since the earthquake of 1989, when the elevated Embarcadero Freeway nearly fell and was subsequently demolished. The now-unobstructed view of the bay, crowned by the building's 240-foot clock tower, seems to symbolize the city's new commitment to increasing passenger access to Berkeley, Oakland, Vallejo, and Alameda via the bay.

Listed on the National Register of Historic Places, the depot is also a National Historic Civil Engineering Landmark. It has survived two major quakes. In December 1998, the city chose a developer to rehabilitate the depot in accordance with the Secretary of the Interior's Standards. The new facility will include a market highlighting the Bay Area's finest foods and produce. The project goal is to restore the grand passenger concourse and construct a new depot area, compatible with the old depot's historic character, that will help modernize the depot and increase access to ferry transport for the city's residents and visitors.

**PARTNERSHIP** The project is a large-scale partnership between the Port of San Francisco and Wilson Cornerstone, the developer. The port needed to bring in a private developer to make the project work economically, yet it needed the enhancement funds to carry out the planning necessary to attract high-quality private development proposals.



PHOTO: SAN FRANCISCO FERRY TERMINAL, C. 1960. LIBRARY OF CONGRESS, PRINTS AND PHOTOGRAPHS DIVISION, HISTORIC AMERICAN BUILDING SURVEY (HABS, CAL. 38-SANFRA, 78-1)

The port will move from the Ferry Building to a newly renovated Pier 1 building next door, also listed on the National Register, the renovation of which was a \$40 million Federal rehabilitation tax credit project.

**COMMUNITY IMPACT** The decision not to rebuild the Embarcadero freeway sparked tremendous growth in the area, which has been helped along by the highly visible ferry renovation project. Numerous historic preservation projects are recently completed or underway, and new businesses are locating in former ferry sheds and boat slips along the waterfront, including restaurants and class A office buildings, as well as construction of the new headquarters for the Gap. A farmer's market and small local businesses have become a significant presence on the Embarcadero. The \$2 million investment of TE funds helped the Port of San Francisco attract a developer who will invest \$70 million in restoring the depot inside and out, making it a showcase property along the redeveloped waterfront. "The Pier 1 project went through no public opposition, because it had such

a historic preservation aspect," says Paul Osmundson, director of planning and development for the Port of San Francisco.



#### TE ACTIVITIES

HISTORIC PRESERVATION; REHABILITATION AND OPERATION OF HISTORIC TRANSPORTATION BUILDINGS, STRUCTURES, OR FACILITIES

#### PROJECT AWARDED

PHASE I: 1994, PHASE II: 2000

#### COMPLETED

PHASE I: 1998, PHASE II: 2000

#### FINANCING

PROJECT SPONSOR: CITY OF SAN FRANCISCO, TOTAL PROJECT COST: \$17.5 MILLION TRANSPORTATION ENHANCEMENT FUNDS: \$1 MILLION FOR PHASE I (ENVIRONMENTAL REVIEW AND CONCEPTUAL DESIGN FOR FERRY DEPOT HISTORIC REHABILITATION), \$1 MILLION FOR DESIGN AND CONSTRUCTION OF WATERSIDE FACILITIES

AND A CONNECTION BETWEEN THE TERMINAL AND A LIGHT RAIL CONCOURSE LOCAL MATCH: \$8.5 MILLION FROM THE CALIFORNIA DEPARTMENT OF TRANSPORTATION, \$3 MILLION FROM FHWA SECTION 1064 FUNDS FOR FERRYBOAT FACILITIES, \$1 MILLION FROM ISTE A STP, \$2.5 MILLION FROM THE FEDERAL TRANSIT

ADMINISTRATION, \$0.5 MILLION AND MANY HOURS OF STAFF TIME FROM PORT OF SAN FRANCISCO

#### CONTACT

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# VENETIAN CAUSEWAY

## MIAMI, FLORIDA

A BEACH COMMUNITY WORKS WITH THE STATE TO BREATHE NEW LIFE INTO THREE HISTORIC BRIDGES.

In 1926 a handful of developers conceived of the Venetian Way to connect mainland Miami with Miami Beach and six then-uninhabited islands along the way. Today this elegant series of bridges is listed on the National Register of Historic Places. The span serves a lively residential population, so lively that the Florida Department of Transportation (FDOT) proposed closing the bridges to traffic and building a new four-lane causeway to serve commuters and tourists. The Miami Beach and Venetian Islands communities fought to preserve the Art Deco Venetian Way, and after numerous community meetings FDOT agreed to sponsor a TE project to preserve and stabilize the bridges. Funds were used to replace failed concrete segments and period lighting fixtures. In August, citizens sponsored a celebration to mark the bridges' reopening after six years of hard work on the State's part and patience on the part of the community.

**PARTNERSHIP** FDOT met several times with residents along the causeway to discuss their needs and issues, and designated a citizen liaison at the DOT during the reconstruction of the bridges. FDOT hired a preservation-oriented engineering firm recommended by the Venetian Causeway Neighborhood Alliance, a citizens group that led the protest against razing the causeway. A citizens advisory committee and active public information campaign kept residents informed about the project's progress. This open-handed approach met with great goodwill in the community, and unavoidable delays and

detours were taken in stride by citizens over the 6-year rehabilitation process.

FDOT also maintained a dialogue with the Coast Guard, for which the height of the existing bridges and safety concerns were an issue. The rehabilitated bridges eventually received Coast Guard approval because the agencies were able to reach consensus on acceptable design parameters. **COMMUNITY IMPACT** The project has saved one of the Nation's longest fixed concrete spans, a resource named among the 20 most important scenic byways by Scenic America in 1995. FDOT's commitment to the project, supported by thorough engineering studies, demonstrated the viability of rehabilitating a historic span to current safety standards.

### TE ACTIVITIES

HISTORIC PRESERVATION;  
REHABILITATION AND OPERATION OF HISTORIC TRANSPORTATION BUILDINGS, STRUCTURES, OR FACILITIES

### PROJECT AWARDED

1993 (SIX PHASES THROUGH 1999)

### COMPLETED

1999

### FINANCING

PROJECT SPONSOR: FLORIDA DEPARTMENT OF TRANSPORTATION (FDOT)

TOTAL PROJECT COST: \$19.5 MILLION, TRANSPORTATION ENHANCEMENT FUNDS:

\$15.6 MILLION, STATE MATCH: \$3.9 MILLION IN SUPPLEMENTAL FUNDS FROM THE FDOT

### CONTACT

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# DARIEN TRAIL HEAD CENTER

D A R I E N , G E O R G I A

OLD ROOMING HOUSE IS NEW TRAILHEAD AND VISITORS CENTER.



Located on the banks of the Darien River, the city of Darien is at the juncture of Scenic Coastal Highway 17, Interstate 95, and Highway 99. In 1991, the city broke ground for the Darien Pedestrian Trail, an element in a plan for a completely intermodal local transportation system.

A modest two-story Georgian home in downtown Darien, just off Route 17 and part of the West Darien Riverfront Historic District (a National Register nominee), is being renovated as a trailhead center for bicyclists, hikers, and waterway travelers along the trail and river. The new center will be the only such facility along the Georgia Coast between South Carolina and the Florida State line. During the late 1800s the building housed travelers and transient workers, and at the turn of the 20th century it was a breakfast spot for local sportsmen.

THE funds are being used to restore the center and equip it with bike racks, create a rest area, provide

trail information and visitor amenities such as restrooms, construct a school bus shelter, and set aside space for a historic transportation museum in the center.

**PARTNERSHIP** The McIntosh County Chamber of Commerce and County Development Authority spearheaded the public-private partnership to create and maintain the trail and trailhead center. The project was fully endorsed by the McIntosh County Board of Education as an important community resource for area schoolchildren and a safe transportation route and bus waiting area.

**COMMUNITY IMPACT** The trail and trail head center projects help fulfill the McIntosh County Master Plan, "Gateway to Coastal Georgia: Connecting the Coast." Plans for the trail have been used as a model for other trail plans.

The project has aided local governments and citizen committees in McIntosh County in their efforts to be designated a Georgia Better Hometown Community. The center serves as a community hub, providing a direct link between the trail and downtown shopping and other transportation opportunities, as well as local churches, historic sites, and parks. It is jointly maintained and staffed by the Chamber of Commerce and trained volunteers.

## TE ACTIVITIES

ACQUISITION OF SCENIC EASEMENTS AND SCENIC OR HISTORIC SITES, HISTORIC PRESERVATION, PROVISION OF FACILITIES FOR PEDESTRIANS AND BICYCLES, SCENIC OR HISTORIC HIGHWAY PROGRAMS (INCLUDING THE PROVISION OF TOURIST AND WELCOME CENTER FACILITIES)

## PROJECT AWARDED

PHASE I: 1991, PHASE II: 1998

## COMPLETED

1999

## FINANCING

PROJECT SPONSOR: CITY OF DARIEN

TOTAL PROJECT COST:

\$1,211,375

TRANSPORTATION ENHANCE-

MENT FUNDS: \$969,100

LOCAL MATCH: \$242,275

FROM THE CITY OF DARIEN, MCINTOSH COUNTY CHAMBER OF COMMERCE, AND MCINTOSH COUNTY DEVELOPMENT AUTHORITY

## CONTACT

DOROTHY W. GOOGE, CITY CLERK, CITY OF DARIEN

TELEPHONE 912-437-6686

THE DARIEN TRAIL HEAD CENTER CROWNS A NEW 4-MILE TRAIL THAT WELCOMES HIKERS, BICYCLISTS, PEDESTRIANS, AND MOTORISTS TO THIS SCENIC COASTAL TOWN.

PHOTO: DOROTHY GOOGE

# LIBERTY HERITAGE TRAIL

## LIBERTY COUNTY, GEORGIA

SELF-GUIDED DRIVING TOUR LETS VISITORS EXPLORE GEORGIA'S HERITAGE.

In 1995 the Liberty County Development Authority completed the first phase of a modest but elegant tourism project, a self-guided driving tour linking historic districts along some of the nation's oldest roads. The Liberty Heritage Trail consists of two loops that originate from I-95 in coastal Georgia, eventually returning the traveler to the main highway.

The goal of Phase I was identification of the route with interpretive and directional signs, as well as pulloffs and parking at four key spots along the route. Phase II involves identification of additional historic sites on the route; creation of more visitor parking, interpretive displays, and information kiosks; construction of an on-road bicycle facility; and landscaping and pedestrian improvements in Hinesville, the Liberty County seat.

Points of interest along the trail include Sunbury, a colonial town site; Fort Morris, a post used during the Revolutionary War; Midway Historic District, which includes a museum of local history and a historic church and cemetery; and sites illustrating African American heritage, most notably the Dorchester Academy Historic District. Dorchester Academy was founded in the 1870s as one of the Nation's first educational institutions for African American children. Although the academic program ended in 1940 when a public school was constructed nearby, the Dorchester Academy became a focal point for the Civil Rights Movement. Between 1962 and 1964, the Southern Christian Leadership Conference trained over 1,000 leaders and educators at the Academy. These

activists in turn trained 10,000 individuals in voter registration and nonviolent social change.

**PARTNERSHIP** The Liberty County Development Authority worked closely with the town of Hinesville and other local governments, along with the staff of historic sites on the routes, to develop the driving trail concept. Local residents were involved in the planning of the project through public meetings and personal interviews. The project has garnered ever-increasing public support and visibility. A proposed third phase consists of construction of a trailhead facility that would serve as a point of departure for the trail and would strengthen economic development in the area.

Georgia's coastal region contains many environmentally sensitive areas. To avoid triggering additional review requirements, the trail's planners worked closely with the Georgia Department of

### TE ACTIVITIES

HISTORIC PRESERVATION;  
SCENIC OR HISTORIC HIGH-  
WAY PROGRAMS; PROVISION  
OF FACILITIES FOR PEDESTRI-  
ANS AND BICYCLES; LAND-  
SCAPING AND OTHER SCENIC  
BEAUTIFICATION

### PROJECT AWARDED

PHASE I: 1993, PHASE II: 1998

### COMPLETED

PHASE I: 1995, PHASE II: 2000

### FINANCING

PROJECT SPONSOR: LIBERTY  
COUNTY DEVELOPMENT  
AUTHORITY  
TOTAL PROJECT COST:  
\$125,000 FOR PHASE I,  
\$1 MILLION FOR PHASE II  
TRANSPORTATION  
ENHANCEMENT FUNDS:  
\$100,000 FOR PHASE I,  
\$800,000 FOR PHASE II

### LOCAL MATCH:

LIBERTY COUNTY AND CITY  
OF HINESVILLE: \$25,000 FOR  
PHASE I. \$200,000 FOR  
PHASE II

### CONTACT

RONALD TOLLEY  
LIBERTY COUNTY DEVELOP-  
MENT AUTHORITY  
TELEPHONE: 912-368-3356  
E-MAIL:  
RTOLLEYLCDA@CLDS.NET

Transportation (GDOT) and with the State Historic Preservation Office, the Georgia Historic Preservation Division (HPD). Both agencies have policies in place to coordinate and expedite environmental review. GDOT requires that contractors and consultants be pre-qualified, so most have experience with a broad range of environmental compliance issues. GDOT and HPD have a cooperative agreement whereby GDOT provides funding for HPD staff positions dedicated to reviewing TE projects

for compliance with Section 106 of the National Historic Preservation Act. HPD staff conduct site visits as requested to expedite compliance.

**COMMUNITY IMPACT** After the trail was established, tourist visits in Liberty County increased by 20 to 50 percent at selected sites along the route. Businesses near the Midway Historic District on the route's western loop have seen increased patronage.

## TYBEE ISLAND LIGHTHOUSE

TYBEE ISLAND, GEORGIA

GEORGIA'S OLDEST LIGHTHOUSE RESTORED FOR ACTIVE USE.

### TE ACTIVITIES

HISTORIC PRESERVATION; REHABILITATION AND OPERATION OF HISTORIC TRANSPORTATION BUILDINGS, STRUCTURES, OR FACILITIES

### PROJECT AWARDED

PHASE I: 1997 PHASE II: 1999

### COMPLETED

PHASE I: 1999 PHASE II: PROPOSED FOR COMPLETION BY 2001

### FINANCING

PROJECT SPONSORS: CITY OF TYBEE ISLAND WITH THE TYBEE HISTORICAL SOCIETY

TOTAL PROJECT COST:  
PHASE I: \$470,000,  
PHASE II: \$725,000  
TRANSPORTATION ENHANCEMENT FUNDS: PHASE I: \$250,000, PHASE II: \$150,000  
LOCAL MATCH: PHASE I: \$105,000 STATE LEGISLATIVE APPROPRIATION, \$67,000 FROM THE HARBOR LIGHTS COLLECTORS SOCIETY, \$298,000 FROM LOCAL GOVERNMENTS AND THE TYBEE HISTORICAL SOCIETY, INCLUDING SOME IN-KIND CONTRIBUTIONS; PHASE II:

\$75,000 HAS BEEN OBTAINED THROUGH A STATE LEGISLATIVE APPROPRIATION, AND \$500,000 IS EXPECTED THROUGH LOCAL FUNDRAISING EFFORTS

### CONTACT

CULLEN CHAMBERS,  
DIRECTOR  
TYBEE ISLAND  
HISTORICAL SOCIETY  
TELEPHONE 912-786-5801  
E-MAIL TYBEE@BELL-SOUTH.NET  
WEB SITE WWW.TYBEELIGHTHOUSE.ORG

The 1773/1867 Tybee Island lighthouse has guided travelers on the Savannah River and Georgia's Atlantic Coast for two centuries. One of the original eight colonial lighthouses in the United States, this peerless treasure is also a symbol of local pride and is one of only 20 lighthouses left in America that is wholly intact. Since 1987 the lighthouse has been Tybee Island's only historic attraction and has brought thousands of visitors to the small community.

The TE funds were used in Phase I to restore the lighthouse. Phase II is an adaptive reuse of the lighthouse keeper's cottage as a museum. The museum features period furnishings and highlights of the family history of the Jacksons, lighthouse keepers at Tybee from 1926 until 1947. In 1947 the U.S. Coast Guard automated the operation of the lighthouse. Two of the three surviving members of the family have recorded oral histories for the museum on videotape.

**PARTNERSHIP** The primary mover of the project was the Tybee Historical Society, which collaborated with numerous other community groups to complete the lighthouse renovation. Partners included the city of Tybee Island, Georgia State Assembly, and the Harbor Lights Collectors Society, a national organization with an interest in lighthouses around the world. Outback Steakhouse has been a national corporate sponsor of three major fundraising events for the lighthouse. Many individuals within this community of 3,500—including the Jackson family—have contributed volunteer time and cash toward the restoration.

Monthly articles in the local newspaper kept island residents up to date on the project, along with periodic mail-outs, press releases in the *Savannah Morning News*, and notices on public access TV, as well as public service announcements and speaking engagements. An annual event on the island, Tybee Day, is held on the lighthouse grounds.

**COMMUNITY IMPACT** The lighthouse will continue guiding commercial and pleasure craft between the Savannah River and the open sea for years to come. It also guides revenue into the community.

“We are a tourist-based economy,” says Cullen Chambers, director of the Historical Society and the current lighthouse keeper. “The Tybee Island lighthouse is one of only two facilities on the island that cater to family recreation. We estimate that 85,000 visitors toured the lighthouse and museum in 1999, an increase of at least 30 percent since 1994.”

The project’s high visibility has increased local awareness and appreciation of an important part of Georgia’s transportation history. Since the renovation, there has been a veritable explosion of use of the lighthouse image in logos, business materials, advertisements, and even the city flag. The Chamber of Commerce is using the lighthouse as

a symbol of the community. One of the most important factors in increasing the resource’s visibility was changing its color back to the distinctive black-and-white combination used from 1916 to 1964. “The lighthouse is the most noticeable symbol of our community now,” says Chambers.

THE RESTORED TYBEE ISLAND LIGHTHOUSE (1773) CONTINUES TO GUIDE TRAVELERS, AS WELL AS ATTRACTING VISITORS TO THIS COASTAL GEORGIA ISLAND. PHOTO: CULLEN CHAMBERS



# ROSE HOTEL

ELIZABETHTOWN, ILLINOIS

STATE'S OLDEST HOTEL IS AGAIN OPEN TO TRAVELERS.

Located on State Route 146, a National Scenic Byway, the historic Rose Hotel, a place of rest and refreshment for weary river and road travelers since 1812, has been restored for use as a bed and

breakfast through a collaborative effort of the Illinois Department of Transportation and the Illinois State Historic Preservation Agency. The historic hotel was built by James McFarlan, founder of Elizabethtown and operator of the Elizabethtown River Ferry. Until it closed its doors in 1976, the hotel was a landmark on the historic Ohio River Steamboat route, serving travelers that reportedly included Abraham Lincoln, Mark Twain, and many leading Illinois politicians.

**COMMUNITY IMPACT** Now owned by the State of Illinois, the reopened hotel has the potential to attract 100,000 annual visitors to the banks of the Ohio River. The renovation of this National Register-listed site has created construction and permanent jobs for local residents in this southern Illinois community.

## TE ACTIVITY

HISTORIC PRESERVATION

## PROJECT AWARDED

1994

## COMPLETED

1999

## FINANCING

PROJECT SPONSOR

ILLINOIS STATE HISTORIC

PRESERVATION AGENCY

TOTAL PROJECT COST

\$1.8 MILLION

TRANSPORTATION EN-

HANCEMENT FUNDS:

\$1.44 MILLION

LOCAL MATCH: \$360,000

FROM THE ILLINOIS STATE

HISTORIC PRESERVATION

AGENCY

## CONTACT

TRACI SISK, SPECIAL PRO-

GRAMS MANAGER

ILLINOIS DEPARTMENT OF

TRANSPORTATION

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SISKTL@NT.DOT.STATE.IL.US

# PADUCAH MAIN STREET

PADUCAH, KENTUCKY

THEATRE'S ADAPTIVE REUSE MARRIES PAST AND FUTURE IN DOWNTOWN.

At the intersection of Interstate 24 with two major U.S. highways, the Market House Theatre National Register Historic District in downtown Paducah (population 27,000) also stands at the confluence of the Ohio and Tennessee rivers. The district was once a bustling area that catered specif-

ically to commercial river traffic in the Age of Steam. In recent years, many of the district's most important buildings had fallen into disrepair, including some within the block-long Petter Supply Warehouse complex on 2nd Street, which historically served commercial river craft.

The Petter family, still active as industrial suppliers, owned a combination of contemporary warehouse space and historic 19th-century commercial buildings, some of which had been condemned. The Petter family initially planned to make a gift of three historic buildings to the Market House Theatre, a local nonprofit community theatre, while expanding the contemporary warehouse space across historic Maiden Alley. When it became clear that the warehouse expansion was not workable, the family deeded the buildings to the theatre and relocated to an industrial park, leaving the modern warehouse and an additional 12 historic buildings vacant downtown.

TE funds were used to renovate and adaptively reuse the three buildings to serve as apartments for theatre staff, a new theatre, classroom and rehearsal space, administrative and box office space, and costume storage. The renovation is the second-largest single historic preservation project in Paducah and sparked numerous other projects, most notably the adaptive reuse of the contemporary warehouse and a nine-building private renovation of other Petter's Warehouse storefronts for mixed residential and commercial use. The project has contributed to the pedestrian scale and friendliness of the area.

**PARTNERSHIP** The Market House Theatre took the lead in saving the three Petter's Warehouse buildings even before TE funds became available. In 1991 the theatre spent \$120,000 to stabilize the buildings, and provided all the matching funds for the TE project.

The city of Paducah and Main Street Paducah have both been active in efforts to save, restore, and adaptively reuse properties in the historic district. However, without TE funds and the involvement of the Market House Theatre, the city had been unable to jumpstart major revitalization efforts downtown. Before the Market House restoration, the city had twice been unsuccessful in



THE MARKET HOUSE THEATRE COMPLEX IN PADUCAH, KENTUCKY AFTER RESTORATION WITH TRANSPORTATION ENHANCEMENT FUNDS. PHOTO: RAY BLACK & SON, INC.

applying for Community Development Block Grants to restore the buildings. Following the Market House Theatre project, the former property owner sold the remaining buildings on the block to the city, which in turn made the buildings available for private development through a Request for Proposals process.

**COMMUNITY IMPACT** The renovations are part of a major comeback for the heart of this riverfront town, where the development of a suburban mall on the outskirts in the 1980s created many vacancies in downtown. Commercial

#### TE ACTIVITY

HISTORIC PRESERVATION

#### PROJECT AWARDED

1995

#### COMPLETED

1999

#### FINANCING

PROJECT SPONSOR CITY OF

PADUCAH, TOTAL PROJECT

COST: \$951,000 TRANS-

PORTATION ENHANCEMENT

FUNDS: \$492,000, LOCAL

MATCH: \$459,000 FROM THE MARKET HOUSE THEATRE

#### CONTACT

CHRIS BLACK, PARTNER

RAY BLACK AND SON, INC.

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vacancy rates are now only about 5 percent. The combined projects have attracted \$10 million in total investment in downtown, and created 30 new living units throughout the historic district.

New businesses in the restored district include the Kirchoff Bakery project, a historic rehabilitation of three buildings for use by a family bakery, deli, and gourmet grocery store, as well as an upscale restaurant. The Kirchoff Bakery project includes residential space upstairs, as do many of the other historic rehabilitations downtown.

The city also found a partner to redevelop the contemporary portion of the Petter complex: Seamen's Church Institute, based in New York, has created a Center for Maritime Education in the facility, with two simulators to train riverboat pilots and captains, educational programming, and office space for a maritime law firm. The downtown re-

vitalization has spun off a 1999 TE project, the restoration of the city's oldest historic site, the Louisville Branch Bank building, for use as the new home of the River Heritage Museum.

Had the three Petter's Warehouse buildings been demolished, according to Bill Black, Jr. — a partner in Ray Black and Son, Inc., which oversaw the Market House Theatre renovation — “it would have left a gap in downtown that would not have healed.” Instead, the rehabilitation of these historic, transportation-related structures inspired two private developers to purchase nine buildings across historic Maiden Alley for renovation into retail space with living quarters upstairs. Downtown living space will not only contribute to creating a 24-hour downtown but also will help replace 500 units of housing stock that have been demolished in recent years.

## IONIA AVENUE BRICK STREET RESTORATION

GRAND RAPIDS, MICHIGAN

WARMTH AND CHARACTER RESTORED TO CITY STREETS.



The sound of horses' hooves ringing against brick streets was once the definitive sound of the big city. Durable, attractive, and inexpensive in its time, brick lent to city streets their special character and charm. Today, the city of Grand Rapids is restoring its remaining brick streets to help save historic buildings, calm traffic, and attract investment downtown, particularly in the National Register-listed Heartside Historic District.

Transportation enhancement funding enabled Grand Rapids to support a brick-pavement preser-



vation strategy through its Street Classification Policy Plan. With more than 625 miles of city streets to maintain, Grand Rapids could not afford to make this investment without TE support. Over the past four years, the city has painstakingly restored four streets in the district, including Ionia Avenue, the district's main street. One block is restored each year: the old bricks are removed and as many as possible are cleaned and salvaged. Underground utilities are checked and repaired if necessary, and the bricks are placed back into service, along with new bricks that match as closely as possible.

**PARTNERSHIP** During the early phases the city worked quite closely with local utility companies, who took responsibility for repairing utility lines and, where necessary, buried overhead lines underground. Along Ionia Avenue, however, an issue arose regarding the electric company's responsibility for sinking power lines beyond the boundaries set in 1920 for such activity. The issue continues to be discussed. Although the electric company is willing to perform the work, it had not yet agreed to pay for it from its own budget.

Both the Grand Valley Metropolitan Council (the MPO for the region) and the Michigan Department of Transportation are very supportive of efforts to revitalize downtown and create a pedestrian environment in the Heartside District. The State DOT not only provided the TE funding but also planning funds for related pedestrian projects in the historic district and the city. As of August 2000 the city and the State DOT had begun working together to sponsor a design charrette and plan pedestrian improvements along Division Street, the main commercial thoroughfare in Heartside.

**COMMUNITY IMPACT** The Heartside District contains more than 80 historic buildings, mostly multi-story industrial lofts. For decades, these buildings have been underused or boarded up, and many had been neglected. Several attempts had



RESTORED BRICK  
STREETS SPURRED  
REDEVELOPMENT IN THE  
HEARTSIDE HISTORIC  
DISTRICT IN GRAND  
RAPIDS, MICHIGAN.  
PHOTO: JAY FOWLER,  
CITY OF GRAND RAPIDS

been made to spark revitalization in the district, but before the brick-street preservation program that began in 1995, these efforts were to little avail. Since the restoration of the streets, however, private renovations of historic commercial buildings have kept pace block for block, including a \$30 million development at the third intersection. The State University established a downtown campus in Heartside, and a new public and sports arena was constructed in the area.

#### TE ACTIVITIES

HISTORIC PRESERVATION,  
LANDSCAPING AND OTHER  
SCENIC BEAUTIFICATION

#### PROJECT AWARDED

PHASE I: 1994 PHASE II: 1995  
PHASE III: 1998 PHASE IV: 1999

#### COMPLETED

PHASE I: 1995 PHASE II: 1996  
PHASE III: 1999 PHASE IV:  
SCHEDULED FOR 2000

#### FINANCING

SPONSOR: CITY OF GRAND  
RAPIDS

TOTAL PROJECT COST:

\$2,356,000 (ALL FOUR  
PHASES)

TRANSPORTATION EN-

HANCEMENT FUNDS: PHASE I:

\$146,717 PHASE II: \$170,687

PHASE III: \$237,760 PHASE IV:

FIGURES NOT AVAILABLE

LOCAL MATCH PHASE I:

\$542,283 PHASE II: \$575,313  
PHASE III: \$692,240 PHASE IV:  
FIGURES NOT AVAILABLE

#### CONTACT

JAY FOWLER, AICP

PLANNING

DEPARTMENT/DOWNTOWN

DEVELOPMENT AUTHORITY

CITY OF GRAND RAPIDS

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GRAND-RAPIDS.MI.US

# MISSISSIPPI CIVIL WAR TRAIL PROJECT

## STATE OF MISSISSIPPI

TE FUNDS BOOST LARGE-SCALE EFFORT TO HONOR PIVOTAL SITES IN CIVIL WAR HISTORY.



The Civil War Trail Project will create a statewide network of routes and tourist and welcome centers to improve access to Mississippi's most significant Civil War sites.

The multi-faceted project includes restoration of the Corinth train depot as a new site for the Northeast Mississippi Museum; creation of a bike/pedestrian path along the route used by Union troops during the Siege and Battle of Corinth; 5 miles of pedestrian trails and interpretive signs along the 836-acre Brice's Crossroads Battlefield (listed on the National Register); restoration of the Coker House, one of only two extant structures on the Champion Hill Battlefield, a National Historic Landmark; and interpretive signage along several Civil War driving tour routes in the State. Coker and Shafer Houses are both important historic sites and contribute greatly to the travelers's experience on the heritage trail.

**PARTNERSHIP** The Mississippi Department of Archives and History and the Mississippi Civil War Battlefield Commission are collaborating partners on the project. The commission is a Governor-appointed advisory group of historians and experts in Civil War history. The Mississippi Department of Archives and History is administering the project in collaboration with the numerous local groups that will carry out construction and restoration work on the sites included in the trail.

**COMMUNITY IMPACT** "Civil War battlefields are among the most popular tourist attractions in

### TE ACTIVITIES

HISTORIC PRESERVATION; REHABILITATION AND OPERATION OF HISTORIC TRANSPORTATION BUILDINGS; STRUCTURES, OR FACILITIES, SCENIC OR HISTORIC HIGHWAY PROGRAMS (INCLUDING THE PROVISION OF TOURIST AND WELCOME CENTER FACILITIES); PROVISION OF FACILITIES FOR PEDESTRIANS AND BICYCLES

### PROJECT AWARDED

1999

### COMPLETED

VARIOUS COMPLETION DATES. PROJECTED COMPLETION DATE FOR ALL PROJECTS 2004

### FINANCING

PROJECT SPONSORS: MISSISSIPPI DEPARTMENT OF ARCHIVES AND HISTORY, MISSISSIPPI CIVIL WAR BATTLEFIELD COMMISSION  
TOTAL PROJECT COST: \$6 MILLION

TE FUNDS: \$5 MILLION

STATE MATCH: \$1 MILLION IN STATE-APPROPRIATED FUNDS TO THE DEPARTMENT OF ARCHIVES AND HISTORY

### CONTACT

JIM WOODRICK, PROJECT MANAGER  
DEPARTMENT OF ARCHIVES AND HISTORY  
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E-MAIL: JWOOD@MDAH.STATE.MS.US

the State,” according to Kenneth O. Williams, chairman of the State’s Civil War Battlefield Commission. “Using the Transportation Enhancement funds, we can make historically significant sites such as the Corinth Battlefield and the Coker and Shaifer Houses more accessible to the public and protect them for future generations.” According to Elbert R. Hilliard, director of the Department of

Archives and History, “In awarding these funds to the Civil War Trail Project, the Federal government, the Mississippi Transportation Commission, and the Mississippi Legislature have made a major contribution to historic preservation and heritage tourism in Mississippi.”

OPPOSITE PAGE:  
HISTORIC SHAIFER HOUSE  
ON THE MISSISSIPPI CIVIL  
WAR TRAIL. PHOTO: ERIC  
LONG, AMERICAN BATTLE-  
FIELD PROTECTION PRO-  
GRAM, NATIONAL PARK  
SERVICE

## UNION STATION MULTI-MODAL TRANSPORTATION CENTER

M E R I D I A N , M I S S I S S I P P I

TRAIN STATION IS TRANSFORMED INTO MULTI-MODAL TRANSPORTATION  
CENTER AND CITY EMBLEM.

An existing plan for a multi-modal transportation center and an established relationship with the State Department of Transportation put the city of Meridian in a strong position to receive <sup>TE</sup> funds for renovation and reconstruction of the <sup>1907</sup> Mission-style Union Station on Front Street. Now serving Amtrak, city bus, and regional bus lines, as well as a downtown trolley loop and taxi service to the nearby airport, the Meridian Multimodal Center is a transportation hub for this city of over <sup>40,000</sup> and an anchor for downtown revitalization. The station houses the city offices of Main Street Meridian, the local chamber of commerce, Retiree Recruitment, the offices of Norfolk Southern Railroad, and a separate historic building set aside to house a railroad museum.

**PARTNERSHIP** The project was complex and involved many partners, including the Mississippi Department of Transportation, the Mississippi

Department of Archives and History, Norfolk Southern, Amtrak, Greyhound Bus Lines, Meridian Transit Authority, numerous units of the city of Meridian, the Federal Highway Administration, and the Federal Railroad Administration. The city’s community development department took the lead in establishing clear lines of communications and timetables so that the many public and private partners could stay abreast of the project requirements.

The local match was funded through Certificates of Participation, a State-authorized mechanism that allows a city to lease a property from a non-profit corporation. The nonprofit, in turn, sells the shares of its lease to financial institutions.

**COMMUNITY IMPACT** The project has leveraged an additional investment of \$<sup>10</sup> million in the historic Depot District, including office space, retail, a data processing/computer training center, apartments, and a restaurant. The district is on its



way to becoming a 24-hour neighborhood, with additional apartment construction on Front Street and condominium projects in construction two blocks away.

The station itself has space available for community events such as business meetings, weddings, class reunions, parties, and receptions. Local citizens have purchased brick pavers for a special landscaped area at the station, and many of these pavers are dedicated to loved ones. In addition to being a center for community life, the station welcomes visitors into an attractive and comfortable setting adjacent to a bustling downtown. The depot tower, which had been demolished but was reconstructed as part of the project, is a distinctive feature of Meridian's skyline and reestablishes the city's roots as a railroad town. The station tower is also the official logo of the Great American Station Foundation, a national nonprofit organization devoted to preserving the Nation's historic railroad stations for continued use.

THE RENOVATED MERIDIAN UNION STATION MULTI-MODAL TRANSPORTATION CENTER IN MERIDIAN, MISSISSIPPI.

PHOTO: SHARON SMITH

#### TE ACTIVITIES

HISTORIC PRESERVATION;  
REHABILITATION AND OPER-  
ATION OF HISTORIC TRANS-  
PORTATION BUILDINGS,  
STRUCTURES, OR FACILITIES

#### PROJECT AWARDED

PHASE I: 1993, PHASE II: 1995

#### COMPLETED

PHASE I: 1997, PHASE II: SUB-  
STANTIALLY COMPLETED 1998

#### FINANCING

PROJECT SPONSOR: CITY  
OF MERIDIAN

TOTAL PROJECT COST:

\$6.6 MILLION

TRANSPORTATION

ENHANCEMENT FUNDS:

\$2.5 MILLION

LOCAL MATCH: \$1.4 MILLION  
FROM THE CITY OF MERID-

IAN, \$2.6 MILLION IN SUP-  
PLEMENTAL FUNDS FROM

THE MISSISSIPPI DEPARTMENT  
OF TRANSPORTATION,

\$431,000 FROM AMTRAK

#### CONTACT

SHARON SMITH, UNION STA-  
TION MANAGER/MAIN

STREET MANAGER

CITY OF MERIDIAN

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WWW.MERIDIAN.ORG

# JOURNAL SQUARE

JERSEY CITY, NEW JERSEY

FROM TAXI STAND TO URBAN OASIS IN JUST FIVE YEARS.



In the 1950s, Journal Square in downtown Jersey City was promoted as a mecca for business, mere minutes from Manhattan. The square eventually became the focal point for major transportation routes and transit systems in Hudson County. These systems include the Port Authority Trans Hudson (PATH) commuter rail system, which brings nearly 30,000 commuters through the area each day, plus local bus lines and the new Hudson-Bergen Light Rail System.

Until recently, the square never quite succeeded as a destination in its own right. The very advantages of convenient travel and connections that it

offered through-travelers were not well integrated with the buildings and streetscape in the area. Beginning in the mid-1970s, even the transportation benefits of this busy hub were eroded by traffic tie-ups, and disinvestment reduced the once-booming retail core to an unsafe and unsightly melange of shabby sidewalks, empty storefronts, and pitted, crowded local streets.

In 1994 the city government and private partners set out to turn the downtown around with an ambitious plan to create an attractive, walkable plaza and pedestrian amenities in Journal Square. Through the city's persistent efforts, \$815,000 in

NEW PEDESTRIAN PLAZA  
AND CENTRAL FOUNTAIN  
AT JOURNAL SQUARE IN  
JERSEY CITY, NEW JERSEY.  
RENDERING ABOVE AND  
PHOTO ON PAGE 46: JERSEY  
CITY ECONOMIC DEVELOP-  
MENT CORPORATION

TE funds was secured in 1997 to supplement \$5.2 billion in local and private investment in the project. Transportation enhancement funds were used specifically to create a new pedestrian plaza and central fountain on the square. The major reconstruction project also included new lighting, street signs, brick-paved sidewalks, and landscaping throughout the district.

Opened in 1999, the square boasts numerous historic rehabilitation projects, is the site of a farmer's market, and has attracted major employers and retailers back to Jersey City's core. The revitalization has been the catalyst for total investment of \$7.5 billion in capital improvements to the square's public spaces, plus additional private investment in historic buildings and new facilities on previously vacant or underused lots.

**PARTNERSHIP** Although Jersey City made the application, primary project management was un-

dertaken by the Journal Square Restoration Corporation (JSRC). Formed in 1995, JSRC is the private, not-for-profit operating body of the Journal Square Special Improvement District (SID). Its goal is the commercial renaissance of this once-vibrant business and cultural center at the heart of Jersey City, New Jersey's second largest city. Major partners include the Jersey City Economic Development Corporation, Jersey City Engineering, Port Authority of New York and New Jersey, and the New Jersey Urban Enterprise Zone Authority.

**COMMUNITY IMPACT** The TE project was an important element of a concerted effort to make the square safer and more attractive. Burglaries and thefts from vehicles dropped by nearly 50 percent after revitalization began. Assaults and robberies dropped by 12 percent during the two years of most intensive revitalization activity. Graffiti has all but disappeared. Some 8 in 10 business tenants are positive about the quality-of-life changes since the special improvement district was initiated.

Recently renovated historic buildings include 26 Journal Square, which houses the offices of the Trust Company of New Jersey; and the converted Earle Hotel, now the site of a market-rental apartment complex. Restoration of landmarked Loew's Jersey Theatre, which was underway before the Journal Square project, was jeopardized by the condition of the square in 1995. Now the Art Deco theatre is being restored with the support of the National Trust for Historic Preservation.

ADP, Inc., one of the Nation's largest providers of employer payroll services, set up offices at Journal Square in a newly constructed 250,000-square-foot facility. The square has attracted national and local retailers, and serves as the headquarters for Statewide Savings Bank, Square Industries, and the county's daily newspaper of record, *The Jersey Journal*.



#### TE ACTIVITIES

PEDESTRIAN AND BICYCLE FACILITIES; SCENIC OR HISTORIC HIGHWAYS; LANDSCAPING AND SCENIC BEAUTIFICATION

#### PROJECT AWARDED

PHASE I: NOT APPROVED FOR ENHANCEMENT FUNDING, PHASE II: 1997, PHASE III: NOT APPLIED FOR

#### COMPLETED

PHASE II: 1998 PHASE III: 1999

#### FINANCING

PROJECT SPONSOR: JERSEY CITY DIVISION OF ENGINEERING

TOTAL PROJECT COST: \$7.6 MILLION

TRANSPORTATION ENHANCEMENT FUNDS: \$815,000

LOCAL AND OTHER MATCH: \$3.1 MILLION FROM JERSEY CITY; \$497,000 FROM COMMUNITY DEVELOPMENT

BLOCK GRANTS; \$1.175 MILLION IN URBAN ENTERPRISE ZONE FUNDING FROM THE U.S. DEPARTMENT OF HOUS-

ING AND URBAN DEVELOPMENT; \$1 MILLION FROM THE PORT AUTHORITY OF NEW YORK/NEW JERSEY; \$1 MILLION FROM THE REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM

#### CONTACT

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# CULTURAL CORRIDORS PROJECT

## STATE OF NEW MEXICO

PUBLIC ART ON HISTORIC HIGHWAYS PUTS SMALL TOWNS ON THE MAP.

Uniting the vision of local artists with the rich local traditions of New Mexico's small towns, Cultural Corridors is using TE funding to celebrate the communities along historic Route 66, "The Mother Road," (I-40) and El Camino Real de Tierra Adentro (I-25), one of the oldest known roads in North America.

The project unifies geography and history at several unique cultural "rest stops" along the routes. Current sites include artwork in Gallup, New Mexico that uses recycled building materials from a demolished Harvey Hotel to pay homage



### TE ACTIVITY

LANDSCAPING AND OTHER  
SCENIC BEAUTIFICATION

### PROJECT AWARDED

PHASE I: 1995, PHASE II: 1996,  
PHASE III: 2000 AND 2001

### COMPLETED

PHASE I: FOUR PROJECTS  
COMPLETED BY 1999. PHASE  
II: FOUR MORE PROJECTS  
STARTED IN FALL 1999, TO BE  
COMPLETED BY 2001. PHASE

III: FIVE PROJECTS BEGAN  
IN 2000

### FINANCING

PROJECT SPONSOR: NEW  
MEXICO ARTS, A DIVISION OF  
THE OFFICE OF

### CULTURAL AFFAIRS

SIGNIFICANT PARTNERS:  
NEW MEXICO STATE HIGH-  
WAY AND TRANSPORTATION  
DEPARTMENT (NMSHTD),  
AND 13 COMMUNITIES  
ALONG HISTORIC ROUTE 66  
AND EL CAMINO REAL DE  
TIERRA ADENTRO (I-25)

TOTAL PROJECT COST:  
APPROXIMATELY \$1.8 MILLION  
TRANSPORTATION  
ENHANCEMENT FUNDING:

PHASE I: \$375,000, PHASE II:  
\$430,000, PHASE III \$104,000  
IN FISCAL YEAR 2000  
AND \$350,000 IN FISCAL  
YEAR 2001

STATE/LOCAL MATCH: 25  
PERCENT OF PLANNING AND  
DESIGN COSTS ARE PRO-  
VIDED BY NM ARTS; OF CON-  
STRUCTION COSTS, 15 PER-  
CENT MATCH IS PROVIDED  
BY NM ARTS, AND 10 PER-  
CENT LOCAL MATCH RE-  
QUIRED FOR EACH ARTWORK

### CONTACT

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"ROADSIDE ATTRAC-  
TION," A WHIMSICAL  
TAKE ON THE AMERICAN  
TRAVEL EXPERIENCE IN  
TUCUMCARI, NEW MEX-  
ICO. THE SCULPTURE  
WAS COMMISSIONED IN  
1997 BY CULTURAL COR-  
RIDORS: PUBLIC ART ON  
SCENIC HIGHWAYS, A

PARTNERSHIP OF THE  
ART IN PUBLIC PLACES  
PROGRAM OF NEW MEX-  
ICO ARTS, NEW MEXICO  
STATE HIGHWAY DEPART-  
MENT, AND THE CITY  
OF TUCUMCARI. SCULP-  
TURE: TOM COFFIN.  
PHOTO: NEW MEXICO  
ARTS

to traditional and contemporary building styles since the time of the Anasazi Indians; a plaza with mineral springs and shade trees in Truth or Consequences, New Mexico; “Paso Por Aqui,” a steel arch that recalls the journey of many cultures into New Mexico; “The Royal Road” which commemorates travel along El Camino Real; and “Roadside Attraction,” a whimsical take on the American travel experience in Tucumcari, a traditional stop on Route 66.

**PARTNERSHIP** The TE money was, until recently, reimbursed to NM Arts through the Local Government Assistance Bureau of the New Mexico State Highway and Transportation Department (NMSHTD). Each project is the result of work by a local selection committee, comprised of residents and representatives of the nearby village, town, or pueblo, and chaired by a local arts organization representative. The committee is charged with selecting a site, establishing project intent, and selecting a project artist or team.

In some cases local match has been much higher than is required. In Albuquerque, New Mexico’s largest city, 50 percent of the funds come from municipal public art monies. Once the artwork is completed, it becomes the property of the municipality in which it is located.

Sites are usually on public right-of-way. In cases where they aren’t, owners have deeded the land to the city or town. “Land acquisition hasn’t come up as an issue,” says Sanders, “but I don’t think the NMSHTD would provide funds for acquisition. The enhancement money goes for planning, administration, and construction.”

Because the public art installations are treated like construction projects, they must go through environmental review. Until 1998 NMSHTD provided sponsors with special technical assistance in processing the documentation of such reviews, including the categorical exclusions. However, in

recent years the TE project sponsors in New Mexico have been given more responsibility for such activity. According to Sanders, “Even though the review process can be very slow, in theory I think it’s good for public arts projects because it forces communities to really consider the environmental and cultural resources impact of a public art project on the sites they select.”

**COMMUNITY IMPACT** The projects that Cultural Corridors made possible have influenced the aesthetic choices and economic strategies of the towns with which they are associated. Roadside Attraction, a stylized monument to the automobile by artist Tom Coffin, has been attracting visitors to Tucumcari as they travel along old Route 66. The City recently replaced its familiar “Tucumcari Tonight” billboards with photos of Roadside Attraction. When Ramah artists Charlie Mallery and Bob Hymer decided to use neon detailing on their Gallup project, Paso Por Aqui, the Gallup Beautification Department followed suit by adding neon sculptures to the adjacent sculpture park, completely transforming Gallup’s nighttime presence. Efforts such as these directly affect how residents and visitors perceive a community.

Other efforts related to Cultural Corridors affect how residents perceive their own town. Children in Las Cruces studied lifeways along the lower Rio Grande Valley in connection with Tom Askman’s Royal Road, a series of life-size bronze vignettes depicting inhabitants along the Camino Real. Locals in Valencia County posed for Gallup artist Armando Alvarez’s Puerta Del Sol, and the Valley Improvement Association has developed educational programming with Alvarez surrounding his artwork at Tomé Hill, which is the centerpiece of a ten-acre park at a historic site.



# CORDELL MAIN STREET

C O R D E L L , O K L A H O M A

IN ONE OF OKLAHOMA'S FIRST MAIN STREET COMMUNITIES, A HISTORIC COMMERCIAL DISTRICT IS READY FOR THE NEW MILLENIUM.

On any fine spring morning in downtown Cordell, you're likely to see dozens of school children planting flowers on Main Street. The clean and lively streetscape is all part of a three-year transportation enhancement project that left this once-struggling downtown with new sidewalks, plantings, and renewed civic pride.

It wasn't always this way. During the mid-1980s, residents of the small town of Cordell (population 2,900) watched in dismay as three local banks and a savings and loan failed, taking \$200 million in community deposits with them. The community's response was to organize Main Street Cordell, which by 1995 had marshaled the energies of hundreds of volunteers and a partnership with the city government to attract almost \$5 million in capital improvements to its historic downtown.

A pivotal part of the investment strategy was an application for \$800,000 in TE funding, approved in 1995 by the Oklahoma Department of Transportation (OK-DOT). Funds have been focused on the town square, a local historic district since 1991 and a National Register Historic district since 1999. **PARTNERSHIP** Major partners include Main Street, the City Council, the Cordell Chamber of Commerce, the Oklahoma Department of Transportation, and the Oklahoma Department of Corrections, which detailed inmates to help with the landscaping.

The streetscape project relied on volunteer efforts from the community, especially young people. The Fellowship of Christian Athletes contributed the



time of more than 15 students to help with plantings. Local elementary school children work routinely with Main Street Cordell to help conduct tours, maintain flower beds, and create coloring books that highlight the area.

The project took place in conjunction with several other large-scale downtown revitalization projects, notably an adaptive reuse for the new police headquarters, a movie palace renovation, a new



TRANSPORTATION ENHANCEMENTS IN DOWNTOWN CORDELL, OKLAHOMA INCLUDED LANDSCAPING AND DRAINAGE IMPROVEMENTS NEAR THE HISTORIC COUNTY COURTHOUSE. LOCAL SCHOOL STUDENTS PLANT AND MAINTAIN MANY OF THE TREE BOXES ON MAIN STREET. PHOTOS: MELINDA LINGLE

pocket park, and the privately financed \$1.25 million Florence House on the Square, a senior housing project that made use of the Federal rehabilitation tax credit.

Partners exchanged information and worked together on these projects. “The fact that all this happened at the same time allowed us to think in terms of ADA compliance, electrical and water hookups, and other amenities,” says Lingle, former executive director of Main Street Cordell. “You could think comprehensively about the downtown, not just shotgun it.”

**COMMUNITY IMPACT** “The transportation enhancement project was the most important contribution to getting us going,” recalls Cordell Mayor Phil Kliewer. The project represented the city’s number one reinvestment priority, and its success in attracting private investment dollar for dollar in less than five years gave the community a much-needed shot in the arm after the devastating setback of economic collapse in the 1980s.

The TE funding for tree plantings, flowerbeds, trash cans, and historically appropriate streetlights gave the Town leadership the opportunity to rethink the aesthetics and functionality of its downtown historic district. Working with the local utility companies, the city rerouted power lines underground and rebuilt sewer and water lines to current standards. New electrical conductors,

fiberoptics, and an underground watering system for trees and plantings have “made the square a historic district that is ready for the 21st century,” says Lingle.

The downtown now boasts 25 other private sector projects made possible or inspired by the streetscape improvements. Overall, says Lingle, there is now a higher standard of new construction downtown. The improvements also led private property owners to remove the aluminum or tin coverings from historic buildings and restore their original façades.

The city passed the resolution to carry out the project by a slim margin in 1995. Since observing the effect of the project, the City Council has become much more positive toward the project. The transportation enhancement funds have also enhanced the city’s national credibility, strengthening its ability to win a half dozen additional historic preservation grants. Cordell Main Street won a Great America Main Street Award in 1999.

A local contractor bid successfully on the streetscape project. Trash receptacles, fencing, benches were manufactured locally. “We kept almost all the money in town, which I felt was important in a small community,” says Lingle. Businesses stayed open throughout the project, and customers continued to patronize them. Now, says Lingle, “I think we are headed toward a 24-hour downtown.”

#### TE ACTIVITIES

PROVISION OF FACILITIES FOR PEDESTRIANS AND BICYCLES, LANDSCAPING AND OTHER SCENIC BEAUTIFICATION

#### PROJECT AWARDED

1995

#### COMPLETED

1997

#### FINANCING

SPONSORS: CITY OF CORDELL AND MAIN STREET CORDELL, A 501(C)(3) ORGANIZATION  
TOTAL PROJECT COST:

\$1 MILLION

TRANSPORTATION ENHANCEMENT FUNDS:

\$800,000

LOCAL MATCH: \$200,000 IN A

COMBINATION OF CITY

FUNDING AND IN-KIND

LABOR

#### CONTACT

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# FORBES ROAD

## LIGONIER, PENNSYLVANIA

THE WESTWARD JOURNEYS OF THE 18TH CENTURY BROUGHT TO LIFE.

In 1758 the British army under General John Forbes cut and paved a military road in Westmoreland County, using the ancient Raystown trading path first established by Native Americans. A chain of forts, the final one being the National Register-listed Fort Ligonier, was built along what came to be known as Forbes Road. The road helped open the door to westward expansion, aided in the establishment and commercial growth of Pittsburgh, and for 25 years served as a principal artery to Pittsburgh and the Ohio River Valley. Today Fort Ligonier is a public museum with the world's most extensive archaeological collection from the French and Indian War. Traces of the original Forbes roadbed traverse the grounds of the fort.

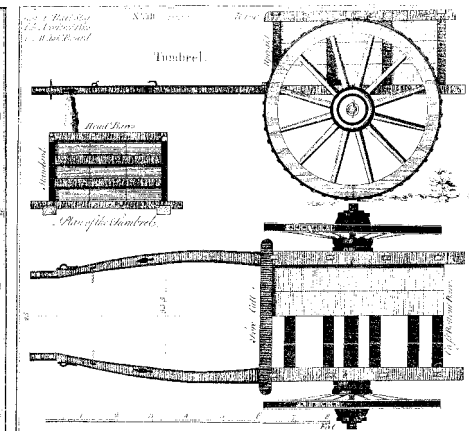
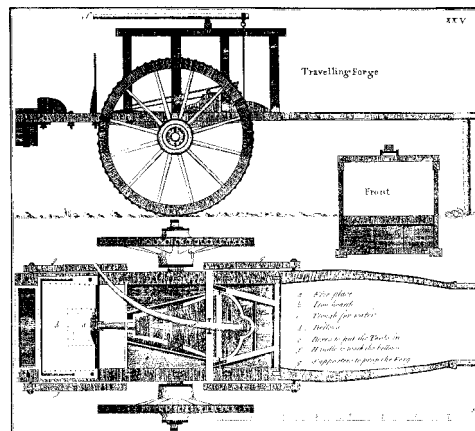
The Forbes Road Project was established to create one of the Nation's most notable sites for the interpretation of overland transportation history of the 18th century. When completed, the archaeological excavation of the historic roadbed and restoration of a 150-foot section of the road will offer visitors to the fort a tangible exhibit on the history of the adjacent Lincoln Highway (U.S. 30) and the nearby Pennsylvania Turnpike. The project will highlight the history of the many diverse people and cultures who used the road to travel from eastern Pennsylvania to points west in search of a better way of life and more opportunities.

The project includes research, design, and construction of roadside informational panels; reconstructions of period vehicles; and the development of educational programming that will include a curriculum package for elementary and secondary

school students featuring the history of overland transportation, with a special emphasis on the French and Indian War and Pontiac's uprising (1758–66).

**PARTNERSHIP** Fort Ligonier's use of the funds will give prominence to its existing role as a nexus of historical partnerships, tourist promotion, heritage and economic development. The Fort is a signature site of the Lincoln Highway Heritage Park (Pennsylvania Heritage Parks Program) which extends from Fort Ligonier 130 miles east to Chambersburg. Designated as an information center on the nine-county historical "Path of Progress" (Allegheny Heritage Development Corporation), Fort Ligonier is also a popular stop on the "Trail of History" administered by the Pennsylvania Historical and Museum Commission (PHMC). The trail links Fort Ligonier to Bushy Run Bat-

THE FORBES ROAD EDUCATIONAL PROJECT AT FORT LIGONIER, PENNSYLVANIA WILL FEATURE RECONSTRUCTIONS OF PERIOD VEHICLES USED DURING THE FRENCH AND INDIAN WAR. SOURCE: JOHN MILLER; A TREATISE OF ARTILLERY 1780; MUSEUM RESTORATION SERVICE, BLOOMFIELD, ONTARIO, CANADA



tlefield in Westmoreland County and Fort Pitt Museum in Pittsburgh. Fort Ligonier is the northern terminus of the Laurel Highlands Scenic Byway (National Scenic Byways and Keystone Byways Programs), connecting it with Frank Lloyd Wright's Fallingwater 32 miles to the south, and with Fort

Necessity National Battlefield, the National Road Scenic Byway, and the National Road State Heritage Park.

The Fort Ligonier Association belongs to the War for Empire Consortium, established in 1989 as a Federal-State-nonprofit collaboration to undertake joint ticketing/discount programs at member sites, cooperative publications and publicity, and conjoined curriculum development. The other members are Bushy Run Battlefield (Pennsylvania History and Museum Commission), Fort Necessity (National Park Service site), Fort Pitt (PHMC), and Braddock's Field (run by a private nonprofit).

**COMMUNITY IMPACT** Current attendance at the site averages 40,000 a year. The project is expected to increase visits, especially by school children, to increase repeat visits, and to stimulate tourism in general in the eastern section of Westmoreland County. The project is expected to stimulate additional visitor services and amenities in the region, as well as increased staff at Fort Ligonier.

#### TE ACTIVITIES

HISTORIC PRESERVATION; REHABILITATION AND OPERATION OF HISTORIC TRANSPORTATION BUILDINGS, STRUCTURES, OR FACILITIES; ARCHAEOLOGICAL PLANNING AND RESEARCH; ESTABLISHMENT OF TRANSPORTATION MUSEUMS

#### PROJECT AWARDED

PHASE I: 2000. APPLICATIONS

FOR PHASES II AND III WILL BE SUBMITTED IN SUBSEQUENT YEARS

#### COMPLETED

PHASE I: ANTICIPATED FOR 2001

#### FINANCING

PROJECT SPONSOR: FORT LIGONIER ASSOCIATION

TOTAL PROJECT COST: \$500,000 (IN THREE PHASES) TRANSPORTATION

ENHANCEMENT FUNDS:

\$100,000 (PHASE I)

LOCAL MATCH: \$66,666 FROM THE FORT LIGONIER

ASSOCIATION

#### CONTACT

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## LEHIGH CANAL PARK

WALNUTPORT, PENNSYLVANIA

REVIVING OLD CANAL LOCK IS KEY TO COMMUNITY PRIDE.

For over 100 years, the Lehigh Canal helped shape industry and human settlement in northeastern Pennsylvania. From 1820 until it ceased operation in 1931, the waterway carried millions of tons of coal east to Philadelphia and New York. Today, sweat equity and widespread partnerships have demonstrated that the canal's heyday as an economic engine may be far from over. In the past five years, the all-volunteer Walnutport Canal

Association has turned an initial commitment of \$11,600 into an investment of more than \$225,000 toward preserving the National Register-listed Lehigh Canal Park. The park is a public recreation area that features a 3-mile segment of the Lehigh Canal and towpath along with over 48 acres of land on the Lehigh River. An especially significant element of this segment of the canal is the 1829 lock-tender's house museum, which the Walnutport



Canal Association restored in 1989 and which attracts hundreds of visitors to Walnutport (pop. 2,200) each year. The project falls within the Delaware and Lehigh Navigational Canal National Heritage Corridor and State Heritage Park.

Transportation enhancement funds were used to restore Canal Lock 23. An additional \$115,650 was used to purchase 5.65 acres of land, create a visitor parking lot, and develop interpretive signage.

“Walnutport Canal is the crown jewel of the Delaware and Lehigh National Heritage Corridor,” says Tom Gettings of the Lehigh River Foundation. “The commitment of the volunteers there has been unbelievable.” The canal is part of a proposed 150-mile D&L Trail that will one day extend from Wilkes-Barre to Bristol and is expected to be a cornerstone of local economic revitalization efforts and regional cultural tourism initiatives.

**PARTNERSHIP** The Walnutport Canal Association, a volunteer group of 500 members, was instrumental in seeing the project through to fruition. The association is also involved in long-term maintenance. The borough of Walnutport owns the parkland and has taken on liability for the site. The Walnutport Authority, the borough’s water authority, stepped forward as applicant when a municipal agency needed to apply; the authority also contributed funds. The landscaping firm of Spotts, Stevens and McCoy donated time and materials to developing plans and proposals for the canal lock restoration, and was the fulcrum of statewide fundraising efforts over the four-year life of the project.

“We sort of built a house of cards as we went along,” recalls Karen Williamson of Spotts, Stevens and McCoy. “We would apply for funds for one

SEGMENT OF LEHIGH  
CANAL AFTER COMPLE-  
TION OF THE PROJECT  
IN 1998 AND DURING TE-  
FUNDED RESTORATION  
IN 1994. PHOTOS:  
WALNUTPORT CANAL  
ASSOCIATION

part of the project, then wait for another agency's funding cycle to try to leverage the funds we'd just secured. If you are going to make the most of your resources you've got to be willing to have the time frame for that to happen. We got to know the funders and built a relationship with them, and we were honest from the beginning and kept them up to date."

The Pennsylvania Department of Transportation (PENNDOT) shouldered much of the administrative burden for environmental review of the project, and helped cut through bureaucratic red tape. However, the project was completed before PENNDOT began any streamlining measures for re-

imbursement of funds. As of 1999, because the Walnutport Authority was still waiting for reimbursement from PENNDOT, the authority was paying interest of \$500 a month and had to put \$5,000 on a note to pay the contractor. PENNDOT has since changed its reimbursement process so that it can pay 90 percent of project costs up front to a sponsor, reserving 10 percent to pay at the end of the project.

**COMMUNITY IMPACT** Since the restored canal lock was dedicated in October 1998, the Walnutport Canal Association has attracted an additional \$10,000 in community development funds and will benefit from a portion of a \$280,000 grant given to the Delaware and Lehigh Canal Heritage Corridor by the Pennsylvania Heritage Program. Bigger plans are afoot for the public park, including a public pavilion, a mule barn and visitors' center, restoration of Lock 24, landscaping, and interior restoration to the historic locktender's house near Lock 23.

In addition to its historic and economic value, the canal provides a habitat for trout and a seasonal home for Canada geese and other wildlife. The restored lock has aided the canal in continuing its important function as a sediment basin, providing a safe place for stormwater flow and a flood break for the Lehigh River.

The Walnutport Canal Association sponsors two festivals a year at Lock 23, and Walnutport is one of four communities offering overnight accommodations for the thousands of travelers who seek recreation along the Lehigh River each year. Visitors to the park can tour the house, view the restored lock, canoe or fish along the river, or walk or bike along the towpath. The project is expected to stabilize the borough's historic core at a time when suburban growth in Walnutport is picking up rapidly.

#### TE ACTIVITIES

HISTORIC PRESERVATION;  
PROVISION OF FACILITIES FOR  
PEDESTRIANS AND BICYCLES

#### PROJECT AWARDED

1994

#### COMPLETED

1998

#### FINANCING

PROJECT SPONSORS:  
WALNUTPORT CANAL ASSO-  
CIATION, IN COOPERATION  
WITH THE WALNUTPORT  
AUTHORITY AND THE BOR-  
OUGH OF WALNUTPORT  
TOTAL PROJECT COST:  
\$216,650

TRANSPORTATION EN-  
HANCEMENT FUNDS: \$46,400  
FOR LOCK RESTORATION  
LOCAL MATCH: \$11,600 WAL-  
NUTPORT CANAL ASSO-  
CIATION; \$53,000 PENNSYLV-  
ANIA HISTORICAL AND  
MUSEUM COMMISSION;  
\$37,000 PENNSYLVANIA  
DEPARTMENT OF CONSERVA-  
TION AND NATURAL  
RESOURCES; \$7,050  
NATIONAL PARK SERVICE;  
\$17,100 PRIVATE FOUND-  
ATIONS, COMPANIES, AND IN-  
DIVIDUALS; \$17,500 ADDI-  
TIONAL FUNDS FROM

PENNDOT: \$27,000 FROM THE  
PENNSYLVANIA DEPARTMENT  
OF CONSERVATION AND  
NATURAL RESOURCES

#### CONTACT

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SSMGROUP.COM.

# GREAT ROAD

## L I N C O L N , R H O D E I S L A N D

BUILDINGS SAVED AND STABILIZED ALONG RHODE ISLAND'S OLDEST ROAD.

The National Register-listed Great Road in Rhode Island (designated Scenic Route 123) is the oldest road in the Blackstone River Valley, a designated National Heritage Corridor. The road is a touchstone of U.S. colonial history and a boon to statewide tourism efforts. The Town of Lincoln received TE funds to protect open space around the Eleazer Arnold House (1687), improve pedestrian access to the property, and restore the exterior of the 1812 Moffitt Mill, a significant and highly visible historic landmark on the Great Road. Also included in the project is acquisition of Heartside House (c. 1810-11) for future preservation. Heartside is a Federal-style country house located on the Great Road. The final component of the enhancement project will be a pedestrian walkway

between the mill and parking area at Chase Farm, about 300 yards away.

The TE funds complement the Town's earlier efforts to preserve the route's historic and scenic character, which had included purchase of farmland and restoration and operation of the Hanaway Blacksmith Shop as a historic site. Enhancement funds were used to purchase about five acres of land to be restored to meadow around the Eleazer Arnold House, which previously had been targeted for a strip mall development. A walking trail will connect the restored meadowland to the town-owned Chase Farm.

Significant partners in the TE project include the Blackstone River Valley National Heritage Corridor Commission, which represents the interests of Blackstone River Valley National Park Service American Heritage Area; the State Historic Preservation Office, and the town of Lincoln.

BELOW LEFT: ELEAZER ARNOLD HOUSE ON THE GREAT ROAD NEAR LINCOLN, RHODE ISLAND AS IT APPEARED IN 1941. PHOTO: GEORGE J. VAIL-LANCOURT FOR THE HISTORIC AMERICAN BUILDING SURVEY. LIBRARY OF CONGRESS, PRINTS AND PHOTOGRAPHS DIVISION (HABS, RI, 4-LINC,7)



### TE ACTIVITIES

PROVISION OF FACILITIES FOR PEDESTRIANS AND BICYCLES, ACQUISITION OF SCENIC EASEMENTS AND SCENIC OR HISTORIC SITES

### ANTICIPATED COMPLETION DATE

2001

### FINANCING

PROJECT SPONSOR: TOWN

OF LINCOLN

TOTAL PROJECT COST:

\$1,347,600

TRANSPORTATION ENHANCEMENT FUNDS:

\$1,077,600

LOCAL MATCH: \$270,000 ADDITIONAL FUNDS FROM RHODE ISLAND DOT

### CONTACT

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# HISTORIC DOWNTOWN COMMERCIAL AND WAREHOUSE DISTRICT

RAPID CITY, SOUTH DAKOTA

TE FUNDS AID CITY'S FIGHT AGAINST BLIGHT IN ITS HISTORIC DOWNTOWN.

Against great odds, Rapid city recently won an important skirmish in the battle to reverse decades of downtown blight. Using TE funds, the city took a unique approach to scenic beautification by targeting the restoration of historic building façades to improve the pedestrian character of a commercial route that is heavily traveled by cars.

In 1995 the State of South Dakota awarded the city TE funds to restore the landmark Swander's Grocery, a Richardsonian Romanesque commercial building, along with the Black Hills Wholesale Grocery Store on Main Street. Both buildings were privately owned, which caused community concerns about property rights and use of public funds to improve private properties. The community has come to realize the public benefit of preserving historic buildings along the city's Main Street. The

project has made an important inroad in downtown beautification, enhanced the pedestrian character of Main Street, and demonstrated the power of determination and public-private partnership in even the most difficult of circumstances.

**PARTNERSHIP** As part of its continuing efforts to preserve downtown, the Rapid City Historic Preservation Commission communicated with downtown property owners about preparing a group application for TE funds to beautify Main Street through façade preservation. A total of 9 projects were chosen, with preference given to property owners who had fewer resources for restoring their building façades and who were clearly willing to carry out restoration for the public benefit, not just to further a business enterprise.

A committee of 11 people was drawn from the community to oversee the beautification project, including architects, planners, and citizens. Few members of the committee doubted the merit of the project, but few believed it would be completed in the face of local concerns. The project scope was reduced from 9 buildings to 2 to demonstrate that the beautification could be done at all. The election of a new governor with different priorities for the State TE program prevented the remaining properties from securing funds.

A key to the project's completion was the willingness of the property owners of the two buildings to provide 30 percent matching funds for restoring their historic façades. The owners of both properties agreed to façade easements to protect

## TE ACTIVITIES

LANDSCAPING AND OTHER

SCENIC BEAUTIFICATION;

HISTORIC PRESERVATION

## PROJECT AWARDED

1995

## COMPLETED

1997

## FINANCING

PROJECT SPONSOR: RAPID

CITY HISTORIC PRESERVA-

TION COMMISSION

TOTAL PROJECT COST:

\$210,000

TRANSPORTATION

ENHANCEMENT FUNDS:

\$147,000

LOCAL MATCH: \$63,000 IN

CASH FROM PRIVATE BUILD-

ING OWNERS, WHO ALSO

WERE ASKED TO CON-

TRIBUTE FAÇADE EASEMENTS

PROTECTING THE BUILDINGS

FOR THE FORESEEABLE

FUTURE

## CONTACT

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the properties in perpetuity. Without private involvement, the city would have been unable to match funds because community members would not have been supportive of a completely public project in this case.

**COMMUNITY IMPACT** Because the scope of the project was small, there has been little obvious economic impact as a direct result. However, the two TE-supported restorations, combined with three major restorations that took place before the

project, have made the historic area more attractive and walkable and are prodding the downtown further toward total revitalization. New retail businesses have found a home in downtown Rapid City, and there is increased trust on the part of citizens in the public benefit of façade preservation and easements. In completing the project, Rapid City has preserved two of the oldest and most historically significant structures in the Black Hills and South Dakota.

## GENERAL WAIT HOUSE

### WAITSFIELD, VERMONT

MODERN VISITOR'S CENTER AND COMMUNITY LANDMARK FOR MAD RIVER VALLEY.

The Mad River Valley in Vermont plays host to more than 9,000 visitors a day during peak tourist seasons, and Route 100 carries 10,000 trips through the valley each day. The town of Waitsfield, established in 1794 just north of the Green Mountains range, responded to the State's need for a visitor's center on Route 100 by applying for TE funds to renovate the General Wait house, a community landmark that is listed on the National Register. The project, which was finished in just over a year, now stands as the State's only staffed visitor's center. The renovation included building a Vermont information kiosk, public parking, and the area's only ADA-accessible public bathrooms for visitors. The center highlights the history of the Mad River Valley and acts as a northern gateway to this popular tourist area.

#### TE ACTIVITIES

HISTORIC PRESERVATION, SCENIC OR HISTORIC HIGHWAY PROGRAMS (INCLUDING THE PROVISION OF TOURIST AND WELCOME CENTER FACILITIES), ACQUISITION OF SCENIC EASEMENTS AND SCENIC OR HISTORIC SITES

#### PROJECT AWARDED

1996

#### COMPLETED

1997

#### FINANCING

PROJECT SPONSORS: TOWN

OF WAITSFIELD AND WAITSFIELD HISTORICAL SOCIETY  
 TOTAL PROJECT COST: \$435,500  
 TRANSPORTATION ENHANCEMENT FUNDS: \$200,000  
 LOCAL MATCH: \$155,500  
 FROM THE TOWN OF WAITSFIELD, \$50,000 FROM WAITSFIELD HISTORICAL SOCIETY, \$20,000 FROM VERMONT HOUSING AND CONSERVATION BOARD, \$10,000 FROM PRESERVATION TRUST OF VERMONT

#### CONTACTS

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The house benefits local residents by providing the community with space for offices, meetings, and exhibits. The General Wait House also serves as an anchor for the Town's initiative to preserve its historic district and construct a new municipal

complex that incorporates the center. Rental revenue on the six offices in the building cover its operating expenses, ensuring that the project is self-supporting.

## MANCHESTER TOWN GREEN

MANCHESTER, VERMONT

FORMER CAR DEALERSHIP BECOMES THE GREEN HEART OF A MOUNTAIN COMMUNITY.



MANCHESTER, VERMONT  
TOWN GREEN AFTER  
RESTORATION. PHOTO:  
LEE KROHN, AICP

In 1995 the town of Manchester (pop. 4,000) realized a long-held dream: to restore a village green at the heart of downtown. The 1991 death of a local landowner made a former car dealership available for “undevelopment” into a park overlooking the mill pond on the Batten Kill waterway. The Town acquired the land and obtained TE funds from the Vermont Agency of Transportation (VAOT) to construct and landscape the 1.14-acre green.

The TE-supported town green helps manage traffic through the historic downtown, which has been under growing pressure from development and through-travel on nearby historic Route 7A and State Route 11/30. In fact, local wits have dubbed the intersection “Malfunction Junction” because of vehicular snarls during fall foliage season. The new village green has made traffic patterns more coherent through downtown, and has made the area more inviting to pedestrians. The project also is the first step toward creation of a linear park/greenway system that will be linked to other greenways throughout Vermont.

The town has envisioned a village green and pedestrian improvements in every master plan it has created in recent years, including the 1978 Townlift Plan and the 1987 Manchester Town

Plan. Most open space planning efforts concentrate on conserving land before development or on attaching permit conditions on proposed developments. This project reclaimed previously developed land for public use. Once paved from street edge to the riverbank and contaminated with solid and hazardous wastes, the new green now serves as a community focal point and source of pride.

**PARTNERSHIP** The project enjoyed an extremely high level of public involvement and support. Creating the green was the top recommendation of the 1988 Downtown Planning Task Force, was supported by the vast majority of respondents to the Manchester Conservation Commission's 1991 community survey, and was supported by townspeople in two separate town meeting votes. Students from the Conway School of Landscape Design facilitated public forums and created an overall plan; a more detailed master plan was drawn by landscape architect Elizabeth Courtney.

Numerous volunteers helped implement the master plan for the green. The estate of the landowner took care of clean-up of the site before the town acquired it. When delays occurred in the environmental review process, the town hired its Regional Planning Commission (RPC) to help carry out the review process. The staff planner at the RPC is the transportation planner for the region, and was familiar with community goals, State transportation procedures, and State and Federal requirements.

Midway through the project, the State changed its position regarding the eligibility of acquisition costs as local match, and the town had to account for its match only in terms of work done toward creating the green. The town was able to count in-kind services and materials toward part of the match, but also had to supplement the project with additional municipal funds.

**COMMUNITY IMPACTS** This parcel of land had long been identified as the key piece of the puzzle that, when assembled, will create a linear greenway along the famed Batten Kill and throughout the highly developed downtown of Manchester. The project reduces traffic in two important ways: by protecting a key downtown parcel from development, and by promoting walkability through aesthetic improvement. The land is now protected by a conservation easement.

Community events are held on the green, including an annual holiday tree lighting. The town has done street improvements since the establishment of the green, and provided downtown amenities such as landscaping and benches overlooking the nearby Batten Kill. "We have had a strong focus in the last few years on making downtown more pedestrian friendly," says Krohn.

#### TE ACTIVITY

LANDSCAPING AND OTHER  
SCENIC BEAUTIFICATION

#### PROJECT AWARDED

1995

#### COMPLETED

1998

#### FINANCING

PROJECT SPONSOR: TOWN  
OF MANCHESTER

TOTAL PROJECT COST:  
\$1 MILLION, INCLUDING  
LAND ACQUISITION THAT  
WAS NOT PART OF THE

SCOPE OF THE TE PROJECT  
TRANSPORTATION

ENHANCEMENT FUNDS:

\$100,000

LOCAL MATCH: \$2,000 FROM

THE VERMONT URBAN AND

COMMUNITY FORESTRY PRO-

GRAM, AND APPROXIMATELY

\$25,000 FROM THE TOWN

AND CITIZENS OF MANCHES-

TER, INCLUDING IN-KIND

CONTRIBUTIONS OF LABOR

AND MATERIALS. IN ADDI-

TION, \$750,000 WAS RAISED

TO ACQUIRE THE LAND  
BEFORE THE TE PROJECT  
BEGAN, INCLUDING FUNDS  
FROM NEARLY 800 DONORS  
WHO CONTRIBUTED FROM  
\$5 TO \$50,000

#### CONTACT

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# MOLLY BROOK FARM

C A B O T , V E R M O N T

ALONG A MAJOR HIGHWAY, A FAMILY FARM AND HISTORIC LANDSCAPE ARE PRESERVED.

Vermont's renowned family dairy farms are not only historic national treasures, they are a vital part of the State's economy. Agriculture is the third-largest sector of the economy — tourism is the largest — and the working landscape is the engine of economic vitality, as well as a major tourist attraction. Vermont has a longstanding tradition of preserving and protecting elements in the natural landscape and built environment that enhance

the travel experience for motorists, bicyclists, and pedestrians.

Nestled among the rolling hills of one of Vermont's most picturesque scenic corridors, Molly Brook Farm comprises some 400 acres of prime grazing land, and is home to one of the Nation's top 10 Jersey milking herds and stands of sugar maples that offer breathtaking views of turning foliage in the fall. Views of the farm have graced

MOLLY BROOK FARM IN  
CABOT, VERMONT. PHOTO:  
VERMONT LAND TRUST



calendars and magazines over the years. The core building in the farm's historic dairy barn complex dates back to 1840. Numerous other historic farm structures are still standing and in use on the property. A significant wetland is also located on the site.

In 1996, the Vermont Agency of Transportation (VAOT) awarded \$400,000 in transportation enhancement funds to the Vermont Housing and Conservation Board (VHCB) for open space preservation. VHCB is a State organization established in 1987 to provide perpetually affordable housing and conserve important agricultural and natural resource lands. VHCB has used the funds to place conservation easements on five historic farms, including Molly Brook Farm.

**PARTNERSHIP** The Vermont Land Trust (VLT) was instrumental in carrying out the Molly Brook Farm easement, and the VLT and VHCB put up equal shares of the match. These resources were critical to the successful completion of the easement because the appraisal approved by the VAOT was equal to only one-third of the original appraisal value obtained by VHCB.

The discrepancy between appraisals was an issue in three of the VHCB's first five TE projects, according to Paul W. Hannan, director of conservation programs at VHCB. The organization found creative solutions. In the case of Molly Brook Farm, VHCB decided not to contest the lower appraisal but instead supplemented the \$81,000 from VAOT with other State and private funding. "Had VHCB been dependent on actually receiving 80 percent of the project costs from enhancement funding, the project could not have gone forward," says Hannan.

Lessons were also learned in how to comply with NEPA environmental review and Section 106 historic preservation requirements. "We recommend beginning discussions as soon as possible with the relevant agencies to see what interpretation of the statutes they anticipate adopting," according to

Hannan. "Don't assume they will automatically waive review for scenic easements, and be prepared to make arguments for a waiver."

**COMMUNITY IMPACT** The TE funding allowed VHCB to leverage its limited funds and help more family farmers and others obtain scenic easements. During a recent competitive round, only 8 out of 30 applications were awarded VHCB funds, but from the 22 rejected applications, the Agricultural Advisory Committee selected several potential TE projects that could be approved subject to funding availability. "The enhancement funds have allowed us to set aside a couple of projects per round that otherwise would have been turned back or fallen by the wayside," says Hannan.

VHCB's association with the VAOT also led to a potentially fruitful dialogue about access management on highways. "We are now sensitive to the access management issues to which VAOT is devoting attention," says Paul Hannan. "I think they'd like to collaborate with us to purchase farms and other land around interchanges to control development and access, and to work on designs that keep curbcuts to a minimum."

#### TE ACTIVITY

ACQUISITION OF SCENIC EASEMENTS AND SCENIC OR HISTORIC SITES

#### PROJECT AWARDED

1996

#### COMPLETED

1997

#### FINANCING

PROJECT SPONSOR: VERMONT HOUSING AND

CONSERVATION BOARD

SIGNIFICANT PARTNER:

VERMONT LAND TRUST

TOTAL PROJECT COST:

\$262,770

TRANSPORTATION EN-

HANCEMENT FUNDS: \$81,000

LOCAL MATCH: \$90,085 FROM

VERMONT HOUSING AND

CONSERVATION BOARD;

\$91,685 FROM PRIVATE

FOUNDATIONS

#### CONTACT

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# PROCTORSVILLE VILLAGE GREEN

## CAVENDISH, VERMONT

RECLAIMING GREEN SPACE IN THE HEART OF A SMALL TOWN.

Flowering trees, a bus stop, sidewalks, and bike racks invite travelers through Cavendish, Vermont (population 1,400) to leave their cars behind and explore the heart of this historic mountain town.

The Proctorsville Village Green sits on reclaimed land in downtown Cavendish, the site of a 1982 fire that destroyed a 19th-century mill. Since the fire, little economic activity was left in the village of Proctorsville, with the exception of a bakery, hairdresser, U.S. Post Office, and bottle redemption center.

The village green project was the TE-funded element in the town's Proctorsville Revitalization Project (PRP). The other major element was movement of a historic house to the village center and renovation of the building into affordable apartment housing for elderly residents.

The project enhances multi-modal connections through the community, where population swells on weekends in the fall and during skiing season. A bus shelter located across the street from the elderly housing enables residents and visitors to wait under cover for a bus to take them to Chester, Ludlow, Okemo Mountain Resort, and Springfield. The town recently got Local Transportation Facilities funds from the Vermont Agency of Transportation (VAOT) to improve sidewalks in the village of Proctorsville (located within the town of Cavendish), and has future plans to build a bike path that will connect the village of Proctorsville with the new Fletcher Fields Recreation Area and the trailhead for the soon-to-be constructed Calvin Coolidge Bike and Recreation Greenway.

### TE ACTIVITIES

LANDSCAPING AND OTHER  
SCENIC BEAUTIFICATION;  
PROVISION OF FACILITIES FOR  
PEDESTRIANS AND BICYCLES

### PROJECT AWARDED

1997

### COMPLETED

1998

### FINANCING

PROJECT SPONSOR: TOWN  
OF CAVENDISH

TOTAL PROJECT COST:

\$145,804

TRANSPORTATION EN-

HANCEMENT FUNDS: \$91,925

LOCAL MATCH \$24,754 FROM

TOWN OF CAVENDISH;

\$7,600 FROM VERMONT COM-

MUNITY DEVELOPMENT PRO-

GRAM; \$17,154 PRIVATE IN-

KIND SUPPORT

### CONTACT

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NING COMMISSION

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**PARTNERSHIP** The VAOT provided major support to the project through its TE funding. A Vermont Community Development Program grant matched these funds and paid for landscaping and sidewalks, as well as paving of roads and parking areas. The town kept an eye out for special opportunities to make funds go farther. For example, all trees for the project were purchased at a discount and planted by volunteers. The bus shelter was funded through a grant from Southeastern Vermont Community Action (SEVCA), the transportation provider for the region, with additional financial assistance from the Cavendish Pointe Hotel. The Garden Club donated funds and volunteer efforts to help plant shrubs and flowers in the spring. Community groups, local businesses and residents, and regional community development and housing organizations also contributed time and labor throughout the design and construction of the Green.

The Southern Windsor County Regional Planning Commission assisted the town with writing and administering proposals for the Village Green project and in applying for environmental permits. The Rockingham Area Community Land Trust worked in partnership with the town to renovate and eventually take over ownership and management of the elderly affordable housing.

By combining the design and construction of the landscaping and sidewalks for the Green and the Freeman House, and by combining labor and funding to construct the project, the town was able to save time and money and create a cohesive look for the village center.

The multiple funding sources allowed the project to be completed in spite of high initial bids. Breaking the project into several smaller parts gave

the town the flexibility to reduce the project scope and obtain more accurate bids without the need for large change orders. State and Federal streamlining of review and permitting also contributed to the speed and efficiency in which the Proctorsville Village Green project was completed.

**COMMUNITY IMPACT** From its beginning, the Proctorsville Village Green project received widespread community support. Several public meetings were held during the application processes for the VCDP and Transportation Enhancement funds. The support of community members, volunteers, local officials, businesses and regional nonprofits was critical to the success of the Proctorsville Village Green project.

Shortly after construction began on the village green, two abandoned buildings owned by the town were renovated and leased to small manufacturing businesses. The senior housing project was fully occupied almost immediately. The area has become an important stop on many bicycle tours through the region and on Vermont Historic Route 7A.

# BARRETT'S LANDING

## FRANKLIN, VIRGINIA

A PORT CITY IS REUNITED WITH ITS PAST.

The pulse point of Franklin, Virginia's National Register Historic District is Barrett's Landing, named for the first child born in this inland port. Site of a former boardinghouse that catered to river travelers, Barrett's Landing was also once a vital stop on the Blackwater River during the Revolutionary War. In the age of steam, Barrett's Landing linked the river to the rails for both freight and passengers. By 1835, travelers from Norfolk could ferry to Portsmouth, board the train to Franklin Depot, and return in a single day — advanced intermodal transportation for its time. A century later, trade in peanuts, lumber, and other regional commodities was brisk. A leader of local commerce was Union Camp Corporation,

now a part of International Paper. But by the end of World War II, the river had fallen into disuse for passenger travel. The riverfront followed a familiar urban pattern for the latter 20th century, becoming more industrial and “turning its back” to ordinary citizens.

With over \$500,000 from the Commonwealth of Virginia Department of Transportation — the largest single enhancement project in the State at the time — City and private partners have turned the riverfront around with Barrett's Landing, providing pedestrian access to 2,600 feet of waterfront in this historic Main Street Community. Funds supported the construction of a public plaza where residents can learn about their local history, as well as a pavilion for community events such as concerts, weddings, and family reunions. The project also eases access to docking and fishing facilities.

**PARTNERSHIP** The original application featured 200 letters of support from community members. When funding became available for the pavilion but not for street furniture and lighting, community members pitched in, buying benches and trash cans. Other community efforts went toward creating fund-raising projects, such as note-cards, to help pay for improvements. The project took about four years from planning through final construction. The city has made a \$45,000 commitment in its 5-year Capital Improvement Plan for future improvements.

### TE ACTIVITIES

HISTORIC PRESERVATION; REHABILITATION AND OPERATION OF HISTORIC TRANSPORTATION BUILDINGS, STRUCTURES, OR FACILITIES; PROVISION OF FACILITIES FOR PEDESTRIANS AND BICYCLES

### PROJECT AWARDED

1995

### COMPLETED

1999

### FINANCING

PROJECT SPONSOR: CITY OF FRANKLIN DOWNTOWN DEVELOPMENT COMMISSION  
TOTAL PROJECT COST: \$1.4 MILLION  
TRANSPORTATION ENHANCEMENT FUNDS: \$536,000  
LOCAL MATCH DONATED LAND VALUED AT \$350,000 FROM THE UNION CAMP CORPORATION; SUBSEQUENT PRIVATE FOUNDATION AND COMMUNITY

### GROUP FUNDING OF

\$900,000

### CONTACT

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**COMMUNITY IMPACT** “Lots of people who lived here didn’t know the history of this place before the project opened,” says Nanci Drake, director of the Downtown Development Commission. The ribbon cutting in March 1999 sparked interest among private property owners and businesses in rehabilitating historic properties near downtown. Although flooding caused by Hurricane Floyd in September 1999 temporarily slowed progress on this front, new businesses continued to open their doors downtown.

The community has embraced the project as an important gateway to downtown Franklin. Walkers, joggers, and anglers use the area, local couples have their weddings at the pavilion, and every Easter a sunrise service takes place overlooking the water. Concerts at the pavilion have attracted up to 1,000 people to this town of 8,000, and an annual family fishing tournament is sponsored by Franklin Fall Festival. The event pavilion was solidly booked throughout the summer of 1999.

When a discount superstore recently opened at the edge of town, residents were concerned about its effect on downtown commerce. However, says Nanci Drake, “the downtown has held its own and there has been little detrimental effect.”

Although Hurricane Floyd flooded Franklin’s Main Street and destroyed more than 100 homes and 182 businesses in downtown, Barrett’s Landing survived intact and has become the focus of community spirit and determination. On Thanksgiving 1999, a community service was held at the Landing to commemorate city residents’ work to get back on their feet and help one another.

Franklin received \$1.1 million in TE funds to rehabilitate a CSX freight depot three blocks from Barrett’s Landing, beginning in 2001. The rehabilitated station will be a transportation museum and



visitors’ center. The project includes a farmer’s market linking Barrett’s Landing with the historic downtown. An interpretive walking trail is proposed for TE funding in 2002 that will follow the riverfront from Barrett’s Landing to Second Avenue, the city’s main thoroughfare and part of the historic district.

BARRETT’S LANDING IN  
FRANKLIN, VIRGINIA ON  
OPENING DAY, 1999.  
PHOTO: NANCI DRAKE

# CENTER FOR EASTERN AMERICAN INDIAN CULTURE/WOLF CREEK INDIAN VILLAGE

## BASTIAN, VIRGINIA

REMNANTS OF A 13TH CENTURY SETTLEMENT NOW ACCESSIBLE TO MODERN-DAY TRAVELERS.

Travelers on Interstate 77 in southwestern Virginia can now pause and step back approximately 800 years for a glimpse into the lives of Americans who lived on the land here long before European settlement. The Center for Eastern American Indian Culture provides educational and recreational opportunities to visitors and nearby residents, including

a museum, hiking and biking trails, and a full-scale reconstruction of the small Native American village that once hugged the banks of Wolf Creek.

Phase I TE funds were used to provide directional signage leading from the highway to the site, visitor parking, picnic areas, trails, and a reconstruction of Wolf Creek Village based on findings from an archaeological dig in 1970. Architectural and engineering design for the permanent museum was also conducted during this phase. Phase II funds have been used to construct the museum and landscape the grounds around it. Phase III, which has not yet begun, involves the design and construction of a research/meeting building, visitor access improvements, and the relocation of a 100-year-old one-room schoolhouse and a one-room historic railroad depot from the early 1900s. Both historic buildings will be refurbished and open to the public as interpretive exhibits.

**PARTNERSHIP** The Bland County Historical Society collaborated closely with the Bland County Development Corporation to get the project off the ground. The Society also has joined forces with the Virginia Museum of Natural History, the Science Museum of Western Virginia, the Museum of the Middle Appalachians, and the Crab Orchard Museum to promote a pre-history tourism program for the region. The schematic design and proposal for the center was developed by the Community Design Assistance Center at Virginia Polytechnic Institute and State University.

### TE ACTIVITIES

PROVISION OF FACILITIES FOR PEDESTRIANS AND BICYCLES, SCENIC OR HISTORIC HIGHWAY PROGRAMS (INCLUDING THE PROVISION OF TOURIST AND WELCOME CENTER FACILITIES); LANDSCAPING AND OTHER SCENIC BEAUTIFICATION; HISTORIC PRESERVATION; ARCHAEOLOGICAL PLANNING AND RESEARCH

### PROJECT AWARDED

PHASE I: 1995, PHASE II: 1997  
PHASE III: PROPOSED TO BEGIN 2000

### COMPLETED

PHASE I: 1997, PHASE II: 1998,  
PHASE III: PROPOSED FOR 2001

### FINANCING

PROJECT SPONSOR: BLAND COUNTY HISTORICAL SOCIETY

TOTAL PROJECT COST:  
PHASE I: \$1.08 MILLION,  
PHASE II: \$416,000 PHASE III:  
\$684,000

TRANSPORTATION ENHANCEMENT FUNDS:  
PHASE I: \$788,800, PHASE II:  
\$332,880 PHASE III: \$547,000  
LOCAL MATCH PHASE I:  
\$68,700 FROM BLAND COUNTY DEVELOPMENT

CORPORATION AND \$227,600 FROM BLAND COUNTY HISTORICAL SOCIETY: PHASE II: \$83,220 FROM BLAND COUNTY HISTORICAL SOCIETY. PHASE III: \$137,000 FROM THE BLAND COUNTY HISTORICAL SOCIETY

### CONTACT

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The Bland County Board of Supervisors, the County Industrial Authority, and private businesses have contributed financial and material support to the Society, and the nearby town of Wytheville combined efforts with the museum to promote bus tours of the site. Volunteers continue to lend support: local Boy Scout troops and individuals helped clear land, construct the museum palisade, and create traditional structures from bent saplings using Native American building techniques.

**COMMUNITY IMPACT** The project is included in the Bland County Planning Commission development plan. During 1996, the center's first year of operation, 10,000 visitors stopped to see the site. This translated into 13 new jobs at the museum

and thousands of dollars in local revenue for nearby shops and restaurants. Annual visitation grew to 17,000 per year by the year 2000. The center also attracts numerous school tours from throughout Virginia, West Virginia, North Carolina, South Carolina, Kentucky, and Tennessee. From 1996 to 2000, 18,000 school children toured the site.

VISITORS TOUR WOLF CREEK INDIAN VILLAGE, LOCATED OFF INTERSTATE 77 IN BASTIAN, VIRGINIA. THE RECREATED VILLAGE OFFERS A PERSPECTIVE ON HOW ONE NATIVE AMERICAN COMMUNITY MAY HAVE LIVED 800 YEARS AGO. PHOTO: WOLF CREEK INDIAN VILLAGE



# CAPITOL MARKET

## CHARLESTON, WEST VIRGINIA

IN HISTORIC CHARLESTON, A HISTORIC FREIGHT DEPOT FINDS NEW LIFE AS THE HUB OF AN OUTDOOR MARKET.



For 20 years a small but popular farmer's market was located underneath an Interstate bridge in downtown Charleston, West Virginia. Meanwhile, Charleston Renaissance, a nonprofit, public-private partnership, worked to develop a permanent indoor/outdoor market with more space and broader retail opportunities. A task force created in 1991 quickly identified a suitable new site: a historic railroad freight depot and warehouse in the north end of downtown, built circa 1900 and convenient to Interstate 77. With TE funds and the assistance of Conrail, Charleston Renaissance acquired the property and set to work renovating it. The renovated building now called the Capitol Market, which opened its doors in 1998, is the result of the task force's work. The outdoor market features the same mix of local produce and seasonal goods as the old market, while the new year-round indoor

### TE ACTIVITIES

HISTORIC PRESERVATION, REHABILITATION AND OPERATION OF HISTORIC TRANSPORTATION BUILDINGS, STRUCTURES, OR FACILITIES

### PROJECT AWARDED

PHASE I: 1994, PHASE II: 1997

### COMPLETED

1998

### FINANCING

PROJECT SPONSOR: CHARLESTON RENAISSANCE  
TOTAL PROJECT COST: \$3.765 MILLION  
TRANSPORTATION

ENHANCEMENT FUNDS:  
PHASE I: \$650,000, PHASE II: \$850,000

LOCAL MATCH: \$750,000  
FROM THE CHARLESTON URBAN RENEWAL AUTHORITY, \$500,000 FROM THE WEST VIRGINIA DEPARTMENT OF AGRICULTURE, \$465,000 FROM THE CITY OF CHARLESTON, \$200,000 FROM CONRAIL, \$100,000 FROM KANAWHA COUNTY, AND \$250,000 LOAN FROM

WEST VIRGINIA HOUSING DEVELOPMENT FUND

### CONTACT

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market offers regionally cultivated meat and fish, a wine shop, florist, bakery, and restaurant. The West Virginia Department of Transportation features this historic transportation facility as an example of eligible activities in its guidelines to potential sponsors. **PARTNERSHIP** The Charleston Urban Renewal Authority and the West Virginia Department of Agriculture (WVDA) were the major fiscal partners. The WVDA works closely with Capitol Market, a nonprofit group in operation since 1997, to supervise the ongoing management of the market. The market's board of directors is made up of representatives from contributing organizations, tenants, and members of the community. A key participant was the Governor of West Virginia at the time, a native of Charleston.

**COMMUNITY IMPACT** The expanded market is expected to be financially self-sufficient by 2003, and has already revitalized a dilapidated section of Charleston's downtown. To date, 10 new growers

have become part of the outdoor operation, while 7 new businesses have started in the area, citing the market's presence as a major factor in their decisions, with 3 new businesses opening a second location in the market. Real estate values downtown have increased as a direct result of the market's expansion, as has the local tax base.

Capitol Market is one of four anchor developments that form the core of the city's downtown development plan. The market has sparked revitalization of the formerly dilapidated area nearby, including preservation and restoration projects. One project will connect the market with the science and arts center in downtown. The market creates a gateway and tourist attraction for Interstate motorists. It has also generated an estimated \$5.7 million in sales annually, not only benefiting city residents with sales tax revenue but also farmers from the 13 counties represented at Capitol Market.



THE NEWLY RENOVATED  
CAPITOL MARKET IN DOWN-  
TOWN CHARLESTON, WEST  
VIRGINIA. PHOTOS: TAMMY  
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Resources are periodically updated at [www.enhancements.org](http://www.enhancements.org)

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Cover: The historic dairy barns at Creamers Refuge in Fairbanks, Alaska enhance the visual experience of travelers, and restoration is preserving the aesthetic features of the landscape. Photo: Tanana-Yukon Historical Society

Page 2: San Francisco Ferry Terminal, c. 1960, Photo: San Francisco Ferry Terminal, 1960. Library of Congress, Prints and Photographs Division, Historic American Building Survey (HABS, CAL, 38-SANFRA, 78-1)