E.1. INTRODUCTION

E.1.1. Purpose of Corridor Study and Corridor Strategic Plan

The I-87 Multimodal Corridor Study was undertaken as a proactive response by New York State to address the growth in trade and tourism that has placed increased demands on the corridor. The Study goal was to identify and assess initiatives and opportunities to improve transportation services for all users of the corridor, thereby providing an opportunity for the corridor and surrounding regions to realize the economic potential resulting from changing global and national economic forces and trends. The I-87/Autoroute 15 corridor provides a direct international connection between the largest metropolitan area in the United States (New York City) and the second largest metropolitan area in Canada (Montreal). The corridor, through its connections to other Interstate facilities and to other modes, serves a broad area that includes the Mid-Atlantic States, New England and Eastern Canada, and a total population of approximately 80 million people. The I-87 corridor border crossing at Champlain has become the fifth busiest U.S.-Canada border crossing.

The Study is the first completed using New York State’s new customer- and corridor-based approach to meeting transportation needs (see below). The Strategic Corridor Plan presented in this report lays out how NYSDOT and other agencies, with support from the private sector, can move forward toward the evolution of I-87 as a “Smart Corridor,” effectively and efficiently meeting the long-term transportation needs of the corridor’s major travel markets.

E.1.2. Corridor Vision and Strategic Plan

A “Smart Corridor” theme evolved throughout the Study process, establishing a vision of how to achieve the project’s mobility, economic, safety and security, and quality of life goals. New York State has a history of being a national leader in both developing transportation technologies and applying them as part of a comprehensive network (e.g., the Erie Canal, the New York State Thruway). The 21st-century approach to developing a comprehensive vision for the transportation system will involve the integration of existing and cutting-edge technologies to enhance and strategically link all modes of travel in the corridor, creating a “smart corridor.” The vision for the corridor is best explained by defining how each of the corridor’s four primary travel markets (i.e., commuter, intercity, trade, and tourism/recreation) will be enhanced to contribute to the overall “smart corridor.” This vision involved development of four Smart Concepts:

- **Smart Highways** - meeting capacity needs by (1) better management of highway capacity (who uses it, when and how it’s used, better response to incidents that disrupt operations); (2) supporting modes that move people or goods most efficiently; and (3) moving people and goods with a minimum of public and private costs, including environmental costs and impacts.

- **Smart/Safe Travelers** - providing auto drivers, truckers and public transit users with real-time information about traffic problem areas, construction, bad weather and other conditions that affect travel time and impact reliability; the goal is to make this type of information available both pre-trip and while the traveler is en route to their destination.

- **Smart Freight** - expediting the movement of freight along this critical international corridor by (1) reducing delays and enhancing security for truck and rail freight throughout the corridor, especially at the border crossings at Champlain and Rouses Point, respectively; (2) providing pre-clearance at Customs check points and safety inspection points for
Executive Summary

Parsons-Clough Harbour

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The Corridor Strategic Plan was developed to identify the best approaches to ensure that the corridor will develop in this “smart” manner. The Strategic Corridor Plan includes a wide range of existing, planned or proposed transportation improvements in each of the four Smart Concept areas that will address the needs of the four primary customer markets. An I-87 Corridor Innovative Showcase, a dedicated program to ensure that the Strategic Plan's elements are implemented and longer-term technologies researched, is also proposed. The effort includes an initial prioritization of the Strategic Plan's numerous elements – a prioritization (see Table E-1) that will clearly change with transportation needs and demands.

E.1.3. Relation to the Reorganization of State Transportation Agencies

NYSDOT’s ongoing “Transformation” process emphasizes the Department’s “customers” – i.e., those that move themselves or their products through and within New York State. The Department understands that transportation customers expect their transportation network to provide certain “priority results,” including Mobility and Reliability (reliable and predictable trips); Safety (physical safety and safety of shipments); Economic Sustainability (for sustainable, livable communities); Security (from external threats or abuse) and Environmental Enhancement (mitigate transportation-related impacts and enhance the natural environment).

NYSDOT is shifting from a primary focus on highways and bridges to overseeing the entire transportation system to achieve these five “priority results” to address the needs of all of its customers, regardless of travel mode. As part of “Transformation,” the New York State Transportation Federation, comprised initially of NYSDOT, the NYS Thruway Authority and the NYS Bridge Authority, was created to better coordinate the activities of the State's transportation agencies and authorities. Many of the actions discussed in the Study's Strategic Corridor Plan will be considerably easier to plan and implement under this new arrangement.

The I-87 Multimodal Corridor Study can serve as a basis to guide future corridor planning efforts in the State. Its “Smart Corridor” vision and I-87 Corridor Strategic Plan fit into the near- and long-term goals being established by the Transformation process, looking toward a corridor-based planning and operational approach to providing transportation services.

E.2. STUDY ACTIVITIES

The Study was completed in two phases and included an extensive public outreach program that was ongoing throughout both phases. Phase I identified the transportation needs and deficiencies in the corridor and their relation to the economic development goals of the corridor, and defined possible actions to address those needs and emerging opportunities. This first
phase of the Study also included a pre-feasibility analysis of the potential for European-type, 150+ mph high-speed rail service along the corridor, with a focus on the segment between Albany and the US-Canada border. **Phase II** selected and further developed and assessed those actions that could most effectively meet the corridor’s needs and long-term goals, leading to the development of the Strategic Corridor Plan.

### E.2.1. Public Outreach

- **Study Advisory Group and Stakeholder Involvement.** The Study Advisory Group (SAG), comprised of representatives of New York State, the Province of Quebec and local agencies, US and Canadian federal transportation and inspection agencies, Metropolitan Planning Organizations (MPOs), local chambers of commerce, economic development agencies, and other key groups, provided information, data, and local insights about critical transportation and economic development issues in the corridor.

- **Stakeholder Outreach Program,** developed with the SAG, to provide a better understanding of present corridor conditions, and to define linkages between the transportation network and local economic development. The stakeholder outreach effort involved SAG meetings, Economic Zone Meetings, Technical Workshops, other smaller meetings with stakeholders, and Quebec-New York Corridor Coalition meetings.

- **Public Outreach Materials,** including Fact Sheets on major Study activities and reports, newsletters providing updates on the Study's activities, and the Study's website dotweb2.dot.state.ny.us/i87study/ to provide Study publications and notices and allow for public comment.

### E.2.2. Phase I Activities

- **Establish Goals and Objectives** - to set the Study's direction and provide a basis for selecting projects or programs on which the corridor should focus its attention; i.e.:
  - **Goal 1:** Enhance person and goods movement and intermodal operations  
  - **Goal 2:** Support corridor-wide and regional sustainable growth and economic development
  - **Goal 3:** Promote safety and security  
  - **Goal 4:** Protect and enhance the region’s environmental and quality of life conditions.

- **Complete High-Speed Rail Study.** Concurrently with Phase I, the Study Team prepared the *High-Speed Rail Pre-Feasibility Study: New York City to Montreal* (“HSR Study”), in cooperation with the Quebec Ministry of Transportation (MTQ), to assess the viability of European-type high-speed service (150+ mph throughout) in the corridor. The HSR Study concluded that full 150 MPH HSR service between New York City and Montreal could save over six hours out of the over 10-hour existing rail travel time, but it would cost over $4 billion and have far-ranging environmental impacts in the Adirondacks. The Study Team considered more than a dozen improvement packages ranging in cost from $40 million to $270 million, in addition to the 150 MPH HSR service. The Study Team identified a $40 million package of improvements between Albany and Montreal, which would reduce travel time by two hours, to be the most cost-effective. These improvements, as well as a possible shift of rail Customs activities from the border to Montreal to save an additional hour, will both be investigated further.
Figure E-1
Project Study Areas

Montreal

Secondary Study Area

Plattsburgh

Primary Study Area

Albany

Secondary Study Area

NYC
• **Identification of Corridor Needs.** The Study Team created an inventory of corridor needs within the Study's Primary and Secondary Study Areas (see Figure E-1) for each of the modes that were analyzed in the study. These key needs and opportunities included:

  o **Highways and Bridges** - Capital District traffic congestion, traffic queues and accidents on I-87 at US-Canada border crossing, improved east-west non-Interstate access to I-87 and increased access to tourist and recreation attractions.

  o **Rest Area Network and Truck Facilities** - more truck parking and services, better amenities at more consistently spaced rest areas, and permanent truck inspection facilities on southbound I-87 near US-Canada Border.

  o **Rail Networks and Operations** - key up grades to tracks, signals and sidings to mitigate limitations of single-track system and increase maximum speeds, and removing clearance restrictions for double stack freight trains.

  o **Aviation Facilities and Operations** - upgrading runways and systems at general aviation facilities, expanded scheduled airline service (at Plattsburgh International Airport), better highway and transit access to airports, and basic aviation facilities at Adirondack Park area airports.

  o **Inter- and Intra-city Public Transportation** - planning for employment and population growth hubs, improved multimodal access to recreation and tourism areas, and transit improvements to address mobility needs and congestion in the Capital District.

  o **Waterborne Network and Port Facilities** - facility upgrades at the Port of Albany and related Hudson River navigational channel improvements.

  o **US-Canada Border Crossing** (Beyond the on-going Port of Excellence project) - expansion of border crossing programs, border traffic safety, and expedited railroad passenger Customs checks and clearances.

  o **ITS/CVO** - coordination of systems, standards, and protocols among agencies; expanded systems for real-time travel information; coordinated management of Interstate and arterial system in the Capital District; seamless wireless telecommunications along the entire Corridor; and integrated electronic CVO inspections.

  o **Intermodal Facilities and Operations** - rail improvements to allow increased intermodal activity; and Kenwood Yard improvements.

**E.2.3. Phase II Activities**

More than eighty transportation improvement concepts, ranging from initial planning concepts to facilities already under construction, were identified to address the needs for each of the corridor’s modes and documented in the *Long List Report*. For Phase II of the study an initial ranking assessment was completed to determine each concept's consistency with study goals and potential effectiveness in addressing needs, while a “constraints” assessment identified concepts not applicable for Phase II analysis by the Study Team. This assessment resulted in the identification of about one-third of the 80+ concepts being grouped into synergistic improvement packages and analyzed during Phase II. The remaining two-thirds of the Long List concepts were eventually reflected in the Corridor Strategic Plan. After the selection of concepts was completed, the following tasks were completed:
• **Creation of Improvement Packages** - grouping projects for Phase II analysis, based on the initial ranking and constraints assessment, into seven “Improvement Packages”:
  - ITS/CVO Operations
  - I-87 Corridor-wide Transportation Management
  - Luther Forest Access Improvement
  - Capital District Intermodal Operations
  - Northway Operational Improvements
  - Recreation Services
  - High Speed Rail/Commuter Rail Potential

• **Analysis of “Smart Project” Elements** - Based on input from technical workshops held for each of the seven improvement packages, components of those packages were further developed and analyzed for engineering and technical feasibility and environmental compatibility. The results of these efforts were summarized in the *Technical Memo #4 Smart Corridor Concepts* report (August 2004). This resulted in the development and assessment of 12 concepts involving freight and rail passenger service, highway operations and safety, traveler information systems, advanced CVO systems, and highway access improvements.

• **Development of the Corridor Strategic Plan** - which defines how all of the improvement concepts identified over the course of the Study together form an overall vision for the I-87 corridor. The Strategic Plan is an initial attempt to prioritize the short- and long-term concepts necessary to develop a “smart corridor.” It includes a mechanism for tracking the Plan’s implementation and for undertaking the research and development of long-term technologies required by some concepts. The following sections summarize the plan and the steps necessary to realize it.

E.3. **CORRIDOR STRATEGIC PLAN**

E.3.1. **Overall Vision of a Smart Corridor**

The “Smart Corridor” theme that evolved through the Study process framed the approach to achieve the project’s mobility, economic, safety and security, and quality of life goals. The Strategic Plan focused its actions around the four Smart Concepts:

**SMART HIGHWAYS**
- Element H-1: Seamless Coordination among Agencies
- Element H-2: Creation of Smart Networks
- Element H-3: Support for Transit Modes within Highway Planning
- Element H-4: Smart Highway Capacity

**SMART PUBLIC TRANSPORTATION**
- Element P-1: Build on Amtrak Empire Service
- Element P-2: Smart Transit Corridors
- Element P-3: Expand Transit Awareness and Services

**SMART/SAFE TRAVELER**
- Element S-1: Comprehensive Pre-Trip and In-Trip Traveler Communication
- Element S-2: Expanded Collection and Sharing of Data among Agencies
- Element S-3: Expanded Marketing and Education to Increase Usage
• Element S-4: Develop Public Perception of Smart Network

**SMART FREIGHT**

• Element F-1: Expand Public-Private Partnerships
• Element F-2: Continued State, Federal and International Coordination
• Element F-3: Incorporate Safety & Security in Freight Planning.
• Element F-4: Enhance CVO Capabilities
• Element F-5: Expanded Use of Non-Truck Freight

**E.3.2. Strategic Plan Elements**

The Strategic Plan, organized along the four “Smart” categories, includes both (1) **On-Going Projects** developed by NYSDOT or other agencies to address defined transportation and economic development needs; and (2) **Proposed Projects and Concepts**, to get existing projects moving and to keep the corridor in step with identified trends.

**STRATEGIC PLAN – SMART HIGHWAYS**

The following are the Strategic Corridor Plan elements in the Smart Highway area, each of which is outlined below:

**On-Going Projects**

• I-87 Interchange and Access Improvements (NYSTA's Albany Corridor Study, NYSDOT's Exit 3 Interchange Project, improvements at Exits 6, 9, 10, 12 and 18 and longer-term studies of improvements at Exit 11)
• Tappan Zee Bridge/I-287 Corridor Study

**Proposed Projects and Concepts**

• I-87/Route 9 Closed-Loop Traffic Control System
• Exit 20 Improved Access and Queue Detection
• Improved East/West Access Via Routes 4 and 149
• Integrated Incident Management System (IIMS) Along I-87 Corridor

**STRATEGIC PLAN – SMART PUBLIC TRANSPORTATION**

**On-Going Projects**

• Route 5 Signal Override Study
• Stewart International Airport Transit Access Study
• Plattsburgh International Airport
• Commercial and General Aviation Improvements

**Proposed Projects and Concepts**

• Adirondack Rail Corridor Service Improvements
  • Adirondack Corridor High-Speed Rail Track and Operational Improvements
  • Expanded Rail Service to Saratoga County
  • Commuter Rail Service in Capital District
STRATEGIC PLAN - SMART/SAFE TRAVELER

On-Going Projects
- Marketing of NEXUS Program
- New York State Transportation Federation Travel Information Gateway

Proposed Projects and Concepts
- Improved Wireless Communication on the Northway
- Expanded Queue Detection and Warning System at the US-Canada Border
- 3-Tiered Tourist Kiosk System in Adirondacks
- Adirondack Tourist Destination Signage Program

STRATEGIC PLAN - SMART FREIGHT

On-Going Projects
- Marketing of the FAST Program
- Port of Excellence at Champlain Crossing
- Permanent Truck Inspection Station at US-Canada Border
- New Baltimore Rest Area Upgrade
- Truck Stop Electrification
- Railroad Capital Programs and On-Going Maintenance
- Port of Albany and Waterfront Redevelopment Efforts
- On-Going Intermodal Facility Studies

Proposed Projects and Concepts
- Truck Parking Supply Monitoring at Rest Areas
- NYS Safe and Secure Transportation Demonstration Program (NYS-SSTP)
- Electronic Seal Screening and Tracking of In-Bond Shipments
- Kenwood Intermodal Yard Improvements
- Improved Truck Access to “Build Now-NY” Site

E.4. LONG TERM VISION

E.4.1. Overview: The IT Future

Moving toward a more efficient transportation system – toward the Smart Corridor vision defined in this Study – will rely to a great extent on the same thing that drove the high-tech explosion of the last 20 years – information technology (IT). A Smart Corridor needs strategic ITS investments to get more efficient use from existing and new systems, to give both operators and customers a broader understanding of the system, and to allow seamless and customer-friendly movement among modes. The questions are what investments to make, in which technologies, and when and how these actions should occur.

E.4.2. Smart Corridor: Long-Term Vision

Smart Highways. Smart Highways require greater agency integration, smart networks, the inclusion of transit in highway planning, and the creation of smart capacity. Smart highway
networks are emerging in the US, although on a limited basis. NYSDOT, NYSTA, and others are using E-ZPass transponder readers to gather travel time data, pavement probes to monitor icing conditions, and VMS and HAR to instruct drivers. Several related concepts of possible long term application include:

- Advanced Location and Traveler Information Services via Cell Phones, and
- Radio Broadcast Data System/Radio Data System (RBDS/RDS).

Micro-scale sensors could provide continuous and comprehensive assessment of a highway's status, even in remote locations where video instrumentation is too expensive (some systems presently exist in Europe) and low-cost digital video technologies will also make visual observability more possible, in applications such as call boxes along the Northway.

**Smart Public Transportation.** The I-87 corridor presents many opportunities to focus on Smart Public Transportation, including more frequent and faster intercity rail service, using automatic vehicle identification (AVI) technologies to make train operations and schedules more understandable for the traveling public, improve operators’ service decisions, and provide better overall planning.

**Smart/ Safe Traveler.** The wireless ATIS project presently underway by RPI near the I-90 corridor is an example of where this technology is headed, using GPS units, in-vehicle navigation systems and Wi-Fi cellular service to provide travelers with real-time travel information while allowing agencies to monitor traffic conditions.

**Smart Freight.** The latest word in the freight IT world is “visibility,” allowing shipments’ condition, location, and status to be continuously monitored. The same systems can expedite border crossing by confirming that a shipment has not been opened. The proposed Safe and Secure Transportation Program (SSTP) demonstration incorporates Radio Frequency Identifier (RFID) technology, and related Just-in-Time (JIT) inventory systems to reduce inventory and warehousing costs and expedite the international flow of goods.

### E.4.3. Innovation Showcase

Transforming the I-87 corridor into a “Smart Corridor” requires a dedicated program and organization to ensure that the Strategic Plan’s elements are implemented and longer-term technologies researched and developed. The Showcase could implement the Smart Corridor vision on a programmatic basis and administer the day-to-day execution of the projects involved. Selected projects would come from vendors, government agencies, and universities and non-profit research institutions in all states, and other countries as well. The organizational structure would acquire funding, solicit and manage projects, and coordinate all Smart Corridor and related economic development. This effort would be fully consistent with NYSDOT’s ongoing Transformation process and could support corridor communities in their on-going pursuit of improved mobility and greater economic development.

### E.5. STRATEGIC PLAN IMPLEMENTATION

#### E.5.1. Project Requirements and Priorities

The Strategic Plan for the development of a Smart I-87 Corridor calls for a variety of actions by NYSDOT and other agencies, as well as private shippers and other groups, to improve the efficiency and effectiveness of the corridor’s transportation systems and services. The Strategic Plan includes everything from corridor-wide programs to limited local applications of
technologies or systems. To establish an Initial Implementation Plan, the priority of the various Strategic Plan elements was defined based on the following factors:

- All high-priority projects cannot happen immediately or simultaneously given the number of actions involved and the myriad transportation projects and programs that already exist.

- No project has guaranteed funding, and the time to move between planning, design and implementation is difficult to predict due to limits on funding in general and obtaining the funds needed to advance through each stage.

- The I-87 Innovation Showcase is a high priority given its proposed role in coordinating and advancing the Corridor Strategic Plan, and its consistency with the corridor focus of NYSDOT’s on-going Transformation process.

In addition, the Corridor Strategic Plan and the program and projects which it includes are dynamic in nature. A Smart Corridor must stay at the forefront of transportation, technology and economic changes. Any prioritized project listing will clearly be subject to future revision.

Given this, the elements of the Strategic Plan have been placed into the following three priority categories:

- **Tier I Strategies** - those projects or concepts most critical to getting the Smart Corridor initiatives started or able to accelerate their progress or expansion into new areas. Tier I strategies would have the ability to make other initiatives possible or more effective and are strategies that can and should be immediately implemented with little additional study.

- **Tier II Strategies** - those projects or concepts most critical to getting the Smart Corridor initiatives started or able to accelerate their progress or expansion into new areas. Tier II strategies would also have the ability to make other initiatives possible or more effective, but unlike the Tier I strategies would not be candidates for immediate implementation. Tier II strategies would face delays in implementation because of key unresolved issues (i.e., technical implementation issues, funding issues, need to find consensus among agencies or communities, lack of federal or State approval to date, environmental process still pending).

Also, Tier II strategies would be those projects or concepts that are not as critical as Tier I strategies to the overall Smart Corridor initiative and that lack the ability to make other initiatives possible or more effective, or is a very localized application that has limited benefits at other corridor locations.

- **Tier III Strategies** - those projects or concepts that do not have corridor-wide impact or that have a localized focus with limited transferability to other corridor locations (i.e., a bridge or interchange improvement).

Also, Tier III strategies would be those projects or concepts that would be classified as Tier I or II if key aspects of strategy’s feasibility did not remain undefined or in question. These outstanding issues could include technical feasibility issues, funding issues, disagreement between agencies or communities, the need to meet or amend federal or State regulations, environmental process issues or possible opposition from key constituencies.
This categorization reflects the efforts of the Study Team to understand the transportation needs and challenges in the corridor, and to identify ways – some already underway, some proposed – to effectively meet them.

E.5.2. Strategic Plan Implementation

Table E-1 summarizes the priority ranking of the component elements of the Corridor Strategic Plan. As shown, the Plan elements with the highest priority are generally in the following areas:

- Continued testing, development and application of ITS Smart Highways and Smart Public Transportation projects in the corridor’s two most heavily traveled segments – the Albany Capital District and the I-87/I-287 corridor in Rockland/Orange Counties within the Greater New York City Metropolitan Area.

- Rapid development of a Smart Freight corridor through advanced truck freight inspection and monitoring systems, start-of-the-art border crossing facilities, and expanded public-private participation and cooperation in a variety of program areas.

- Completing the development of necessary telecommunication systems along the entire corridor.

- Using available detection and communication technologies to identify and monitor elements of the transportation system, informing customers about changing conditions and alternative options and adjusting system operations to correct identified problems.

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<th>Table E-1: Summary of Strategic Corridor Plan Project Priority</th>
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