

PUBLIC HEARING

before

THE ASSEMBLY TRANSPORTATION, COMMUNICATIONS  
& HIGH TECHNOLOGY COMMITTEE

on

Transportation Infrastructure

April 24, 1986  
State House Annex  
Room 403  
Trenton, New Jersey

MEMBERS OF COMMITTEE PRESENT:

Assemblyman Newton Miller, Chairman  
Assemblywoman Joann Smith, Vice Chairman  
Assemblyman Guy D. Muziani  
Assemblyman D. Bennett Mazur

ALSO PRESENT:

Laurence Gurman  
Office of Legislative Services  
Aide, Assembly Transportation,  
Communications & High Technology Committee

\* \* \* \* \*

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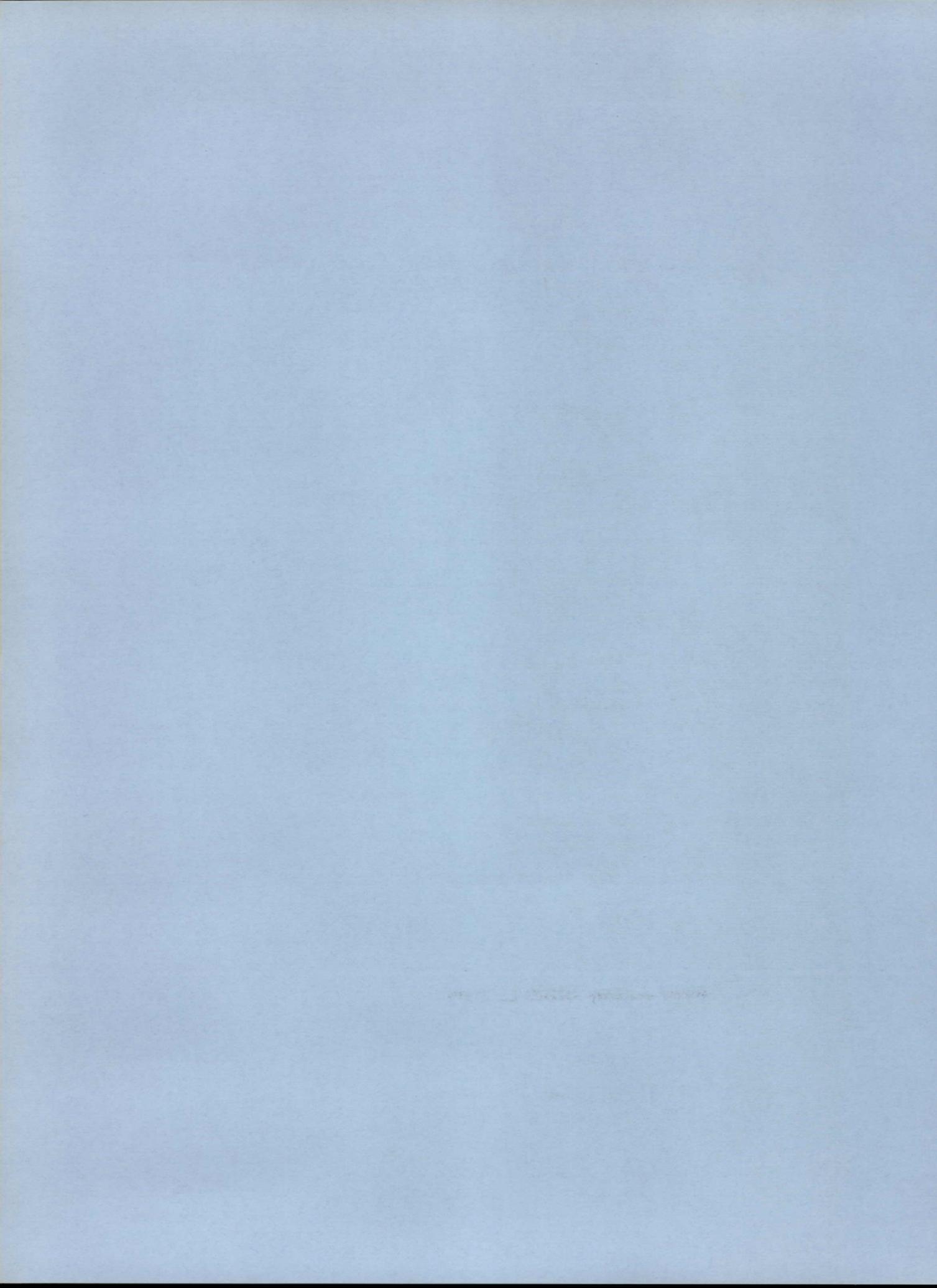


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ASSEMBLYMAN NEWTON E. MILLER (Chairman): Good morning, and I thank all of you for coming out this morning. It's a -- fortunately, we're out in a nice, sunshiny day instead of coming out yesterday, where we had all that snow up north, and that made it a little bit difficult getting here.

Let me just-- A few opening remarks as to what we're trying to accomplish and how we're going to go about this. I guess everybody who's in this room, as well as anybody who drives in a car or rides in a car, realizes that they do have a problem getting around this State. And my concern, and the concern of this Committee is, what are we doing about it? Where do we go from here? What's going to happen 10, 20, 25 years from now? Each individual identity, meaning the Port Authority, the DOT, or Turnpike or whatever -- we all seem to have our own goals in sight as to what we want to do in our particular area. But does the left hand know what the right hand is doing? And how does this whole thing tie in -- what's the overall scheme of things for the State? That's the part that concerns us.

Now, since getting involved in this, I guess all of us up here have been clipping newspaper clippings and looking at things, and -- very interesting, you see some of the things that you see. "Kean threatens to veto PA budget," unless we get some of the things you want for transportation. "Every other agency that has looked at the impending gridlock on North Jersey approaches to PA tunnels and bridges has concluded that expanded rail service must be part of any solution." There's some discussion on that.

"Kean holds out approval to get projects." Another editorial takes to task the \$2 billion widening of the New Jersey Turnpike -- the review is too limited.

"Streamlining for Lincoln Tunnel entry" -- this is supposed to, evidently, open up to allow easier access for the vehicles getting through.

"Drivers trying to beat rush just extended." "The 1985 weekday morning figures support the concern that parts of the Trans-Hudson network are reaching capacity; that improved services and changes in commuting habits are important goals for regional transportation agencies to pursue." "On a typical weekday, 560,000 people cross the Hudson River into New York City by bus, car, or train, a 3.9% gain over 1984."

"People who try to avoid delays increase car traffic between 6 and 7 a.m." "The demand for carpool tickets has decreased in light of the stable and decreased gasoline prices."

"The Authority attributed the overall decrease in PATH riders to higher fares, which cut off peak use."

And I find that we also have a Department here, in the DOT that has to do with airports and what-have-you. I see an article here commending Arlene Feldman, when she was part of the organization. That's another area that should be checked into.

"Traffic at the region's three airports surges." I understand that the Newark Airport has as much parking facility there as a combination of LaGuardia and JFK. Today, you can get in and out of the airport fairly easily, but try to find a parking space. What's being done to move people by rail, or whatever means, to get them into Newark Airport without having to drive in? Why not park and ride type situations, various locations surrounding -- communities surrounding the airport that people could park and ride in?

"Tunnel snarl may be eased -- PA tells of Lincoln tube plans."

"New Jersey road funds run low." Again, if the Transportation Trust Fund is running out of money, something has to be done to find a replacement for the funds. Then we start to talk about taxing. Nobody wants the additional taxes, and I, for one, have yet to vote for a tax in my four and a half years down there, but maybe we have to start to consider a

dedicated tax for the purpose. On the other hand, I see in the paper yesterday where Federal government proposed a 21 cent tax increase on gasoline. Gas prices come down, we raise it back up again. All these things, the general public is certainly going to be concerned about. But I think all this is a part of the problem.

"Proposal to form 'trans authority' (sic) passes."

Then we have one -- "Meadowlands proposes natural history museum." And I see here where they're going to put an Allied Junction in at the Meadowlands -- or, it's a concept, anyway. How does that Meadowlands concept train tie in -- transportation tie in? How does that fit into the Turnpike Authority's plans to move that interchange at the Meadowlands over to Route 17?

And how's the DEP fit into all these things? We may have the greatest plans in the world, but somebody comes along and says we have a three-legged frog over here someplace, so therefore, we can't build a bridge. I think that something has to be done in that area, too. It has to be a give and take; it has to be a compromise here someplace to allow these things. You can't bring the world to a screeching halt, even though I commend them for what they're trying to do, in the line of environment. At the same time there is the economy, there is the people movement. There's so many things that I see on the horizon. Everybody's showing concern -- even the Senate seeks Turnpike delay, to get people out of cars, in an editorial. And this is a pretty good editorial. It goes pretty much into detail as to some suggestions.

And then the Turnpike Campaign Coordinator for Bergenfield -- this is the Transit Committee of Bergen County -- had quite a bit of input. He sent a letter to me, and we're working the same area, and they have the same concerns that we have here on this Committee.

That's just some of the basic background behind this, and the reason for our concern. We know-- Give you example. What a day to come down to a meeting like this. I got on the Garden State Parkway this morning at S-3, and I immediately got right into a stop-and-go traffic situation. (indiscernible) far back up into Mahwah, where that section is traffic jam-- was-- I'm coming down to Trenton. Stop and go, from there to Route 280 in Newark, because of a two-car accident. You know, if two cars can cause this, and this is going to be the going thing, what do we do about it? How do we eliminate it?

And on top of that, now, I was in that line for one hour -- close to one hour, when I reached the point where the accident was. And, just at that particular point in time, the tow truck came down the shoulder and cut over to the-- Now, where was that tow truck for the past hour? Maybe the State Police should be contacted to find out what their approach is. It's not only our job to find means for the future, but we have a problem today; let's expedite the movement of traffic as fast as we can. And if that means getting that phone call out and getting it in, if we need more tow trucks, we need more people involved to move the thing, then I think that's the kind of suggestions we're going to have to come up with.

I see things that DOT -- going up Route 1 here, a while back-- The man's in the middle of the divider with a jackhammer, and he has the cones out there for one line of traffic. The shoulder was perfectly clear -- no driveways, nothing there at all. They could have put a sign on the shoulder saying, "Use shoulder of the road." But it wasn't done, and when I make the contact with the DOT about this-- In fact, I stopped and talked to the foreman, the man who was in charge of the job, and asked him about it. He said, "Well, this is the way we've been instructed to do it." When I contact DOT on it, I get a letter back which is actually telling me that, forget it, there are driveways and there are

all sorts of-- No driveways. There's a farm on that side of the road. All I'm saying, a little common sense in some of these things to help them expedite the movement of traffic.

And I see cones out on the Turnpikes and on the highway for miles, cutting the lane down to two lanes or one lane. And I get down there, I find somebody with a scrub brush putting macadam on the lines. Do we have to block it off a mile ahead, a mile and a half ahead? These are the little things that I think that we can do to help ourselves presently. But somebody has to look at this stuff. I don't know whether you need someone, some ombudsman someplace to say, "Do it," and get out from all the red tape, all the phone calls you have to make and all the people you have to talk to before you finally get somebody to say yes. I'm not criticizing DOT in particular, I'm just saying, just the overall plan of things, that something has to happen.

I know the trucking industry has their problem with it. The bus industry has its problems. Eighteen hundred buses a day coming in and out of New York, from Jersey. Now, what do you do? Put another tunnel in? Where's the traffic going to go when it gets to New York? It's gridlocked now. It's just one solid parking lot. Where are we going, and what are we, today, doing to protect and help the future generations?

Now, I'm probably not going to live long enough -- maybe nobody in this room is going to live long enough to see this thing completely resolved. But I think what I'm saying is that we've got to get the cars off the roads. We have to find some means of getting people around, and to find that means to get them around is going to take a lot of ingenuity, and it's going to cost money.

You can't very well say to a Newt Miller, "Why don't you take a train from Wayne to Trenton," when there isn't any train, unless I want to go to New York first and then come back in and come down to-- It has to be convenient. Maybe we have

to go with this monorail. Maybe we have to start someplace. I don't know, maybe the Port Authority, the Turnpike Authority, the Highway Authority -- maybe they've got to do something in their plans, to dedicate a certain portion of their tolls, if you will -- just as ideas off the top of my head, dedicating it for monorail or for some public means of transportation. Maybe, instead of investing in real estate, we ought to invest in other means -- or if they're investing in real estate, take the profits and then put it back into these means. I don't know. But these are the kinds of things we like to get to the bottom of -- the bottom line, in other words, of this whole review and discussion -- investigation, if you will -- into where are we now and where are we going, and how are we going to get there?

Just a couple of things. New Jersey is more inhabited per square mile than any other state. New Jersey, as you know, is a corridor state -- north and south. The Regional Planning Association estimates a 50% increase in expressway traffic by the year 2000. Fifty percent increase.

Per capita income is growing at two percent a year, or a \$1000 increase in purchasing power per family every three years. This \$1000 increase in income will result in 3.8 cars per 100 residents every three years, at the present rate.

The projected increase in population results in an estimated 38% increase in car registrations in New Jersey alone. Thirty-eight percent increase. All of the above will lead to gridlock on our expressways and our feeder roads if proper planning isn't done now.

Now, we could talk about the expressways to get the cars north and south and to get them moving, but what effect does that have upon the municipalities feeding into these areas? Elizabeth, right now, for instance -- New Brunswick, with the Turnpike Authority. These are the kinds of things -- do we start building roads over the top of roads, so we don't

have to go sideways, taking property? Or is the monorail down the middle or down the side the answer to it?

Something must be done to prevent this increased demand for road pavement, as even now, our tunnels and bridges into New York are overburdened with traffic, and even if more tunnels and bridges were built, New York City already is in gridlock and could not accept, under one's wildest imagination, the traffic flow predicted for the year 2000.

There has not been enough study of rational substitution of public transportation for automobiles. The entire transportation infrastructure -- modes of transportation facilities are in need of urgent study. This includes, but is not limited to, roads, bridges, railroads, airports, tunnels, ferryboats, buses, trucks, and so forth.

Every facet of transportation is bogging us down. Try going down the shore on a weekend. You have to get up five o'clock in the morning to beat the traffic. And then when you're down there, you're, "Should I leave early to beat the traffic or shall I stay until one in the morning to beat the traffic?" It gets to be a problem. It takes the enjoyment out of life.

Some permanent means of a financial source to correct New Jersey's transportation problems must be explored, whether it be a user fee or a bonding fee, or both. Something must be done to find some means, because everybody has a need -- a financial need in this State, I don't care whether it's senior citizens or veterans, or you name it -- somebody has a need for the money. And there just isn't that much surplus, to keep going back and pulling it out -- that's where they say to get it from. We have to find the whereabouts.

Now, there's several identities trying to deal with this problem as it affects their area of responsibility. There is no overall agency, commission, or authority to coordinate their individual efforts. Now, this includes Port Authority,

Turnpike Authority, Highway Authority, Department of Transportation, New Jersey Transit -- just to mention a few of the better-known groups.

There-- That's the reason, then, that we are starting these hearings today, to see if we can't find some means, some approach just to talk it out. I don't-- We get finished with this whole thing, there probably won't be one bit of legislation that we could put in to correct it. There may be some abling type legislation to help a particular area, but I think if we could talk this thing through, and analyze our results, and come up with recommendations, maybe we just might be able to get our heads screwed on straight and start thinking about the year 2000 or thereafter.

Now, I find no fault with any of the authorities or any of the people involved in what they're doing to date. I think the Turnpike, the Garden State, the DOT -- I think they're doing the best job they can do with what they have -- their means, their facilities to accomplish what they're doing. I think the Turnpike Authority, they recognize they have to widen the thing, they recognize they have to change the interchanges to accommodate the traffic through all their statistics -- I recognize all that. I recognize that you're filling up potholes and you're doing the plowing, you're doing the grasscutting. I recognize that. But what I also recognize is -- I don't know -- will the Turnpike Authority know what the Garden State's doing, knows what the Meadowlands is doing, knows what the DOT is doing, as far as an overall umbrella type of situation to pull all of these pieces together?

Now maybe, just out of this, something might happen. Maybe we need an organization, a representative from each group to sit down and work as an overall, to see what you're doing. I don't know. But let's just see what comes out of this hearing this morning.

I'll tell you, I've been getting a lot of literature -- as the rest of us have been -- a lot of literature dealing from Regional Forum, long-term issues, Regional Planning Association, New Jersey Turnpike -- everybody recognizes the problem. Everybody is there presenting it, but nobody's pulling the pieces together to make this thing work sometime in the future.

So, that's what we're here for this morning. I guess we'll have maybe at least three of these sessions. I would like to make them all-day affairs because if you have it on a session day, an hour and a half, you really can't accomplish much. And so on that basis, we're going to start today, and Commissioner Crawford here is from DOT, and he's going to wave the magic wand and tell us how he is going to battle this thing out and resolve this thing for the year 2000. Jim? Yeah, I'm sorry; Ben?

ASSEMBLYMAN MAZUR: May I add some -- shed some thoughts from the side of the--

ASSEMBLYMAN MILLER: I'm sorry, yes. Please.

ASSEMBLYMAN MAZUR: Everything that Chairman Miller has stated -- aggravations and sources of concern for the constituents throughout the State-- And I come from District 37, which is a host to the George Washington Bridge and all of its complications. And I have long been -- I served as -- nine years as Chairman of Planning and Public Works for the Bergen County Board of Freeholders, so I'm very aware of all the transportation problems.

On the subject of planning-- In 1979, a law was passed, or amended -- Title 27, 1(a)-5, and this would be of interest to you, too, Mr. Chairman and members of the Committee. Perhaps you can address yourself and your presentation to respond to this. It says that "the Commissioner, as head of the Department, shall have all the functions, powers and duties hereto vested in the State Highway

Commissioner, and shall, in addition to the functions, powers and duties invested him by this Act, or by any other law, do as follows: 1 -- A., rather: Develop and maintain a comprehensive plan for all modes of transportation development, with special emphasis on public transportation. Such plans shall be revised and at least every five years.

"Develop and promote programs to foster efficient and economical transportation services in the State.

"C. Prepare plans for the preservation, improvement and expansion of the public transportation system, with a special emphasis on the coordination of transit modes and the use of rail rights of way, highways, and public streets for public transportation purposes."

That's the existing law. In addition to that, in this year's budget, we have given -- or we've proposed to give -- the Governor's submission to the Legislature \$1.8 million, just for planning. The total of administrative appropriations are much higher, and in our statement at the beginning of the budget, it repeats what is in the statute, once again pointing out the necessity of planning and coordination between all of the agencies of transportation in the State, which I assume includes the New Jersey Turnpike as well as New Jersey Transit. And that's a functional responsibility of your Department, and perhaps in your presentation, you can explain to us why some of these things -- some of these disparities in policies have arisen, and why we have conflicts and missing gaps.

And I would also point out that there is no master plan at present. What there have been, have been three drafts -- three drafts-- You do have a final plan, and that was published when?

C O M M I S S I O N E R J A M E S A . C R A W F O R D :  
December '84.

ASSEMBLYMAN MAZUR: December '84. Okay. I will appreciate a copy of that.

That really ends my remarks.

COMMISSIONER CRAWFORD: Mr. Chairman, thank you very much for this opportunity--

ASSEMBLYMAN MILLER: Before you start, Jim, I want to make sure-- Anybody else? Guy? (negative response from Committee members) Okay.

And while I think if it, while it's in my mind and it's part of your Department -- and when New Jersey Transit comes in, I want to talk to them about it also -- why in the world are we giving up all of these roadbeds, in view of the fact that 10, 15, 20 years from now, we may need something like that for shuttle purposes for outlying areas to get into central locations, as far as moving traffic is concerned? It just doesn't make sense to me, to take-- Unless we're running freight on them, we give them up. And I think we should be hanging on to these things for future use.

Okay. I'm sorry, Jim; go right ahead.

COMMISSIONER CRAWFORD: Mr. Chairman, thank you very much.

You've raised -- both you and Assemblyman Mazur have raised a number of very important issues that clearly go far beyond what can be discussed in one day, and I think that you are wise in scheduling several days to review these various issues.

Assemblymen, I apologize if you're not familiar with the '84 transportation plan. This was published in December of 1984, as a direct result of the legislation that you referred to, and also, the Transportation Trust Fund Act, which also required that a new edition of the transportation plan be published, and that was done.

We are also very cognizant that we need to update this, not only on a five-year basis, but we're probably going

to have to start updating. Matter of fact, we were talking about this on the way down today, just to start, so we can get a draft out sometime in late '87 or '88, for discussion purposes in anticipation of the '89 total revision.

ASSEMBLYMAN MAZUR: Excuse me. Is that a capital improvement plan, or is that a plan-- I mean, a capital improvement program or is that a plan?

COMMISSIONER CRAWFORD: Mr. Chairman, through you. This is (several seconds of testimony lost due to machine malfunction). For the first time, we made a concerted effort to include the various authorities, their capital programs, their goals and ambitions, as we knew them at that point in time, in addition to laying out what we saw as the needs of the State in a short-term effort identifying problem areas that we would need to address in the future, and laying out a system for approaching and attaching those problem areas without trying to be specific as to what would be the long-range solution. In the past, the common way of developing a transportation plan was to say, "We're going to build this freeway and that freeway and the other freeways," or other improvements, some of which were anticipated to be 20 years out in terms of implementation.

What we're saying is, that's not a very prudent way -- at least, as far as history has taught us. What we have tried to do now is identify both short and long term problem areas, ways that we should go about attacking those problem areas, and which are the ones we need to attack first. And that's in fact what we did in the '84 plan, and when we publish the next plan, one of the clearer things that's going to have to be in that is how we have solved or attempted to solve some of the short-term problems that are there, those long term problems that have changed or evolved over a period of time -- and one of the key issues, for example, in that area is going to be the whole question of the Turnpike, which is very different now, in its

proposals, that what we were addressing two and a half years ago -- and the entire question of what types of future environment changes we would anticipate and how we will have to address the transportation system to better meet those changes.

If I could just give a little bit of background, Mr. Chairman, I think it would be useful to all of us. Throughout its history, New Jersey has taken an innovative approach in developing what is now over a 2200-mile, extensive highway system. This dates back to legislation created in 1673, which provided for the official development of roads, giving authorization to counties and turnpike or toll road companies to engage in road building in the late 17th and early 18th centuries. This was also a creative means for expanding road development throughout those periods.

Innovations in establishing road building programs continued when, in 1891, the Legislature appropriated \$75,000 to counties to be spent annually by the President of the State Board of Agriculture as Administrator of Roads. Under this program, New Jersey became the first state in the nation to grant monetary aid in building public roads. In addition, counties were provided one-third the cost of various highway projects.

Providing State aid solves some of the financial problems associated with road development. The Legislature began to recognize the need for a stronger organization from a statewide perspective, to establish a more integrated roadway system, and in 1912, the Legislature created the State Highway Commission. Their objective was to develop a comprehensive, integrated network of state-built highways. These roads were to be referred to as the State highway system, and this was the beginning of an overall State plan which established statewide centralization and tried to eliminate uncoordinated efforts.

In 1917, 15 routes were officially designated as a State system. The Commission was permitted to build new

highways over acquired rights-of-way and others in continuation of, or connecting with, in addition to those that were legislated.

A road building boom began in about the 1920s, and reached its height in the 1950s. There was a strong reaction to the wider use of-- This was a strong reaction to the wider use of the automobile. And during this period, better access between major urban centers was provided. However, and I hasten to point this out, we were also creating a pattern of life in the State of New Jersey which has come to prove to be not only to our benefit, but also to our -- problems, as you have already identified.

In addition, the new highways permitted greater mobility to the hinterland surrounding cities. Many of those hinterlands now, themselves, are cities. Population began to disperse, and suburban development took place. Various types of funding mechanisms were used to plan, engineer and build road projects. The Federal Aid Highway Act, passed by Congress in 1916, was the framework for highway planning throughout the country. With the passage of this Act, New Jersey utilized Federal funds as well as State aid to construct road projects.

The Federal Aid Highway Act was amended several times, increasing the availability of funds for highway and street programs, and finally, just recently, to permit some of those funds to be used for public transportation. The State, as well as county and local governments, took advantage of the resource and received substantial Federal aid.

The availability of funding began to increase, and the State aid apportioned for the State highway programs began to decrease. For example, before 1948, New Jersey provided a dedicated source of funds to the State Highway Commission. State revenues from motor user taxes or motor fuel taxes were used to finance the highway program. However, in 1948, a constitutional change directed this revenue to a statewide

general fund, and it remained such until the recent amendment in 1984, which dedicated two and a half cents of that for overall transportation purposes.

As State highway funding declined, the need for two State highway corridors, running in a north-south direction, became apparent. Although State aid was not in abundance, the State still provided financial assistance to counties and municipalities. Since the State could not financially accommodate the need of these corridors due to other obligations, the Legislature created two toll road authorities in 1948 and 1952. These became known as the New Jersey Turnpike Authority and the New Jersey Highway Authority, respectively. For many of the same reasons, the Legislature created the New Jersey Expressway Authority in 1962.

If I could just begin, Mr. Chairman, by noting that these authorities, while probably the better known, are only two of many that we have throughout the State. We've prepared a map, and I will ask Mr. Dennis Keck, who is Director of the Office of Highway Services, to point out on that map -- Dennis? -- while I go through the various authorities with which the Department of Transportation deals.

I should also point out that each of these authorities has a transportation element, but for many, transportation is not their only responsibility. And this clearly is a compounding factor, in our dealing with the various authorities.

The most common authorities are the New Jersey Turnpike Authority, which operates the New Jersey Turnpike; the New Jersey Highway Authority, which operates the Garden State Parkway; the New Jersey Expressway Authority, better known as the Atlantic City Expressway; the Port Authority of New York and New Jersey, which for New Jersey, operates four bridges and two tunnels connecting New Jersey with New York City; the Delaware River Port Authority, operating four bridges between

New Jersey and Pennsylvania; the Delaware River Joint Toll Bridge Commission, which operates 17 bridges between New Jersey and Pennsylvania, six of those being toll bridges, the remaining 11 being free bridges; the Delaware River and Bay Authority, which operates the twin bridges connecting Wilmington and New Jersey, and the ferry service between Lewes, Delaware and Cape May; the Burlington County Bridge Commission, operating two bridges between Burlington County and Pennsylvania; Cape May County Bridge Commission, operating five bridges over various waterways, all within Cape May County; the Palisades Interstate Parkway Commission, which in addition to operating the park, also operates the Parkway itself; and three private bridge companies: the Margate Bridge Company, the Ocean City Company, and the Dingman's Ferry Company, each of which operates privately owned and maintained bridges connecting various locations within our State.

These authorities represent the various interests with which we have to deal. And I should point out that obviously missed from that were the New Jersey Transit Corporation, which operates the bus and rail service for the State of New Jersey; various private bus carriers who operate essential elements of our overall transit and commuter bus system, in addition to much of the charter service and Atlantic City service in the State. And the Delaware River Port Authority, in addition to operating those four bridges that I mentioned, also operates the PATCO system connecting the Camden County area with Philadelphia, as a high-speed rail system. And of course, the Port Authority, in addition to operating the bridges and tunnels, also operates the PATH system connecting Jersey City and Hoboken with Manhattan.

I think that gives a general run-down of the various authorities or other interests who operate transportation services within the State of New Jersey. Now, as Assemblyman Mazur has clearly pointed out, the Department of Transportation

is responsible for the comprehensive, coordinated and continuing planning process by which foreseeable transportation needs are analyzed from a State, regional, and local viewpoint. The process involves activities by State, county and municipal agencies, public authorities, citizens' organizations, regional transportation planning agencies, private providers, and others.

Transportation systems planning is concerned with the identification of potential social, economic, energy, and environmental considerations, and those courses of action necessary to develop transportation systems truly reflective of the needs of the people of the State of New Jersey. The formal products of this dynamic process include development and maintenance of long and short-range transportation plans, the submittal of an annual program for implementing projects described in these plans, and each partner in the transportation systems planning process has a distinct and interrelated role in the overall process.

Transportation systems planning at the New Jersey Department of Transportation includes three interrelated, major activities: development and maintenance of the State transportation plan; plan refinement through subarea and corridor analysis; and coordination with the metropolitan planning agencies, authorities, and county and local planning agencies.

The development of the State transportation plan is the responsibility of the Division of Comprehensive Transportation Planning, which Mr. Obermeier, to my left, is responsible -- is the Division Director for. In the Bureau of Statewide Planning, with input from virtually every Department of Transportation unit and all of the authorities, a plan is put together as a multi-section document encompassing goals and objectives, program policies, short-range and long range plans. As indicated previously, the transportation systems

planning occurs at three governmental levels: the State, the regional, and the local.

Each agency must integrate and coordinate the plans with the others, and its own activities, if we are to be successful. And clearly, there are times when this doesn't happen. At the Department of Transportation, this link is provided at a staff level by the Bureau of Urban Transportation Planning.

The interfacing between the New Jersey Transit and the New Jersey Department of Transportation and the transportation systems planning process is detailed in a formal agreement between the two agencies. Generally, the Department of Transportation is responsible for long-range, multi-modal transportation planning on a statewide basis. Additionally, the Department of Transportation is responsible for regional or corridor planning, with special emphasis being placed on the coordination of transit systems development and highway planning.

The Department of Transportation is also the State's formal liaison with metropolitan planning organizations and local planning agencies. New Jersey Transit is primarily responsible for operations of its transit system, and the related planning -- and that planning is extensive -- including the bus and rail facility development and improvement. This is just to give you a very short overview and two very practical examples. We are now looking in the Monmouth-Ocean area for some kind of system to move people and goods -- but more critically, people -- on a daily basis. That work is being directed by the Department of Transportation, with extensive input from both the county -- both counties, various municipalities, and New Jersey Transit. It is highly probable that the solution will be a transit solution requiring implementation by New Jersey Transit, but because we are still at the corridor-wide perspective, and we are not focusing in on

a specific implementation project -- that is a function of the Department of Transportation.

Up in Assemblyman Mazur's area, on the west shoreline, the New Jersey Transit Corporation has recently initiated a detailed study and implementation effort that is focused on actually, what it's going to take to provide services on that line, and what that means in terms of giving up service on other lines, and giving up service on other lines or adjusting service on other lines. Because that is an implementation plan, that is under the direction of New Jersey Transit with input from the Department of Transportation. That is just a thumbnail sketch as to the difference between the two types of planning that are done, and which are the responsibility of the Department as the lead, and which are the responsibility of New Jersey Transit.

I think it's only fair to say that in each of these studies, we make a concerted effort to have staff from both the Department and the Transit serve jointly on any of the advisory committees so that we keep each other completely informed, and that we don't go out and develop proposals that the other cannot turn around and implement, or assist in implementing.

Also, as I'm sure you're aware, the State of New Jersey has a number of authorities and commissions, which I've talked about, which are directly responsible for the construction and maintenance of specific transportation facilities, or are responsible for the development of specifically defined geographical areas which obviously impact the transportation system. These authorities are autonomous in that they have their own sources of revenue, and independently create their own capital programs, with one exception, and that exception is the New Jersey Expressway Authority, which operates the Atlantic City Expressway. Each of the authorities develops its own capital budget each year, independent of the Department. We do have coordination; we are knowledgeable

about what they're proposing, but we are a commentor on those proposals the same as any other review agency with one exception, and that is that in addition to supplying our comments to the agency itself, we also supply our comments to the Governor in his capacity of the reviewer of the minutes for most of the various authorities, so that he has the insight of the Department prior to approving the minutes that actually include the capital programs.

The one major exception to this is the Expressway Authority, as I pointed out, where we have an agreement -- an interagency agreement -- that requires the Department of Transportation to annually review and approve the capital program of that Authority. That was mutually agreed to by the Authority and the Department after the Governor had put together a Toll Road Authorities Commission to review the various toll roads, and that that was one of the recommendations that was, in fact, implemented.

The Department of Transportation used the Office of Highway Services to maintain liaison with these various authorities, and the degree of liaison maintained with each is dependent upon the nature of the organizational structure of the Authority and the magnitude of their capital program. Clearly, the relationship we have with the Palisades Interstate Parkway, which has a very discreetly defined authority in terms of operating its transportation system, is much less that it is with the New Jersey Turnpike Authority, which has a much more extensive system and has much more of an impact statewide on the various other elements of the transportation network.

However, we can generally define our process in seven different steps. We monitor Commission meetings and board actions, and recommend approval or veto of all or a part of the Authority minutes. And I must point out, Mr. Chairman, that each of the authorities, under -- completely under State control, that is, the three toll road authorities and New

Jersey Transit, are subject to board meeting minutes being approved by the Governor. The same is true of the Port Authority of New York and New Jersey.

The bi-state agencies with Pennsylvania, however, are not subject to that veto process. The Delaware Port Authority and the Delaware River Joint Toll Bridge Commission Board members act independently, and their decisions are not subject to the review and approval process of the Governor. That is a quirk in the legislation and compacts (sic) that established those authorities, and is something that has been discussed with Pennsylvania on several occasions. But then, I think, -- as a matter of fact, at least on one occasion, there was a move to make the change in New Jersey, but Pennsylvania has made no efforts to include that authority for their Governor, and unless there is a mutual and identical legislative package, you have no authority to do that.

We schedule special meetings between the Transportation Commissioner and the Authority Commissioner for discussion of specific issues and projects of mutual concern, and at least the two recent authority commissioners -- and I guess, going back over several commissioners -- there has been a real effort to meet with the commissioners of each of the various authorities at least once each year, and with the major authority, several times during the course of the year so as to be able to have that personal relationship that is critical if there is any kind of real coordination to occur.

The scheduling of special meetings between department staff and Authority staff to discuss operational issues or projects of mutual concern -- and clearly, we always have projects of mutual concern, because virtually ever project we undertake has some impact on some authority. And all of their projects, even the Cape May County Bridge Commission, for example, if they make a change or undertake a project that has a significant impact on the operations of Route 9, and then has

an impact on the operations of the Parkway -- so that all those types of activity have to be discussed on a regular basis.

We have cost-sharing agreements between the Department and the three toll road authorities on a formal basis, and between the Department and most of the other authorities on at least an ad hoc basis. We are, for example, in the capital improvement program that was submitted to this Committee last month, proposing improvements to the Palisades Interstate Parkway, where the Department will be providing partial funding and the Commission -- the Parkway Interstate Parkway Commission will be providing partial funding -- we think that that road serves an essential element in the system, and therefore, should be funded similarly.

We have additional resources that are provided to some of the smaller commissions for similar types of activities. We have recently, for example, undertaken a project on Route 90, which is a direct benefit to the Delaware River Port Authority's bridge -- Betsy Ross Bridge, and that agreement involved a cost-sharing arrangement where over time, the Authority will pay back the Department a portion of that cost as they begin to realize their revenues from that as the roadways open and the people have direct access to the Betsy Ross Bridge.

We have written a telephone dialogue regarding the issues of mutual concern. We monitor the capital programs, traffic and revenue statistics and annual budgets; and I point out we also try to monitor the various other transportation plans that are being developed in initial stages. And we monitor the authorities' planning documents and studies as they are actually published.

One can see from these various activities that the transportation planning process is a complex one. Opinions of the various members of the transportation community frequently differ on specific issues, and thus require additional liaison

efforts. Because New Jersey is faced with unique and challenging questions regarding transportation, the liaison aspect of the system of planning must be an ongoing one.

Mr. Chairman, if I could just take a minute to try to address several of the issues that you raised in your opening statement without going into any detail, because I think a number of them are fairly important to understanding not only the liaison efforts but some of the complexities that we're involved with.

In addition to the State Transportation Plan that was published in 1984, the State publishes annually a rail freight plan, and we publish, on a periodic basis, an aviation systems plan. Both of these are in the areas less directly involved with most of the other authorities, but clearly, they are essential elements in the overall transportation system.

You've raised the question about the abandonment of rights of way by -- in particular, Conrail; without mentioning it, I'm sure that's what you had in mind -- and the Department is very concerned about that. We have made an effort to identify those systems that are essential, from a transportation standpoint, and those which are beneficial, to be maintained for future development. Clearly, there are others that are being abandoned that we would like to be able to maintain and hold on to. The problem is that when you start to look at acquiring every right of way that might be abandoned, you run into a question of tradeoffs. You run into the issue of, do we spend millions of dollars -- in some cases -- to maintain the right of way at the expense of doing some other project that's in a short-term need? And that's a decision that's made on a case-by-base basis.

There are several efforts where we have, in fact, preserved those alignments. There are others where we have made the decision, rightfully or wrongfully, that we could not justify that particular alignment given the overall systems

network. In those cases, we have frequently tried to work with local governments that are interested in maintaining them to see if there is a way to at least preserve a portion of that.

You also raised a question of Allied Junction, and I think this represents something that really is a new but emerging factor in transportation planning. And that is a private organization proposing a major transportation element for which they would contribute a portion of the cost or, in fact, the land -- as is the case in the Allied Junction issue -- but would require major expenditures by one or more transportation implementing agencies.

The Allied Junction proposal is a proposal by a private corporation. It is a proposal that is not without its merit. In fact, the Department, in conjunction with New Jersey transit, is currently looking at just that proposal in terms of a Secaucus connector or Secaucus transfer. We were also looking at it in terms of the impact on the Turnpike. But the implementation of those kinds of proposals are not things that are going to happen overnight, and are issues that are frequently brought about because of the private sector's desire to make major infrastructure improvements to support development that perhaps had not previously been planned, or had not been planned at that intensity at the location that they are discussing.

We have recently taken one of those types of situations on a much smaller scale, and taken the steps to actually implement it. South Brunswick Township, along the Northeast corridor -- New Jersey Transit, after some initial studies by the Department of Transportation, had recognized the need to have a new station stop between Princeton Junction and New Brunswick. In looking at the various possibilities along the corridor for such a station stop, it was recognized that major developments were going to occur. The developers themselves proposed that they be permitted to build a station

as an integral part of their development process, and indeed, two different developers gave specific proposals as to how they would build a station and what they would have as part of their development that would help support that kind of a station -- make it a viable center for life, and make it an essential and integral element in the overall transportation network. The Department has reached an agreement with one of those developers after reviewing all of the benefits of both, and that developer has now already started and is in the process of putting that station in place.

There are many other similar types of situations that we see around the State. Some of those involve not only private interests, but even in some cases, relationships between authorities and the Department. This is a vast change from the Metropark experience, where the State of New Jersey took what was at that point in time a vast, open space at the junction of the Garden State Parkway and the Northeast corridor, and said, "This is an ideal location for capturing people that are making the trip and using it as a park and ride." Little did we realize at the time how successful that would be. Anyone who goes up the Parkway today can see that MetroPark, as a rail station, is a very minor element in a major development center that is really brought about of the fact that MetroPark developed first, as a rail passenger station.

Clearly, we have a need for additional rail systems throughout the State. But a first element in that, and one which I know New Jersey Transit would like to spend several hours with you reviewing, is the whole question of planning for additional rail capacity in and out of New York City, because that is not something that just happens because we want it to happen. That is going to require some major investments, and once made, those investments will have a relatively short life before they reach saturation. If we're going to solve the

trans-Hudson problem -- and I'm sure that Mr. Gambaccini will spend a considerable amount of time discussing what work the Port Authority is doing in addressing that issue, and how that relates to work that the Department of Transportation, New Jersey Transit, and others are engaged in. We must look at a coordinated system that makes the best use of all forms of transportation. We cannot continue to look at the private auto as a means of getting in and out of Manhattan. We must put the rail system that we have to maximum efficiency; we must also make major efforts to improve bus access to Manhattan.

But the efforts that we're taking in the Northeastern portion of the State of New Jersey are considerably different from some of the needs that we face in some of the southern counties. We have, in that area, a growing population center with a very sparse highway network and virtually no public transportation network. We have, in many cases, problems that exist simply because people cannot move from here to there in any form, other than going through a circuitous routing. Unlike the problems that you referred to of not being able to go from Wayne to Trenton directly by public transportation, if someone wanted to go from Cape May to Vineland, they couldn't go by public transportation under any form, because even a circuitous route doesn't exist.

We have made some major steps in-- We have taken some major steps in trying to identify not only the extent of that problem, but potential solutions that can be used to address those problems in the southern portion of the State. That will require major efforts by the Delaware River Port Authority, the Delaware River and Bay Authority, the Atlantic City Expressway, or the New Jersey Expressway Authority, and the New Jersey Highway Authority, which operates the Garden State Parkway. Each will have to be a partner with the Department of Transportation in New Jersey Transit, if we are to find solutions that can, in fact, move those people effectively.

But in this area, we're also going to have to address the questions of rail freight and aviation much more than we have had to address those problems in northeastern New Jersey. We are very fortunate, despite the problems of automobile access to Newark Airport, in having one of the finest airport facilities in the country operating in Newark. We have an opportunity to have a similar level of service in South Jersey, at the airport in Pomona, but only if major steps are taken to, in fact, make that reality. There is a considerable amount of effort that needs to be taken.

Mr. Chairman, I would like to leave you with the understanding that the Department of Transportation and these various authorities do communicate on a regular basis. We do not have a coordinated system, to the extent that there is a single plan that is published and everyone must conform to that plan, because there is no one in the State that has the authority to make that happen at the present time. We have the ability and the responsibility, and the responsibility to the plans, but we don't have responsibility to plan the coordination.

Thank you very much.

ASSEMBLYMAN MILLER: Thank you, Mr. Crawford. I just want to make one note here. Not that there aren't other people out there in other departments, but I think you, of all the people I've ever met working for the government, have more at your fingertips in your mind as to what goes on in the State in your particular field than anybody I've ever met. You're an encyclopedia of knowledge when it comes to what goes on in the State of New Jersey as far as roads are concerned. I just want to make that point because you came out here today and you just spit this out like, "Here it is," and with no effort whatsoever. I found that out in the past in the same way. I think that's great, Jim.

COMMISSIONER CRAWFORD: Thank you very much.

ASSEMBLYMAN MILLER: It bodes well for the Department.

COMMISSIONER CRAWFORD: I have good staff work.

ASSEMBLYMAN MILLER: Good staff work -- that's it. A good general always commends his captains, majors, and lieutenants, right? Yes, Joann?

ASSEMBLYWOMAN SMITH: Hi, Jim. Through you, Mr. Chairman, what I would like is some information -- substantial information -- on paper relative to the people movers and the possible ferry connection from Monmouth County up to New York. I don't know whether that falls totally within your jurisdiction. I believe some of it is under the Port Authority, and maybe should be related to them. But, I know New Jersey Transit is making extended plans through the whole shore area of Monmouth County for additional commuter transportation, and if there is something in writing that we could have of substance, rather than just conversation, I'd surely appreciate it.

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, Assemblywoman, we have some things in writing at the very preliminary stages. I'll be happy to share with you through the Chairman such information as we have available.

I should point out that there has been considerable discussion between the Department's staff and various private interests in the operation of ferry service between Monmouth County and Manhattan. The Department had looked at that several years ago and had, in fact, gotten to the point of applying for a \$50 million UMPTA grant to do a short-term implementation program -- short term, two years -- and had, when the UMPTA program was rejected, determined that the expenditure could not be justified as a complete public expenditure at that point in time, given the other needs and, in particular, the need to make other improvements to the North Jersey coastline that we felt clearly took precedence in that particular area.

I had at least six major developers come in in the past year with plans of their own to construct and operate a ferry service. I have asked them to give me a detailed description in writing at the point in time where they were able to do that. To date, none has yet been able to put anything in writing, although I understand that several are having discussions among themselves about possibly consolidating their efforts. We're watching that closely, but we don't have anything in writing, other than the 1979/80 information, that I can share with you on that.

ASSEMBLYWOMAN SMITH: Okay, thank you.

ASSEMBLYMAN MILLER: Guy?

ASSEMBLYMAN MUZIANI: Is there-- Has there been any kind of study along those lines? Has there been any evaluation of demand for ferry service? Would that sufficiently cut travel time or anything like that?

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, ferry service actually existed there until about the 192--

ASSEMBLYMAN MUZIANI: In the old Keansburg--

COMMISSIONER CRAWFORD: Until about the 1920s. There has been considerable work put into looking at the demand factor. Two issues keep coming up in that though. The first is what fare you can charge, and that really becomes a factor of how much subsidy -- direct or indirect -- is being put into it. The private developers that are coming in are saying, for example, that they are looking at picking up, or at least some of them are looking at picking up, the full shore line costs as part of their development. They're not going to attribute any of that to the ferry service. Well, that makes a major change in the economies of the service, as opposed to what we were looking at, which would have required something on the order of a \$10 round trip fare, which really kept the numbers of potential users way down.

We do have some information from our '79 work as to what they were at that level. We have not tried to do a sensitivity analysis because it really becomes a question of how much indirect subsidy is put into it.

ASSEMBLYMAN MUZIANI: What would the-- What was terminus, the Monmouth terminus, the Monmouth County terminus?

COMMISSIONER CRAWFORD: The proposal--

ASSEMBLYMAN MUZIANI: The old service, yeah, or the new one.

COMMISSIONER CRAWFORD: The original ferry service?

ASSEMBLYMAN MUZIANI: Yeah.

COMMISSIONER CRAWFORD: It was basically in the Fort Monmouth area, and most of the ferry service being discussed today is somewhere along Route 36. Each of them has a different location, but various places along Route 36 -- generally in the Fort Monmouth area.

There are some Federal regulations that make that very advantageous. Basically, if you operate completely within one harbor, you're exempt from ICC regulations, and so they don't want to go outside of Sandy Hook and operate, for example, from Belmar or Point Pleasant or any of those locations because then it's an interstate trip. If they operate from within Sandy Hook and Newark--

ASSEMBLYMAN MUZIANI: Within the port district.

COMMISSIONER CRAWFORD: Then they're within the port district, and they just need the Coast Guard approvals.

ASSEMBLYMAN MILLER: I'd like to point out, I'm dating myself. (laughter)

ASSEMBLYMAN MUZIANI: (indiscernible) that ferry. (laughter)

ASSEMBLYMAN MILLER: Sixty years. I used to lay around the Leonardo Beach, and the mandolin-- It used to Atlantic Highland up to Manhattan, and that was on a commuter type basis. Maybe we have to do that again.

We're talking about \$10 round trip. Maybe what we have to consider as part of the overall discussion here is that it's all a part of the same problem. Whether you're riding a train, riding a boat, or in a car, it's still transportation, and if we have to subsidize someplace to get the cars off the road, then maybe the cars on the road have to do the subsidizing for the trains and these other things with a fee through whatever means.

I can't see doing anything basically unless it's dedicated. I'm talking about raising money -- unless it's dedicated, because I see too many things going on since I've been down here where you throw the money at something. However, because it's not dedicated for a given thing, it gets shoveled off in some other corner someplace, and it doesn't answer the particular problem, be it transportation or whatever.

So, I think as the two and a half cents is dedicated, maybe something has to be worked again. Through these hearings, maybe we can come up with something in that line, which I would think maybe the DOT and all the other Departments that the Authority is involved might have something to consider or contribute in that line too.

We know the job you want to do; we know the job you're capable of doing. We know you need more help maybe to do the thing, but how do you go about financing these things you're talking about? What plans do you have for--

I know, you can say, "Raise the property tax, or raise the income tax," but you're not the elected official. Do you know what I mean? So, it has to be something that is reasonable and, you know, within reason.

COMMISSIONER CRAWFORD: Mr. Chairman, if I could just make one note before we leave this. I think it has to be understood that one of our major concerns with any ferry service is that it has to be supplementary to the other transportation systems. It cannot be a diversionary system.

If it's diversionary and simply takes people off of other forms of public transportation and not out of their auto, it does us no good. In any ferry service we're looking at, it would have to be able to be shown to be diversionary for auto trips to really have a validity.

ASSEMBLYMAN MILLER: I agree with that. Going back to another problem we have, Jim, today, if you go before a local planning board to get approval for a development, one thing you have to do is get DEP approval first. Planning boards grant approval contingent upon approval from DEP. I refer specifically to the Route One Corridor.

I recognize home rule becomes an involvement, but maybe some consideration should be given to local planning boards having to go before DOT, or the applicant going to DOT for permission to establish what they want to do on that particular corridor, so that the DOT can come back and say, "Hey, now wait a minute. If you're going to put this building up here for 500 cars -- it takes 500 parking spaces -- besides just putting that traffic light in at your intersection, (indiscernible) the only authority you have is the opening in that road so they can get in and out, and putting in a traffic light in to control it, what effect will those 500 cars, and the guy next door with his 500 cars, and the other corporation down the street with their 500 cars-- What effect does that have upon the corridor and, if so, what are you doing as a corporation to help offset that additional cost to the State -- that additional inconvenience to the people?" Maybe something has to be done here as a means of trying to resolve a problem, and at the same time, finding the financial means to help resolve the problem? Have you given any thought to that particular line of thinking?

COMMISSIONER CRAWFORD: Mr. Chairman, I look at John because John has probably spent two-thirds of the past year thinking about nothing else but how to solve that problem.

since one of the more pressing demands within his unit is the review of all access permit applications that we get. And, we tend to get them after the fact -- after they've already been to a local planning board, and the planning board has given approval and said, "Yeah, you've got this, but because you front directly on a State highway, it's conditional upon getting DOT's approval." Then they come to us, and John has to try to negotiate with them about, "What you're doing doesn't even meet our basic standards, let alone the problems that you're going to create in terms of the volumes you're talking about."

We have given considerable thought to various methods that can be used to try to resolve that issue. One of the things that we think is an important first step, and one which we are already pledged to doing, is to develop and implement a handbook for local governments that will lay out the State highway system by the growth character of that road, and what types of conditions we would normally expect to be met in terms of openings on to that highway so as to be able to provide for the level of service that that highway is supposed to operate at. This is intended to enable local governments to begin, as they review their applications, to direct the applicant to make the proper provisions.

A good example of the problem that we face is that if a developer comes in and requests a roadway opening, as opposed to a driveway opening, and builds a road off of the State highway system -- and they do it with only two small office buildings there to begin with -- and then they come in six months later to a local planning board and say, "We want to extend this road that only went back 2000 feet another quarter of a mile back, and build 10 more office buildings on there," the Department of Transportation doesn't even get to review the application. That application is on a local street. Granted, it feeds the State highway system, but right now, we have

absolutely no review prerogative at all. We think that that's a mistake, and it's a mistake that the municipality in most cases would like to do something about, but are not permitted to do it. And, frequently, they find themselves faced with a situation of saying, "Well, gee, we'd like you to make an off-site improvement down at the intersection with the State highway," and the developer saying, "I can't do that. I don't want to have to go back to DOT and get something like that. Let them handle it."

And the municipality is hard pressed, especially given some of the more recent court rulings, to require those off-site improvements, unless they can specifically say that that problem is caused by this one new development. And, if you do it in a nice incremental basis, the developer is very easy to say, "Well, it's not mine; it's the one before me, or the one after me." So, nothing ends up happening.

We think that that needs to be addressed and changed, and we are working on a proposal that we would hope to bring before the Legislature later this year to address that type of issue.

ASSEMBLYMAN MILLER: Guy?

ASSEMBLYMAN MUZIANI: On another matter-- I'm going back to what you originally brought up.

ASSEMBLYMAN MILLER: Let me cap this off. The problem as I see it, Jim -- and all of us have been in local government -- if you want that ratable in your town and, as such, you sort of turn your back on anything that becomes involved, other than in your local area-- In my town, we used to say on the planning board, "You're welcome to come into town, but you have to contribute your fair share to correcting the problem you're generating -- whether it be a traffic light, or whatever the case may be." That's okay for my town, but my town's traffic then spills over to the adjacent towns and right on down the line.

So, as much as I-- As a former mayor, as much as I like to say we have to give up a degree of home rule to satisfy an overall situation-- I might add, I'm getting an education since I've come down here. My thinking has changed quite a bit, I'm sure.

But, we've got to do something here to take care of the county problem, the State problem, rather than just our own little back yard problem. If you're going to come up with something in that area, I think it's long overdue -- long overdue -- and I would hope that you do it as expeditiously as possible, and let's get this thing in. Let's move on it, because we are generating problems in the State, as you know, that come tomorrow morning, you wake up and you don't know (indiscernible) industry in your back yard, and then, how did it get there.

I point out, for instance, the MetroPark. Well, I'm going to use that tomorrow for the first time. I'm going down to Washington, and I'm going drive down there, rather than going down to Newark to catch a train in Newark -- only because I can park there. It's safer, I think. And, on top of that, unless I run into a traffic jam like I did this morning, I might never get down to Washington. But, it's just one thought. I'm coming from 30 miles, 35 miles, up the road to get down to use a facility like that. It only dawned on me the other day that it might be a way to work it. So, that's--

COMMISSIONER CRAWFORD: The only caution is, you'd better get there early.

ASSEMBLYWOMAN SMITH: Or you won't get a parking space. (laughter)

ASSEMBLYMAN MILLER: I'll have to double park someplace. If you see a car parked on the railroad platform, it's mine. (laughter) You might put in your--

COMMISSIONER CRAWFORD: You might want to call Freeholder Crabel.

ASSEMBLYWOMAN SMITH: He won't answer him. (laughter)

ASSEMBLYMAN MILLER: This will be my first experience. I might wind up driving to Washington if I don't get the spot there. But, that's just-- That, to me, is, we need more of that type of operation. And, also, if you will get that in, I think that is important. That's one of the things I think we can do to help ourselves immediately as far as taking care of our present day type of situation to button it up before it gets any worse.

Now, what were you going to say, Guy?

ASSEMBLYMAN MUZIANI: Mr. Chairman, through you, Commissioner, our Chairman set the tone, I think, in the beginning of the hearing here today as he expressed his sentiments concerning the lack of coordination among authorities. I find there must be about seven or eight authorities, along with the DOT.

You stated, I think, or implied -- one or the other -- in your statements that there's no such coordination existing. My question to you is, do you think there is a need for it, and if so, in addition to your saying that there's no coordination taking place, there is no authority, you said, for it to happen.

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, Assemblyman, I hope I didn't say that there's no coordination taking place. I think that there is coordination taking place, but what I'm saying is that the coordination is coordination of plans, not somebody saying, "Here is what ought to be done. This is your assignment; this is your assignment; this is your assignment."

I would say that it is helpful and one of the things that the Department has had some discussions with the Governor's office about is the possibility of the Governor's Counsel Office, which has some overall authority, and also has the ability to look at even the non-transportation elements of the various authorities at putting together a group to work on

this type of issue and involve the Department of Transportation and the Department of the Treasury and other departments. We think that this is one possible area.

I don't know that there is any way that a State agency is going to effectively tell a board of a quasi-public authority that they must do something. If the board then can say, "Our bondholders are put in jeopardy by doing this," you effectively have no authority to make them do it. So, it becomes more a matter of cooperation and coordination, and less a matter of saying, "You must do this or that."

ASSEMBLYMAN MILLER: But, it's not working, Jim.

COMMISSIONER CRAWFORD: I understand, Mr. Chairman.

ASSEMBLYMAN MUZIANI: Mr. Chairman, through you, may I ask a question?

ASSEMBLYMAN MILLER: Sure thing.

ASSEMBLYMAN MUZIANI: The Governor receives the minutes from all these authorities?

COMMISSIONER CRAWFORD: From all of the authorities, except those bi-state authorities dealing with Pennsylvania and Delaware -- the ones from Pennsylvania and Delaware.

ASSEMBLYMAN MUZIANI: That would mean most of them, right?

COMMISSIONER CRAWFORD: Most of them he does.

ASSEMBLYMAN MUZIANI: And, in those minutes-- It ought to be included in those minutes any anticipated projects that they're contemplating.

COMMISSIONER CRAWFORD: That is true, Mr.-- Through you, Mr. Chairman, that is true. They are included. They must-- Each of the authorities must approve a capital program before a project can be undertaken.

ASSEMBLYMAN MUZIANI: In essence, the Governor's office then is getting this information, and that might just fall right in line with what you suggested here -- that the Governor's counsel might be the one to get this organized,

inasmuch as that information is being fed to them -- to coordinate that information and come up with some decisions concerning how they're going about their activity individually and then determine how it should be done collectively. Would you suggest that? Would that be a way?

COMMISSIONER CRAWFORD: Mr. Chairman, through you, that is a possible solution.

ASSEMBLYMAN MUZIANI: A very sensitive one.

ASSEMBLYMAN MILLER: Assemblyman Muziani, I think he has something here. If the Governor's counsel-- They are the people that more or less review the minutes. He can't do it all himself, so somebody is looking at these things and making suggestions to him.

But, if we're talking about counsel, and we've got one counsel today, and another councilman tomorrow, and another some lawyer the next day, and things keep changing year-in and year-out, maybe what we need is a group appointed by the Governor or whomever that sets up this body, that reviews all of these minutes. And that's their basic responsibility to see how all these things tie in together.

And if, in fact, we can't get the Turnpike or the Port Authority or some other authority to go along with DET (sic), or the other way around, hey, we just hold up those minutes. We don't approve the minutes, and the project is not approved.

Maybe we have to start asserting ourselves from a State point of view in the interest of the State, rather than in the interest of the Authority. I say that kindly. I mean, you know, because we're in our own back yards, we want to widen the Turnpike. We're going to take towns -- Elizabeth and New Brunswick-- That's fine, but maybe one group ought to be overseeing this whole thing. And really, the thing that we're holding down, as Guy points out, is that the Governor has to approve these minutes. Well, this is the group that approves those minutes -- tells the Governor to approve the minutes --

if, in fact, they can pull the pieces together. Maybe that's the way it should--

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, the counsel's office has already set that in place. In fact, for all transportation issues, the Department of Transportation -- the Office of Highway Services -- does review the minutes of each of the meetings. We-- I send, on behalf of the Commissioner, a memorandum before the end of the review period to the Governor's counsel indicating any of the issues that we have particular concerns over, pointing out those issues that have potential long-term impact, and trying to identify those areas where additional coordination is required. That is now already in place.

ASSEMBLYMAN MILLER: Well, let me ask you a question. If that's in place, and it is supposed to be working, why do we have these traffic problems?

COMMISSIONER CRAWFORD: Well, through you, Mr. Chairman, the traffic problems get to a whole other set of issues. Part of those are resolvable and part are not. There is no question in my mind that the State of New Jersey will never have a highway network that is completely redundant to the extent where any time there is a potential problem, that there is a simple diversionary route that you cause people to use.

The various transportation agencies have recently joined together, largely at the urging of the Port Authority -- at least for the northeastern portion of the State -- into a group that's called Transcom, with the hope of being able to develop some plans to coordinate those diversions to the extent that they are possible -- when accidents occur, when construction activities occur, etc. The Department of Transportation, for example, is now in the process of funding one of the elements that that group will be specifically engaged in, which is the development of response scenarios to be used in addressing those kinds of coordination efforts.

Similarly, the State of New York, which is also involved -- because many of the problems that we have also end up involving New York highways -- is going to look at funding a coordinated plan that keeps records of all construction projects in the area so that each of the implementing agencies at least has knowledge of what the others are doing in terms of constructions activities at any given point in time, or what are planned construction activities for the near term, so that we don't make some of the mistakes that we've made in the past of going out and doing simultaneously two major roads where there is no diversion because we've taken the diversionary road and put that under construction exactly at the same time.

ASSEMBLYMAN MILLER: Let me ask you though, can you give me one example, up to today, where this group and the DOT -- that we've used all these things -- has made a request through the Governor's office for something-- You've requested that the Port Authority put another tunnel in. You've requested that somebody put a ferry boat across. Can you give me an example of any one thing you have done to try to think about the expansion of the mobility of people and anything that has been done that they have complied with?

COMMISSIONER CRAWFORD: Yes, Mr. Chairman. One of the areas that we have been working on as a more immediate implementation item has been Park 'N Rides -- working in particular with both the Parkway and the Turnpike on the development of Park/Ride sites that can be used to at least provide a coordination center and a location for bus service.

We also worked with the Sports Authority and New Jersey Transit and a private bus company in setting up a Park 'N Ride at the Meadowlands for improved access in and out of New York.

ASSEMBLYMAN MILLER: So, there is some positive action going on.

COMMISSIONER CRAWFORD: There is some. The longer term elements, just as longer term construction projects, require many years before they actually see fruition. Some of the shorter term things are less dramatic, but no less important in terms of the movement of people.

ASSEMBLYMAN MILLER: I see. Bennett? Yes, Mr. Mazur?

ASSEMBLYMAN MAZUR: Yeah. You were talking about the Authority, and the minutes, etc. Would the minutes of the New Jersey Turnpike and their proposed widening -- the \$2 billion widening-- Wasn't that-- Was that cleared with DOT first? Did those minutes get evaluated in the Governor's office before the \$2 billion of bonds were authorized?

COMMISSIONER CRAWFORD: Through you, Mr. Chair--

ASSEMBLYMAN MAZUR: You know, I have some difficulty on this.

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, the Department did review the minutes and did comment on the minutes that came through with the proposal to sell the bonds. As you are probably aware, we have a relatively short period of time with which to review those. At that point in time, we indicated that there were some questions we had in terms of elements of the Turnpike's proposal that we thought needed investigation. In fact, we were then directed by the Governor to conduct an extensive review of the proposal of the Turnpike. We are now in the process of completing that review, and the Governor, in making his statement, authorized the bonds because there was general agreement that some major improvements are going to be necessary on the Turnpike, but did withhold approval of the specific elements of the plan until he had an opportunity to get further input.

ASSEMBLYMAN MAZUR: But, somewhere along the line, I think all of this was taking place, you know, and moving very rapidly towards fruition, if that's the proper word for it, without anybody stopping it until it was all over the front

pages of the newspapers, and then there was a public outcry. And then, and only then, did the "Hold it up, boys" order come from the Governor's office.

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, the Department did not have, prior to the general public's availability, the specific information that the Turnpike was using-- That was not part of any of the Board -- at least any of the public session Board -- meetings or other types of detailed private session Board meetings that were in the minutes. There clearly was work being done under some general guidelines in terms of yes, everyone agreed that there were widenings necessary. I mean, we had had discussions two or three years ago about the need to widen certain sections of the Parkway.

The Department has had, for example, major ongoing discussions with the Turnpike on the Interchange 16W relocation, and we are jointly working on that. We knew that the Turnpike was working on widening; we knew they were doing some development. But, the extent to which they were proposing the development was not known until the Board meeting at which it was presented, and at which time the Board took action.

ASSEMBLYMAN MAZUR: Did DOT advise the Governor to hold up on the action to sell bonds?

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, the Department did not recommend to the Governor that we hold up on the sale of bonds. We're not competent to address the issues that are involved in those financial transactions. We did indicate that there were some questions about--

There was general agreement that there were major improvements needed to the Turnpike, but there were a number of questions about the specifics of the proposal. We thought those specifics had to be addresses before actual implementation occurs. Whether those had to occur before bond sales occurred was something that we just couldn't address adequately.

ASSEMBLYMAN MAZUR: All right. On another subject--

ASSEMBLYMAN MILLER: Can I interrupt just a second? I think what Assemblyman Mazur is pointing out -- and Muziani pointed out -- is something-- It is one of the underlying things here.

There are two sections, two parts. One is the current type situation -- the interchanges. What's happening with the 17 interchange and the-- I think that's current. And, the other part is, what do we do? Are there any other toll roads being planned? What's the approach to the future? And both of them are important.

But, what they're pointing out though is, it's becoming a little bit obvious here that there really isn't any great coordination with any kind of authority attached to this thing. You may be about to sit in and have somebody review these things. You may pass it down to some counselor in the Governor's office and make a recommendation. It may or may not work. But, you don't know whether Bo Sullivan of the Turnpike Authority is going to do interchange so and so, or widen such and such, or what's happening before it happens.

So, it gets out in the paper as-- As Bennett points out, it gets out in the paper: "Now, hey, wait a minute. We're going to take 300 homes here and 200 homes over there." I think what we're seeing here is that lack of overall coordination, and I wouldn't be a bit surprised to see something come out of this and say, "Wait a minute. We need a central authority to cover all means of transportation in the State, whether you're walking, or whether you're riding, or on a skateboard, or whatever you're on. Something has to happen to pull these pieces together, and somebody has to be the person or the group to work with those other people."

Now, if we don't have authority along the Delaware, let's say, it might be a different story. I think that's a minor part of our overall problem. But, we do have some

controls -- big controls -- over budgets as far as the other authority is concerned. I think that's where the leverage is, and I think that's where we have to do something to pull these pieces together, again, as we get further into this.

And, I think as far as the subject matter right now, we're hearing about the bonding, and I think when the Turnpike Authority comes or the Port Authority comes in, I think at that particular point, we can pursue this a little further.

ASSEMBLYMAN MAZUR: I just want to ask one further question, which really is related. We have just had created a State Planning Agency. Does this have any authority over transportation coordination or planning of such facilities?

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, I am not a lawyer, and I won't try to answer the legal question. My interpretation, and it's the direction I have given my staff, is that we will be asked to provide considerable input, and we will be given direction by the State Planning Commission, and we will be required to make our plans consistent with their plans for the future.

My understanding is that they are to take the plans that the State agencies have, coordinate them, and then give policy direction, at which time the State agencies similar to local government are supposed to mutually develop those plans into workable modifications of the plan.

ASSEMBLYMAN MAZUR: Is the State Department of Transportation in any way represented on that Commission?

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, the private-sector members have been named by the Governor, and I understand are awaiting confirmation hearings by the Senate. There are to be public-sector representatives from various Cabinet officers, who have not yet been named. I don't want to predetermine--

ASSEMBLYMAN MAZUR: And one that could be the Department of Transportation Commissioner.

COMMISSIONER CRAWFORD: The Commissioner of Transportation could be named to that, yes.

ASSEMBLYMAN MAZUR: Well, I certainly think then, Mr. Chairman, that this is an area that perhaps an amendment to that bill will, you know, give them some more specific authority. And, apropos of your concern about curb cuts and the further development, this is a problem that I know that county planning boards struggle with as well. Perhaps legislation--

Well, let me rephrase it. What would you think of a proposal to give the State Highway Department a review, or some planning authority over all development along a State highway, up to, let's say, 500 yards, or so far from the State highway itself?

COMMISSIONER CRAWFORD: Through you, Mr. Chairman, I think that there needs to be some involvement -- much more extensive involvement than currently exists -- by the Department of Transportation in the review of proposals for any major development that has direct impact on the State highway system. I don't know whether I would term that in terms of distance or in terms of channeling traffic onto the State highway system. I think that there are several ways that could be approached.

ASSEMBLYMAN MILLER: Some thought was given some time back, Jim, as one means of offsetting the additional cost imposed by these companies moving in. Maybe some sort of a square footage surcharge on their construction that would go into the fund for the purpose of (indiscernible) improvement -- one of those things-- Again, that was just a thought that somebody expressed.

Just for the record, too, I don't know how this Commissioner that Bennett just talked about -- the State agency -- how that's going to work. But, just for the record, maybe if transportation is not selected to be a part of this, maybe

they should be as members without vote or something -- ex officio type people -- to come in and sit in on these meetings to do the contributing -- not only DOT, DEP. Other organizations should be represented on this thing.

Again, I think it's a matter of coordination of this whole thing.

COMMISSIONER CRAWFORD: Mr. Chairman, I think there will be five Cabinet members named, as I remember the legislation, and two other members named by the Governor. I just-- I don't know who they are going to be. Clearly, with the direction that we have been given, the Commissioner is to keep up with all of the various things that are going and the development of it, and to anticipate that whether the Commissioner of Transportation sits on it or not, the Department will have to attend sessions, provide input, and be involved in the various work elements that are assigned to whatever staff is available.

ASSEMBLYMAN MILLER: Do you have a question?

ASSEMBLYWOMAN SMITH: Relative to something else, if we can go back to it, through you, Mr. Chairman. You said this guideline booklet will be ready for the municipalities' use, with suggestions, and how to go about the procedures. Do you think they will be acceptable without maybe some type of legislation?

COMMISSIONER CRAWFORD: I think, through you, Mr. Chairman-- What we are looking at is something that in the first instance, will apply to those who require an access permit from the Department. We believe that having-- Once we have published regulations, it will be easier to then hold a developer to implement whatever they're doing based upon those regulations. Clearly, it is less likely to be successful if it is a purely voluntary act than if it was mandatory.

ASSEMBLYWOMAN SMITH: Well, as an example, Mr. Chairman. Hypothetical -- we'll leave everything

hypothetical. Someone comes into a planning board with a two story complex shopping center with a supermarket on the bottom floor, with four to five hundred parking spaces. They are not in an area where they will look for road access, they will just look for cut access for driveways. And they are on a State highway. Now, they will go before the planning board of a local municipality and they will ask for preliminary approval, and they will go on and get final approval, and in the meantime, the planner presents his case for the developer, and says, we've already talked to the State DOT, and they say that the highway is totally oversaturated. Why is he coming in? Why is the State going to give him the cut? Okay? Why are they going to give him the cut if he's standing there saying, yes, but we want it anyway, and we know that the State says, you know, the possibilities of the road of being oversaturated are there, it's done? Yet, the State will give them the approval for the cut.

COMMISSIONER CRAWFORD: Through you, Mr. Chairman. At the present time we have been advised that we have the authority to regulate the access to adjacent properties on the basis of safety and geometrics. If geometrics are rather straight-forward, that doesn't really tend to be very controversial. The safety factor is one that we have used frequently to encourage developers to make off-site improvements to support their facility, but it is a relatively weak area in which to deny someone access entirely to the State system, or to require that major modifications be made, especially once they've gone and gotten local zoning board approvals or planning board approvals.

ASSEMBLYWOMAN SMITH: Well, except for the modification that'd have to be made would have to be State highway modifications and changes in order to correct the situation.

COMMISSIONER CRAWFORD: Well, we have received voluntary contributions from a number of developers to make those kinds of improvements.

ASSEMBLYMAN MAZUR: They were-- (remainder inaudible -- draws laughter)

ASSEMBLYMAN MILLER: I think what Assemblywoman Smith's pointing out is that, again, it's the local planner brings up to a certain point. You people recognize you have an additional problem here, but you don't have the authority to do anything about it. And, I think what we're looking from the DOT is something that tells us we need legislation to take care of this problem. And you know, we sit here as legislators and, I might recognize a problem in my back yard, but I don't know what the problem is down in Joann's back yard. And, you people have the overall, and I think you can come in with something, it's not going to perfect, but in the main it's going to cover the problem that's out there. Then I think we can get behind that and get it approved as a part of the overall situation, if we can work in that direction also.

COMMISSIONER CRAWFORD: We're working in just that direction, Assemblyman.

ASSEMBLYMAN MILLER: You have the ideas, but you don't have the authority to do what you want to do, as I see it. You know, you know-- Hey, we'd love to put that boat in from Monmouth County to New York, but how about the substations involved in this things? We'd love to take and put monorail in, but what about the money for this thing? Maybe, when the person comes in for -- a big outfit, whether it be a Becton Dickinson or 208, or whatever the case may be -- sure, they give you a "put a bridge in overhead, take care of their traffic". Maybe we need widening; maybe we need right of way -- 20 foot right of way in front of their property -- for some time in the future. Maybe all of that has to be a part of the consideration here that they go before a local planning board,

but they have to get the approval of DEP, get the approval of DOT. And when they get the DOT's approval, comes back in and says, hey, look, yeah you can have this, but we want a 20 foot right of way on here for sometime in the future, we need "X" amount per square foot to take care of traffic down the road. Whatever has to be done.

And, I think the same has to hold true with the Parkway Authority, with the Turnpike Authority. If these people are opening in South Jersey -- I had that airplane right over the Turnpike here a while back looking over this whole thing -- I'll tell you, it scares you in South Jersey, you see all that vacant land and you see a building going up over here, a building going up over there. What's going to happen to the areas? Not only just the local streets, but the streets feeding in? The whole thing; it's got to be controlled somehow, and I think you people are the people that have to throw the ball that we can catch and put the pieces together.

Ben, you have something else? (negative response)  
All right. Guy? Joann? I'm going to deviate just for a moment. I'm going to just go off. Larry, (speaking to Committee Aide) do you have anything that you see here. (negative response) I'll tell you, this man's a wealth of knowledge. He's been through this thing so many times for other Chairmen, and I just-- Larry, do you have anything? (negative response) Rosanne, do you see anything? (negative response) Okay.

I want to thank you, Jim, for coming out -- both of you gentlemen -- for helping, and presenting. I think it was very well done, and it gives us a lot to think about. And now we're going to tie this-- I'm glad we started with you first, I mean, now we can start to work around the different problems. And we will be coming back. I think we'll break this up until 12:30, and I believe we have the-- We'll come back in and-- Is there anybody -- before -- anybody who wants

to speak on what we've heard about so far this morning? We will be back in about a half an hour/three quarters of an hour to pick up the Garden State Parkway -- or the Port Authority at that point -- at about 12:30/twenty of 1:00. But in the mean time, does anybody care to speak, be heard, on what was discussed here this morning? You have any ideas, any thoughts, don't hesitate to throw them out, and we'll take care of them. Nobody? Thank all of you, and I hope you stick around for the afternoon session. Thank you.

(RECESS)

AFTER RECESS

ASSEMBLYMAN MILLER: We have a lot of concern in the State about what's going to be happening out there, and we know today to get down the shore on the weekend, you know, you take your life in your own hands to start with, and you have two or three hours to do what you could ordinarily do in an hour's time, traffic is so heavy.

There are all sorts of problems transportation-wise, and what we're concerned about -- our concern -- here is, what are the plans? Where are we going? What's the-- Does the left hand know what the right hand's doing? Is the DOT working with the Turnpike or with the Highway Authority, with the Port-- These pieces being pulled together. Now, we know we can't put another tunnel under the river, we do where are you going to put the cars when they get to New York? There's no place to go anyhow. So, what are we doing? We put macadam down; we widen the Turnpike; we make room for the cars until the year 2000; the interchanges taken care of. What about the year 2001? What's happening here? Is anybody considering these things?

And we heard this morning from DOT, and I can appreciate some of the problems that they are having. I think they are certainly dedicated and sincere in what they are trying to accomplish. But what I am getting, so far, out of this, what I've heard this morning -- at least my observation -- is that, although everybody is doing their thing, and everybody is doing an excellent job on their thing, their things aren't intermingled to the point that it's all meshing together so that there's an overall pattern involvement here.

So, what we're looking for, I guess, from the Port Authority's point of view, is where are you now, and where are you going to be some years from now, and how do your plans fit into the rest of the plans in the State of New Jersey to get the people moving? And, I don't mean people moving by cars entirely, I mean people moving by means of mass transit, of whatever means. And how are we going to get them into New York, and out of New York? This sort of thing. So, it's all yours.

L O U I S J. G A M B A C C I N I: Thank you very much, Mr. Chairman. And, before I start, let me say I appreciate very much the invitation to be here today with members of the Committee. I think you have a particularly important responsibility in the Committee structure of the Legislature. We're delighted to be here.

What I propose to do-- Incidentally, let me start also by introducing my associates. Martin Robbins, who's to my right, is the Director of Planning and Development for the Port Authority, and it's in his department that much of the work that I'll be describing is planned. We have other departments that actually operate facilities, and the like, and I'll cover that as we go. To my left is Christina Weinstein, who is a management trainee assigned to our task force effort. And I think you know Pat Maynard, who's a legislative liaison in New Jersey for the Port Authority.

ASSEMBLYMAN MILLER: Does a good job for you, by the way.

MR. GAMBACCINI: Is that right? That's good to hear. I knew that to be the case, but it's good to hear it.

ASSEMBLYWOMAN SMITH: Give her a raise. (laughter)

ASSEMBLYMAN MILLER: And, for the record?

MR. GAMBACCINI: Oh, I'm sorry. My name is Lou Gambaccini, and I am Assistant Executive Director for Trans-Hudson Transportation, a position that I assumed in mid-November after some four and a half years as Director of Administration. And I think that the fact that a newly designated senior position was established for full time commitment to Trans-Hudson Transportation is a measure of the priority among other measures of priority that the Board and the Executive Director are now attaching to transportation generally. We have a very major kind of priority effort which we'll be describing as I go through my presentation. What I'd like to do, if it's all right with you, Mr. Chairman and members of the Committee, is run through a rather quick series of slides just to give you kind of an overview and a sense of the framework that we're talking about, and I'm sure that you'll have a number of questions, and I look forward to the opportunity to have some give and take, and discussion with you about anything that you particularly want to pursue.

ASSEMBLYMAN MILLER: Very good.

MR. GAMBACCINI: As certainly all of you know, the Port Authority has had a major commitment to transportation from its origins. One of the two major functions, or missions, assigned to the Port Authority by compact in 1921 was the operation of transportation facilities. And this slide highlights the major transportation facilities. Of course, the airplanes represent airports; we have four airports, three of which we operate, the fourth is on lease to Pan American -- that's Teterboro Airport. The three major airports are Newark

Airport, of course in Newark, LaGuardia Airport in Queens, and Kennedy International Airport in Queens. All three airports represent major capital investment past, and major capital investment on the drawing boards for implementation over the next decade.

The trans-Hudson facilities are shown by red bars. At the top is the George Washington Bridge, to the right of that red bar is a bus -- that is the George Washington Bridge Bus Station -- and the next bar below is the Lincoln Tunnel, and again, a bus to the right symbolizes the Port Authority Bus Terminal. That bus terminal probably is the best known Port Authority facility. Indeed, most people think of the Port Authority as being the bus terminal -- at least a large number of people do.

Below the bus is a little figure which is hard to read, and that's a profile of a truck. We have a truck terminal at Spring Street in Manhattan. The next bar across the river is the PATH system, a 14 mile system linking Manhattan and Hudson and Essex Counties in New Jersey. Below that are two vertical yellow bars that represent the World Trade Center, and then below that another bar should be there, which is the Holland Tunnel. I guess the Holland Tunnel and PATH are together there.

Then there's a little figure, which you can't read, at the tip of Manhattan, which is a helicopter. We have a heliport in downtown Manhattan. The green devices are piers. We have piers in Brooklyn, two sets of them, but far and away the most productive marine facilities that we operate are the complex adjacent to Newark Airport -- the Port Newark/Port Elizabeth Complex.

And now that I've run through that, I'm confused by what the green thing is in Manhattan. What is that? (speaking to aides) Oh, the Passenger Ship Terminal, I'm sorry. That's the trouble with these symbols when you can't read them. That

is a ship in the middle of Manhattan. We operate the Passenger Ship Terminal as well.

Let me run through, very quickly the -- some pictures of these facilities. This is a rendering of Newark Airport, which dramatically demonstrates the incredible confluence of major transportation facilities. It's got to be one of the most intensive, productive parcels of acreage anywhere in the world. You have Port Elizabeth/Port Newark, you have the New Jersey Turnpike, you have the Newark Airport, and of course you know that Newark Airport is now booming, and Port Elizabeth/Port Newark are practically completely developed. Port Elizabeth was the pioneer container ship terminal in the world. It really set the course for container ship operations, and has proven to be an extremely efficient marine facility. It's the second largest in the world. Rotterdam has exceeded us in the volume of container throughput. Here's a view of a ship loading containers at Port Newark.

The World Trade Center at night. We are building, currently, in Staten Island, a teleport in partnership with Merrill Lynch and with the City of New York. When completed, the Port Authority will have invested some 57 million; a combination of other investments will bring it to about 225 million, and it is a pioneering telecommunications development, the first of its kind. Many similar teleports are being planned around the world.

The Lincoln Tunnel Helix. The Lincoln Tunnel was opened in three stages from 1937 to 1957. Each of the three tubes was opened separately. It is now a trans-Hudson facility that is at capacity, and the peak period is growing. It now stretches beyond two hours; it is well into a third hour morning and evening. I'll be coming back to discuss some aspects of that congestion and what we're doing about it in a later slide.

George Washington Bridge, one of the better-known of our facilities, and one of the most beautiful functional structures anywhere in the world, opened in 1931. It has some limited remaining capacity, but certainly is continuing, also, to attract additional patronage.

The Bayonne Bridge is one of the least used vehicular facilities; it is nowhere near capacity. That, of course, connects Bayonne, New Jersey with Staten Island.

This is a picture of the Outerbridge Crossing, which is very similar in design to the Goethals Bridge, which we don't have a picture of. The Goethals and the Outerbridge we expect to reach capacity within the next five to ten years. We have a major study underway which we hope will reach conclusions about increasing capacity, perhaps replicating one or the other of these bridges if the studies demonstrate to our satisfaction the need for it, and we would propose to accelerate that work in order to be ready if and as the pressure builds.

Significantly, our studies to date show that, unlike the trans-Hudson problem, here the flow in the peak hour is almost even in both directions, from New Jersey to Staten Island, and Staten Island to New Jersey. Which means that it really has major significance to both States to facilitate that capacity, because these are typically jobholders living in one State and working in the other. And as I say, almost evenly balanced between the two States, and that's true of both the Goethals and the Outerbridge Crossing, both of which have increased tremendously in usage in the last 10 to 20 years, partly as a function of the increasing development of Staten Island, and the existence of the Verrazano Bridge.

The Port Authority Mid-town Bus Terminal has been an incredible kind of facility. We handle over 200,000 people a day, 2 million bus movements a year. When it first opened in 1950 at a cost of \$24 million, and was then, for ten or so

years, producing moderate surpluses in revenue. We have now invested 250 million. Over 200 million to increase the capacity 50%. Again, 24 million for the first terminal, and over 200 million to increase 50%. The section you see at this corner is the new section which extends from 41st to 42nd Street. It is of extreme importance in the Trans-Hudson scheme of things and to both States that it operates as effectively as it does, because it handles such intensive volumes of buses and people, and yet off of the city streets and with direct access by ramp through the tunnel and into New Jersey.

The Journal Square Transportation Center was completed in the early '70s. It is a complex that includes bus operations, automobile parking, rail -- you can see the PATH trains at the bottom center as they go under the Kennedy Boulevard Bridge and into the Journal Square Station -- and then the PATH operating headquarters in the tower, shown in the center of the picture.

This is the operations control center -- the John F. Hobin Control Center -- at Journal Square, which manages the operation of the PATH system. It really was and is state of the art development of remote operation of electric substations, control of train movements, and indeed, including closed-circuit television monitoring of stations for security purposes as well as operations purposes.

Incidentally, we'd be delighted to welcome any and all of you who would care to come up for a field trip and visit the control center and any of the facilities that you've seen here. We can talk about that separately.

From this point on I'm going to be summarizing a series of projects and studies that we have mounted over the last -- starting about a year ago, and which is consuming an increasing number of our staff as well as outside consultants to assist us.

About a year ago, we had a press conference that described what our growing concern about the nature of congestion and demand across the Hudson River, and we started to intensify demographic studies about what was happening. I think it's fair to say the number and depth of our demographic studies are more sophisticated and deeper than ever in our history, because the problems are so much more complicated. There's more volatility in the region than ever before, and it's reflected, as you'll see in some later slides, by surges of growth on different components in the region.

What you see here is the cover of a leaflet which we'll be glad to make available to you, or you have already, that is a very brief version of a longer report that we released last June that compiles our first cut at conclusions and recommendations for near-term, mid-term, and long-term actions. Most of it focused on what are represented here by the arrows: the George Washington Bridge, Lincoln Tunnel, Amtrak, NJTransit operations into Penn Station, PATH mid-town operations, the Holland Tunnel, and PATH downtown.

The facilities you saw on the prior slide really are the bridges to handle the traffic in the network from the arterial system that you see here in both States. Everything pours into very limited sized facilities -- tunnels, bridges, or rail facilities -- and obviously, in the past those facilities were added as directly as it appeared the capacity was going to require it. You hinted at one of the major problems today, which is the difficulty of congestion in city streets. There are a whole host of other problems that suggest the much greater difficulty of deciding, as we have in the past, to keep building more and more capacity. We'll discuss that also, in a few minutes, in other context as we move along. But it is important to understand the nature of a booming economy with growth in all parts of the region and this demand for increased mobility throughout the region, much of it

focused on the critical junction points of bridges, tunnels, and other carriage points like mass transit.

This is a schematic showing the proportions of commuter traffic in the three hours. And most of the slides, by the way, will be talking about 7:00 to 10:00 am -- peak period access to Manhattan below 60th Street. We call that the central business district. A million and a half people in those three hours are seeking or moving into central business district from a periphery of 360 degrees. From New Jersey, 215,000 are flowing, compared with the balance from the rest of the points in New York. You can see by the width of the brown the importance of the city subway system to keeping the city alive, because it carries the preponderance of traffic. From New Jersey, it's a more mixed kind of scene. This is a closer look at New Jersey itself. This, by the way, includes traffic that does not go to the central business district at the George Washington Bridge it bypasses.

It's an interesting phenomenon here is that the collective bands of color, more or less, are in aggregate equal. There's as much passenger -- there are as many passengers handled by bus, as by rail, as by auto. Of the 222,000, roughly one third are carried by bus, one third by automobile, and one third by rail. What that does dramatize is that bus and rail are vital even from New Jersey. New York is far and away the most transit-oriented city in the country, probably in the world -- up around 90 plus percent/85 to 90%. New Jersey is somewhere around 70% in the use by public transit in the peak period. And, that is to be encouraged. Our report last June comes out unequivocally that that is the key strategy for the future. We must continue to build capacity, and build on the efficiency of both bus and rail, because there's no way we believe that the full load, or even the same proportion of load that has been represented by automobile, can continue into the future.

A very important point that pops out at you when you look at this is that the Lincoln Tunnel, which is viewed as a vehicular facility, is almost entirely a public transit facility at these peak three hours. And that is a reflection of the incredible efficiency of the exclusive bus lane, which I will illustrate in a minute.

PATH is the predominant rail provider of service into Manhattan in the peak three hours. In the Lincoln Tunnel we handle 30,000 people in one hour on one lane, because of the exclusive bus lane. At the Holland Tunnel, we handle 1500 people, because it's mixed use automobile, and most of them are single occupant autos.

The next couple of slides will give you a feel for the volatility. And the reason I emphasize volatility is that we believe it would be imprudent in the extreme to rush to conclusions about throwing in new capacity indiscriminately, like any decision to try to build a new bridge or tunnel. We still are working on and developing firmer conclusions about what the longer pull over the next 10 to 25 years will be. Furthermore, even if we were to try to attempt to try to decide on the location on the new facility, it could not be decided in the next 5 to 10 years, or built and operated in less than 20. So, we feel that our primary preoccupation should be getting greater understanding of the demographics, doing short and medium-term projects to keep active mobility and the flow of commerce and travel with the maximum range of options, but trying to better comprehend the nature of this volatility. We'll have another slide or two that will give some further feel of that.

But you can see, for example, the green reflects PATH services to 33rd Street from Journal Square in Hoboken. One line is up 2600 in the peak three hours, the other line is down 700. On rail there's a net increase of 2100. At the Lincoln Tunnel auto is up 3000, but fortunately, bus is up appreciably

more -- 9,400. At the George Washington Bridge, unfortunately, bus is down. And we are working on that, and I will amplify later. Auto, however, is up. Fortunately, much of the auto traffic at the bridge -- two-thirds of it -- is not heading to central Manhattan, but dispersing to Westchester, New England, and points in Long Island. At the-- In lower Manhattan the problem is even worse in the first four years of this decade. During the '70s there was almost no growth because of the oil shocks of '73 and '79, up migration of population and manufacturing, and decline in jobs in the central area. Yet, you can see again -- underscoring the volatility -- PATH had an extreme surge in the Newark to World Trade Center in the '80 to '84 time frame on the Newark line, a substantial growth in the Hoboken line. Overall, a 30% growth in some three and a half to four years as against prior averages of about two and a half to three percent per annum. At the Holland Tunnel, growth in both auto and bus.

The Holland Tunnel has very limited bus activity. Nevertheless, the Holland Tunnel has the longest queues of any of our facilities. They range up to 30 and 35 minutes on a regular basis. On the left you can see the diamonds in the pavement. We introduced a year ago an exclusive bus and car pool lane that has helped to facilitate the movement of car pools and buses. In this case, fortunately, the lane was otherwise only operative for left turning vehicles, so it was an underutilized lane, anyway, which we were to capture and put to that productive use.

A bus -- buses, rather, are a key element of the whole trans-Hudson picture. This is an NJ Transit bus. It happens to show the number at the top -- PA6434. The PA represents Port Authority. I'm sure most of you know that in the last 10 years the Port Authority has provided \$440 million to both States for the purchase of some 2500 buses. Not only did it vastly improve the quality of bus service for both States, but

in New Jersey's case, it was used to multiply its effect through federal aid to be the major part of your billion and a half dollar transit improvement program over the last eight to ten years. NJTransit, particularly since it has upgraded most of its services, is now a major part of the important strategy to encourage people back to Trenton, and that strategy is being reflected by increased ridership in both bus and rail.

This is the PATH system which has doubled in its traffic patronage in the last 20 years, from 100,000 people a day to 200,000 people a day, and in the peak periods it is at complete capacity in both the Newark service and the Hoboken service. The Board -- and I'll amplify later -- has authorized a number of steps -- costly steps -- to significantly improve the PATH system.

Some summary points about the study that we released in last June: Our vehicular crossings are saturated, and there is very limited capacity. The most capacity remaining is at the George Washington Bridge. What is happening is the peak periods continue to expand. They were one hour, now they're two and a half going on three, and in some places, like the Holland Tunnel, moving into a fourth hour of virtual capacity usage.

Transit capacity is available. At the George Washington Bridge Bus Station we're probably experiencing 5% usage of the capacity of that terminal. There are pockets of other capacity: access to Penn Station through the Pennsylvania tunnels, and two of the lines of PATH have some remaining capacity. We have a number of projects that are designed significantly to improve that capacity, which we will further elaborate in a minute -- or a couple of minutes.

Our forecast through this decade is continued growth -- another 50,000 people or so -- and therefore, that is the driving force to push us to translate, particularly near-term and interim-term projects to completions, again underscoring

the volatility. I think I misspoke earlier by saying jobs were down. Jobs in Manhattan, in the '83 to '90 period -- or '80 to '83 period, have been up. The other four boroughs are down, as you can see, 53,000. While the four boroughs of Manhattan were declining in employment, Manhattan was booming, Jersey was more or less coming along, the New York suburbs were growing very rapidly. That's-- Those are the green components. You can see the significant change as we look in the period '83 to '90 -- robust growth in all quadrants. And that leads to the obvious conclusion of increasing demand on transportation, but as you look at the demographics, it comes in differing corridors and with differing kinds of modal split.

A major factor in the turn-around of trans-Hudson demand and growth in the last four or five years has been the significant role New Jersey has been playing in the housing market. New Jersey, with 30% of the population, has been producing 50% of the housing for the 16 county area. That's 16 counties in New York and New Jersey. One county in New Jersey, Middlesex County, accounted for 25% of the housing starts for the 16 counties, and that has been a major factor in the demand for mobility across the Hudson River, because Manhattan did not have the workforce to fill the jobs that were being created, and New Jersey was developing into an increasing dominance as a bedroom community for Manhattan.

Now, adding to the volatility and the uncertainty about the future are a host of development projects on both sides of the River, represented by these dots, and it is extremely difficult to predict the ultimate outcomes. We are members of the Governor's Waterfront Committee, we have a significant number of staff that are actively working in concert with the municipalities and with the State trying to track developers. But even any single developer keeps changing the mix of residential, office space, shopping, and it is a very difficult thing to predict with confidence how the traffic

demand is going to accumulate. We've done the best we can -- I think probably more than has ever been done -- to read the signals for the next five to ten years. We have confidence that we have in place the strategies and actions that will manage to keep adequate mobility through the five to ten year time frame. We are accelerating our sketch planning now to permit decisions to be ready for the last five years of the century, and well into the next century.

This is merely a schematic showing the rate of growth from '80, at 190,000, to projected 1990, 274,000, south of 60th Street in Manhattan.

We feel that our charge is to continue to work intensively to get more and more yield out of the existing facilities, to actively increase the net and gross capacity of public transportation, and to come to grips with decisions as soon as we can with other agencies. The Port Authority has no unilateral right or capacity to make final decisions about new crossings. We feel we have the primary burden for the planning and we have an intensive volume of activity underway, but we are in active communication with the other key agencies -- City of New York Transportation Agency, New Jersey Department of Transportation, and others.

To date, the significant things we've done in the last year or two: We've ordered 100 new cars and we're rehabilitating the entire PATH car fleet to increase capacity on PATH. We have an \$800 million PATH capital program that is designed both to improve reliability, safety, and to increase capacity. We've introduced a high-occupancy vehicle lane at the Holland and Lincoln Tunnel on the New York side. The Lincoln Tunnel has had a high-occupancy vehicle lane, the XVL, since 1971 on the New Jersey side. We also have introduced, as I showed you before, a Holland Tunnel high-occupancy vehicle lane. We've begun at the Lincoln Tunnel non-stop tolls. Buses now don't stop at the toll booth, they just flow through, and we bill them based on scheduled operations through the facility.

I'll talk about (indiscernible) further in a minute or two. This is a graphic depiction or collage of the major components of the \$800 million PATH Capital Program which is substantially under way. Here in another picture of the approach to the Lincoln Tunnel -- I'm sorry, the Holland Tunnel, with the exclusive bus lane on the left.

This is an existing operations center managed by Transcom. Transcom is an entity that was established only a year ago -- 15 months ago. It is an association of 16 transportation agencies. We brought these agencies together in December of '84 to discuss with them what we perceive as a growing problem of saturation, increasing major breakdowns, and 18 wheelers that spill. We argued that we probably needed to do far better than we were doing in communication, coordination, mutual support, emergency equipment, and the like.

There was unanimous instant agreement that that was overdue, and hence was born Transcom. We have several major projects currently under way, including computerized inventory of construction plans well into the future, to be sure, as happened to me to my embarrassment when I took office at DOT down here, that the Turnpike doesn't close down the spur leading into the Holland Tunnel while the Polaski Skyway is also out of service for construction repair. That was, you know, a graphic example of lack of coordination.

All of the agencies agree it is imperative, now more than ever before, that we coordinate the planning of such construction so that we don't add needlessly to congestion and to difficulties for motorists. One of the most dramatic things I can cite that Transcom did overnight was introduce an alpha-numeric beeper. Until Transcom was formed a year and three months ago, the standard operating procedure in the case of a major problem by any transportation entity was to call the other entities by manual dial telephone. It's hard to believe in this day and age that it could have been that primitive, but

the introduction of the alpha-numeric pager meant that every agency could get instant notification of a major problem, and could get, printed out in alpha-numeric form, the nature of the problem, and the telephone number to call if they thought they needed more information to prepare their own property.

In the past, that kind of instant communication was not as necessary because, typically, a problem on one property was contained to that property. It was rare that it spilled over to another. Today, everything is at such a level of saturation that they propagate themselves quickly to other properties. Specifically, a truck turning over on State Highway 1-280 -- or rather I-80 -- would almost immediately affect the George Washington Bridge, the Cross Bronx Expressway, the Westside Highway, the backup of vehicles. So, Transcom is an idea whose time clearly has arrived.

We have strong support from the Federal government to put up Federal planning funds to give added momentum to such things as advanced diversionary plans that will predetermine the most sensitive spots, and to trigger actions on the part of local police and other emergency response people to provide diversionary routing for vehicles in cases of unexpected accidents or other incidents.

The Center is in a preliminary and early stage of evolution. I personally think that we must, collectively -- all the transportation agencies and the political entities -- add to the support of this kind of a venture. I think it is a classic example of what you were talking about in your introduction, the need to assure that we're using the most advanced existing state of the art to operate our facilities as efficiently, safely, and cooperatively as they can be managed.

New Jersey has been very, very supportive. The State Police, NJDOT, and N.J. Transit have loaned us people to help man the facility. The Port Authority provided the space and is putting up -- at least to date -- the lion's share of the

funding. But beyond merely the funding, we need to have the complete further commitment of all the agencies to further develop this as a vibrant effective tool to improve regional mobility.

Another illustration of a Port Authority purchased bus for N.J. Transit under the bus program-- Comparable to Transcom, our Board, at its last meeting, authorized the Port Authority to make application to the Federal government for funding, together with financial commitments from N.J. Transit, the MTA, and the Port Authority, to set up something we call Transit Center. Transit Center is a banding together of the three major public transit providers -- N.J. Transit, MTA, and the Port Authority/Trans-Hudson -- to work together with the private sector. We are working with such groups as the New York City Chamber of Commerce, Business Partnership, and others on a series of strategies to continue to improve the management of transportation.

One of the important things we look for is employer support of transit, in a variety of ways: Transit subsidies, which now under Federal law are tax exempt; the sale of transit passes and/or tokens at places of employment; the sharing of transit information; the urging of new employees to use public transit; and, the establishment of transit coordinators in the large employment centers so that we have a point of contact and can keep them informed with information of a current and important nature, such as disruptions, efforts to improve, ride sharing through car pooling, and a new look at alternative work hours. About 10 years ago, the Port Authority led a successful effort, within a limited geographic frame, to go to staggered work hours. We think the time is right again to revisit that kind of thing.

This summarizes the objectives of the Transit Center. It is another way of saying some of the things I just said.

On our drawing boards, in various stages but mostly nearing completion, is a series of studies listed here. In fact, some have actually moved into implementation, such things as the Park/Ride. Working with N.J. Transit, we recently announced a substantial number of new Park/Ride spaces that would be financed by the Port Authority on behalf of N.J. Transit.

We are nearing completion on our feasibility study to reintroduce Trans-Hudson ferries. We are nearing completion on a second exclusive bus lane at the Lincoln Tunnel. We have been working with N.J. Transit on new bus services into the Holland Tunnel and on direct rail service to Penn Station by those lines which do not presently have access. We have a number of projects related to getting greater utilization out of the George Washington Bridge Bus Station, or providing improved bus routing through the George Washington Bridge down the East Side of Manhattan to the mid-town area -- the West Side mid-town.

This is Hoboken Station, which has been substantially improved on the rail transit side. The ferry terminal is in disrepair. The primary project, or service, that looks most promising on a ferry restoration would take advantage of the ferry terminal here as its principal source of passengers transferring from N.J. Transit and bus.

The exclusive bus lane was the first major successful such project in the world. It is a contra-flow lane. The principle is very simple. With everything in the eastbound direction at the peak period of the morning at saturation, how do you get more capacity leading into the Lincoln Tunnel? What we did in 1971, with the cooperation of the State Department of Transportation, was take a westbound lane over and put it exclusively into use for eastbound movement by buses only. It has been fabulously successful, to the point where it is almost breaking down on a frequent basis because it is saturated.

Again, another example of volatility in surges, it increased in volume from 1200 buses in the peak three hours to 1700 buses in a space of some three years, after a decade where the volume had been pretty static for most of the '70s, a sudden surge of bus ridership increase, which, basically, we applaud. We think it is better to have them in buses than in autos, but it impels a series of urgent actions to try to replicate-- We have under way several plans for the creation of new bus lanes, but also some near-term remedial action to try to keep this thing functioning on an active basis.

This schematically shows you some of the things we are looking at. I mentioned bus service over the George Washington Bridge down the East Side and West Side. The green and the yellow are proposals for two new exclusive bus lanes that will lead directly into the Lincoln Tunnel. Unfortunately, they are probably in a two- to five-year time frame to execute. It isn't enough. Even though we think we must continue to press those, we do have some other studies under way to continue to improve the efficiency of the present lane and to keep the mobility there flowing.

New Jersey Transit has increased its priority attention to projects, some of which have been around for 10 or 20 years. But, given the increasing pressure of demand, the Kearny Connection and Reverse Kearny Connection would permit trains presently unable to get to Manhattan directly, or to Hoboken directly, to have that flexibility that increases capacity, but also increases the flexibility of travelers to have more options at their disposal.

The proposed Secaucus Transfer, again, has been around for decades. That has been talked about for 30 or 40 years. It has a new sense of urgency because of the growing problem of demand. There are currently active projects under the aegis of N.J. Transit.

Another example of a runaway success is Metro Park, which was sort of an experimental thing back in the late '60s, early '70s. Unfortunately -- or fortunately -- it has been so successful that it has become a magnet to other development around it, and now it is hemmed in and not easily expanded except vertically. But it's typical of how transportation responding to a problem also sets the stage for rapid development, and then constraints on its own further development.

This is the last slide. It underscores a point I made earlier, the importance of inter-agency coordination and collaboration. There is hardly one study or project that I have mentioned that has not directly involved consensus and cooperation of anywhere from three to five or six of the agencies listed here. I think we are currently at a much higher plateau than we were a year ago, certainly than we were five years ago, in active daily communication and cooperation. Is it enough? Quite honestly, I don't think it is. It's never enough.

As I mentioned with respect to Transcom, I think-- As I look back, I think it is near miraculous that in 15 months we could have gotten 16 agencies to collaborate on setting up a Center, having it operational, and getting all of these other projects going. But as I look at the nature of the problem, the complexity of operating in a region as saturated as it is, with as many agencies, we should keep the heat on to keep building more and more capacity, to take advantage of technology, and to facilitate decision-making among all of the agencies.

In so saying, again, I come out-- The agencies listed here, all of them, are to be commended for their participation in the increased volume of activity, but there is probably a whole lot more that we can and will be doing.

Thank you, Mr. Chairman.

ASSEMBLYMAN MILLER: Thank you. Guy?

ASSEMBLYMAN MUZIANI: Yeah. I'm going to ask a question, if I may, because I'll probably have to leave. It's probably not germane to what you were talking about, but I want to ask you a question, Commissioner. With all those facilities -- and you've got many -- what type of cooperation do you get-- What coordination is there with the Division of Tourism in the State in promoting the State of New Jersey?

MR. GAMBACCINI: We have loaned full-time staff members to work with the Division of Tourism over the last couple of years, and there is very active interaction. We are major actors in all kinds of promotional projects in both states, so our commitment has been very tangible and real.

ASSEMBLYMAN MUZIANI: So it's working?

MR. GAMBACCINI: Yes, sir. There's excellent cooperation there.

ASSEMBLYMAN MILLER: How about you, Bennett?

ASSEMBLYMAN MAZUR: Yeah. I've heard that some employers are offering employees subsidies for parking in New York. Have you ever explored the possibility of getting employers to offer subsidies to use mass transit?

MR. GAMBACCINI: I'm glad you asked that question, Assemblyman, because we have been very active, in fact we've played a major role, in getting the Federal law changed a year or two ago, to exempt transit subsidies from taxation, both by the provider, the employer, and by the recipient. It is not a taxable item. It's modest in amount. It's \$15 a month, but it's a start. We also tried to increase that to \$50, and we came very close. I think it is only a matter of time before we have that step up in value. Obviously, the more you can increase a tax-exempt benefit like that, the more it becomes an attractive thing to both the employer and the recipient, and the more it encourages the use of mass transit.

I think you are on to a very important key point because our studies show that upwards of 60% of auto drivers in the peak hours are subsidized by their employers. Historically, the automobile has been the preferred, or the predominant type of perquisite provided to job holders. That's true across the country; it's part of our society. Free parking at places of employment is a very basic kind of condition throughout the country.

The nature of our problem of saturation requires a quiet effort to rethink the balance of incentives and disincentives. We are not suggesting sudden Draconian measures to take away benefits that exist, but if you start to change the balance in the direction of favoring transit and discouraging the auto, it won't take very many years to have a significant impact, just because of regular attrition, new people coming into the marketplace to jobs, both the growth of jobs, as well as the turnover of existing jobs.

M A R T I N R O B B I N S: I just might add, Assemblyman, that the Transit Center that we spoke about a few minutes ago, the MTA in particular, is very anxious to use the Transit Center to promote an employer subsidy program of the type that Mr. Gambaccini described.

MR. GAMBACCINI: One thing further to that, we did not actively push for-- Separately, the IRS has determined that the free use of an automobile is now a taxable item for the first time. It is required to be reported as income. So the two, working in combination, and assuming continued movement in both of those directions, I think, is a very-- It's a slow, steady, but important part of the overall strategy.

By the way, let me hasten to say further that we are not of the view that automobiles should be constrained or prohibited. We want to work more through incentives and through a period of evolution that will change the relative

values. We believe the automobile has extreme importance to further commerce, you know, for salesmen. A severe chill to the automobile could be to our detriment in terms of the economy of the region. So, we're working what we think is a series of strategies that do not attempt to be prescriptive, dictatorial, but rather-- Indeed, nothing will work unless the employers and their employees understand they are stakeholders to the problem and are part of the solution.

ASSEMBLYMAN MAZUR: The George Washington Bridge bus--

MR. GAMBACCINI: Yes?

ASSEMBLYMAN MAZUR: --proposals, how close are we to seeing something actually happen in the form of express lanes, the East Side, you know, the whole -- some of those things?

MR. GAMBACCINI: Oh, do you want to take that?  
(speaking to Mr. Robbins)

MR. ROBBINS: Okay. The New Jersey Department of Transportation is constructing a high-occupancy vehicle lane extension at the George Washington Bridge, and we understand that will be completed in the early fall.

MR. GAMBACCINI: Oh, okay, that's the HOV to the George, yeah.

MR. ROBBINS: That's right. We have also been in close communication with the New York City Transit Authority, and are very encouraged by the program they have for the improvement of the A Train, which will vastly improve its appearance and its reliability. We are also discussing with them their review of possible changes in the operating plan for the A Train which could, in fact, make it even more reliable for people who use it within Manhattan.

In addition to that, we are examining -- and it has not been an examination that has produced easy results -- possible new bus services -- which Mr. Gambaccini alluded to earlier -- that would come out of Bergen County, eastern Bergen County, and serve the market on the East Side of Manhattan.

What we find is, we are operating in a situation, Assemblyman Mazur, where most of the bus operators have come to the conclusion that it is preferable to run bus services down the Turnpike to the exclusive bus lane and into the Port Authority Bus Terminal, for a number of reasons, including the fact that all of the trips come to basically one location within Bergen County, and they can either go toward the George Washington Bridge Bus Station or the Port Authority Bus Terminal. It is actually shorter for the traveler, in travel time, at this point in history, for the buses to go to the Port Authority Bus Terminal than to the George Washington Bridge, and then transfer people onto the subway or even carry them into the eastern side of Manhattan.

So, it has turned out to be a very difficult area in which to develop ideas for the vast improvement of bus service. What we have found, in a sense, is that bus service has already improved, perhaps almost too much, to the Port Authority Bus Terminal, contributing to the exclusive bus lane crowding.

MR. GAMBACCINI: Further to Martin's point about the A Train, I would urge you to try it out even now. It is not complete, but they have made considerable progress on the cleanliness. It is graffiti-free, with improved security. It is vastly improved over a year or two ago, but clearly this is high on their priority list and directly relates to the attractiveness of the bus station and/or the transfer to the City subway.

ASSEMBLYMAN MILLER: How about you, Joann?

ASSEMBLYWOMAN SMITH: I don't have any questions right now.

ASSEMBLYMAN MILLER: Just a couple of points. I went through this before, Mr. Gambaccini: Kean threatens to veto PA budget. Add another condition -- it has to do with the 10-point agreement reached a couple of years ago by Governors

Kean and Cuomo to more equitably divide projects undertaken by the bi-state Port Authority of New York and New Jersey, which apparently isn't working. Kean holds up approval of new projects -- streamlining the Lincoln Tunnel entry. Drivers trying to beat rush just extended -- six o'clock in the morning now, instead of seven o'clock. Traffic at region's three airports surges. Tunnel style may be east.

Everybody is interested. Everybody drives; everybody gets involved. To explain this, I got wrapped up for an hour on the Garden State coming down because of a rear-end accident. Everybody feels it. From what I see here in your plans, they look great. I mean, I think you are moving in a very positive direction. But what comes to mind is, how fast? Financing? How does it tie in with DOT, the Turnpike Authority, the Garden State, and the rest of these authorities? What are you really doing as far as-- I recognize that vehicles going through that tunnel and over the bridge-- It used to be 25 cents at one time, as I recall it. And, as I recall that story, it was, "Just as soon as we get enough money to pay off the George Washington Bridge, you can travel for free." Now I think it's \$2 -- is it? -- to go over.

Well, at any rate-- So, we're talking about financing on this thing. If you put all these pieces together-- I guess I'm just trying to find-- Maybe that ball of twine is starting to unravel this thing so it will start to make some sense and they can see the pieces put together like a jigsaw puzzle, and all of a sudden, the thing is straightening itself out.

Comes the year 2000, 2025, or whatever-- I am not going to be here to see this, but I would like to at least think that today we recognize it and that things will be put in place to work in that general direction, so that there is a pattern or some planning going into effect that could be changed yearly, or every five years, to give you direction -- this sort of stuff.

I guess my hang-up is, how soon, when, and what are we doing to get the cars off the bridges and tunnels, and instead put these people in some sort of conveyance that is going to be a mass conveyance, whether it be additional PATH trains, whether it be additional tunnels for trains, whether it be -- I don't know -- whether it be whatever?

For instance, what about monorail? Are you people interested in getting involved in that sort of transportation and tying it in? I mean, you put up Twin Towers; maybe we have to put up monorails to get to the Twin Towers. I don't know. What about the Newark Airport? It's a beautiful facility. I'm telling you, you've got something there that is a model for any airport that I have ever been in. You get to Dallas, and you walk from one end to the other. You go to New York, and you've got to get there first from Jersey. Newark is so convenient, except that if you try to find a parking space, you wind up over the North Terminal. I didn't know where the North Terminal was, by the way, until the last time I got stuck. Then I found out where it was. It's quite a ride getting back.

But, if the Newark Airport has as much parking as the combination of JFK and Kennedy (sic) -- which I read someplace -- and it's still crowded, what are we doing about trying to keep cars from going in, but still getting the people there? What about something from your PATH lines or from the rail lines? How about the trolley car system in Newark? Can we run that on down to the Airport, so you can park your car in downtown Newark someplace, or in Kearny, or someplace around -- Edison or someplace -- and take some public means of conveyance in that is on rails instead of on a bus, which creates more traffic problems, so you can get in and get out, you know, with good service to go with it? Are we giving any kind of consideration to that sort of thing?

MR. GAMBACCINI: Let me talk generally in response, and then ask Martin to talk more specifically about Newark Airport.

I'm delighted with the way you posed the question because it's clear that you have a good sense of the complexity of the issue. It is not a simple-- There are no magic wands; there are no scapegoats. You've got at work here fierce, horrendous financing requirements for anything you touch. It is a massive scale to assure mobility well into the next century, almost whatever solutions. Coupled with that are a lot of other things that have to be blended into the decision process -- community decisions about "Not in My Back Yard"; "I want traffic relief as long as you put the highway in the community next-door, but don't put it through my community"; and environmental. These are all issues that are far more difficult to manage than they were 20 or 30 years ago. I'm not complaining about it; that is the society we have chosen to develop and the issues we have chosen to raise as to their importance.

On price escalation-- I mentioned \$24 million for the basic bus terminal; \$250 million for expansion, or \$200-plus million. That's symptomatic. The George Washington Bridge was built on the order of \$50 million. Its replacement today-- By the way, the second deck, to build less than the capacity of the first, was \$160-some million. Today we're looking at a billion dollars minimum for a span. The Lincoln Tunnel third tube was \$100 million. It would be a billion dollars today. But, that's only the tip of the iceberg. You need the connecting highways in both states, decisions on where those highways will cut through communities, and the like.

There are no instant solutions. The best you-- First of all, I applaud the Committee's seriousness of purpose with these kinds of hearings. I would welcome your continuing interest, oversight, and monitoring of all that is before us because I don't think -- and I feel very strongly -- that any one of our agencies alone can handle all of these complexities. We need support; we need understanding. That is

a general statement that moves in all directions -- funding support, community or political support. It is somewhat like a zero sum game. From this point on, major increases in capacity will be costly. They probably will affect some substantial interests adversely, whether it is property taking or limitations on access to facilities, single-occupant autos. I hope we don't get to the point where we arbitrarily, or by Draconian measure, take away people's right to free choice on a broad range. But I guess what I'm saying is, we cannot continue the unlimited provision of alternative options and the price tag entailed.

The bridges today -- bridges and tunnels -- even at the increased toll level, not only are not paid off, but are not enough really, in revenue production capacity, to handle the rehabilitation and the scope of capacity improvements needed over the next couple of decades. That is the kind of difficult problem we are grappling with -- financing, capacity, rehabilitation. The facilities are now anywhere from 50 to 75 years old, and they are showing signs of wear and need for major reconstruction.

We are currently in the midst of an \$80 million ceiling replacement at the Holland Tunnel. That represents something like two to three times the cost of building the entire tunnel when it was built in 1927.

If you want, Martin can add something with specific reference to Newark Airport access. That has come up in various forms, not only in Governor Kean's recent comments, but the Monorail Commission has been particularly concerned about that. Martin, would you--

MR. ROBBINS: Surely. Mr. Chairman, the Port Authority completely agrees with your estimate of the value of the Newark Airport, the attractive access to it, and the problems that are emerging there. The experience you had of having to park at North Terminal and wanting to use one of the other terminals is certainly not an uncommon one today.

The Port Authority is taking some steps immediately to buy us some time. Number one, 3000 parking spaces will be added at the edge of the Airport that will help to relieve the long-term parking problem. Number two, it is very seriously examining the internal roadway conditions, the need for possible parking structures, and other questions about how to make the internal workings of the Airport more effective.

The third thing -- an area where I have been working personally over the last year or so -- is examining what is the best way to achieve a higher number of people coming to the Airport by public transportation, which is what you referred to. We recognize, as you mention, that there are a lot of transportation facilities that are very close to the Airport, that if they could possibly be tied in more effectively than they are today, they may, in fact, be useful in getting people to the Airport.

One of the things we found in our work when we tried to understand what the market is today at the Newark Airport, because it has changed tremendously in the last decade -- what it is today and what it will be like in the next decade or so -- is, most of the people who are coming to the Airport today are people who are traveling -- either pleasure travelers or business travelers -- are coming from their home. That is different -- particularly the business traveler -- from the practices of a decade or so ago. They are coming from their homes, and their homes, from Newark, are in a wide fan of locations in New Jersey -- Bergen County, Essex County, Morris County, Middlesex County, Union County, Monmouth County. I think the critical thing then is to develop public transportation access that is appropriate from each one of those locations. Not one particular thing is going to solve all of the public transit access. Bergen County might have one access and Monmouth County might have another access with what is available to us.

We are looking at all of the things that are available to us in the next five years, in the next 20 years, in order to be able to understand where we need to go. Our hope is to make Newark much more accessible by public transportation, either by rail, by limousine, or by bus. Whatever seems to fit and seems to make sense -- we're looking to those alternatives. We're looking at that in a study we're doing jointly with New Jersey Transit.

If I may go back to one other subject that is related to what Mr. Gambaccini said-- You mentioned monorails. I think it is very important -- and I know you will be talking to New Jersey Transit in the -- either today or at a subsequent hearing -- to recognize the interplay between the studies that we are doing at the Port Authority and the studies that New Jersey Transit is conducting right now -- actively conducting -- on major rail improvements for their rail system. There is a study -- which I think Jim Crawford mentioned -- about Monmouth and Ocean County rail extensions. There is a major study of theirs, the most significant of them all, looking at the expansion of capacity at the New York Penn Station, and what connections should be made. Should they be made from Morris and Essex Counties? Should they be made from Bergen County? Should they be dual mode locomotives that would operate from the Raritan Valley Corridor?

Those are the kinds of choices that are being considered by New Jersey Transit that are going to help to shape the Trans-Hudson Transportation System. In addition, they're looking at the West Shore Corridor and restoration of commuter rail service from that area.

So what we recognize-- It goes back to your point of communication and coordination. We recognize very, very fully that the work of the other transportation agencies is critical to our work, and our work is critical to their work, and we try to behave that way by staying in very, very close contact,

literally on a day-to-day basis, on all of the things we are pursuing. We would hope -- as you said -- that the jigsaw puzzle -- from that kind of cooperation and intelligent communication -- that the jigsaw puzzle can, in fact, fit together over time. Probably the missing ingredient, however, is the financing element, and that requires, again, considerable discussion among the parties during this year and next year on how these ideas that are being generated -- and they are good ideas -- how they can be financed so that they don't remain as ideas sitting on the shelf, but can, in fact, become part of a major transportation expansion for northern New Jersey and New York.

ASSEMBLYMAN MILLER: Just let me follow up on that one point. You talk about cooperation between the other agencies. We had a discussion before with Jim Crawford. Jim tells me that there is cooperation between the agencies, but there really isn't any one particular group that meets as a particular group to oversee -- umbrella -- the affair, if you will. The Governor has some input to it only because he can hold up on the budgets, he has to approve minutes, that sort of stuff, as far as the authorities are concerned. DOT looks this stuff over, and then makes the recommendation to the Governor's Counsel. They, in turn, go to the Governor and say yes or no, I suppose, and that is how it happens.

I am just wondering in my mind whether we should have a group with a representative from each of the entities involved that could be the touch point, that could be the group to get together and say, "Well look, the Port Authority is going to be doing this over here." Everybody in the group is going to know what it is. If Bo Sullivan wants to know why the Turnpike, well then DOT knows what they have to do as far as their highways are concerned, how it affects them. Are they going to widen the Turnpike? What does that do to you people as far as tunnel entrances are concerned, or additional ferry boats, or whatever the case may be?

It just seems that-- I guess the left hand knows what the right hand is doing, except they don't know they are attached to arms someplace. You know, it's just a little bit difficult. Sometimes I get the feeling that, "Hey, we've got the greatest steamships in the world, the greatest crews in the world, those love boats, but they're out in the middle of the ocean. In order to get to it I have to swim to it." You know? It's sort of-- It gets wet, and it's a little bit tiresome.

We know where New York is, but we want to get there. We know where Newark Airport is, but we want to be able to get to it and go. We know where the shore is in New Jersey and we want to get to it, but everything seems to be in our way and we just can't seem to move it, and move it fast.

MR. GAMBACCINI: Mr. Chairman, if I may comment on that, what you're describing is the fascinating complexity of our society. We want our cake and we want to eat it too. We have values in conflict. What you're describing is an impulse for a central entity or a mechanism that would make the decisions and assure interactive cooperation.

ASSEMBLYMAN MILLER: Not necessarily make the decisions, though -- I mean, to refute the decisions.

MR. GAMBACCINI: Well, we had the Tri-State Regional Planning Commission-- Assemblyman Mazur was a Commissioner; I was a Commissioner at one point. I was one of the last Chairmen of the organization. It lacked any decision-making power. It was an instrument for jawboning, if you will, but it had no real authority to decide anything, and it was clearly hobbled by the fact that ultimately the sovereign states made the final decisions with respect to projects affecting their states. Everyone respectfully understood that and deferred to the interest of that state.

Since that died five years ago, there are now the TCC in New Jersey and something called NIMTIC in New York, which

try to do, within each of the states, the same kind of coordinating function. Federal law requires that before Federal grants are made there has to be evidence of that coordinative process. In a sense you're right because most of that is reactive to proposed projects, rather than an active effort to force a coordinated series of decisions. But, you've got home rule, you've got county identity, you've got a whole host of interests. It's somewhat-- It relates, also, to the conflict in objectives of keeping mobility and free-flowing highways, but having virtually no control over development. Development is spawned in every conceivable way, which frustrates the earlier objective of keeping transportation mobility on some kind of a reasonable cycle.

I'm not here to dump on development or any of these values. They are all appropriate values. We keep struggling to find ways to provide, in a democratic pluralist society, ways to get ahead, make progress, get reasonable decisions, but understand that by some measures they are not efficient decisions, and that is the price you pay for all of these values we try to manage at the same time.

I've traveled extensively in Russia and France. France has a tradition of censorious government, and it is evident in its transportation. But in their scheme of things, home rule has a lesser place to play than it does here. So, those are the kinds of values that have to be accommodated in this process.

I am more encouraged today than I was 10 years ago. I think the sophistication and cooperation of the principal staff professionals and, indeed, the political appointees and elected officials in both states is at a higher level than I have ever seen it. In the past, I think there were more turf-conscious rivalries and jealousies than I see now. I think there is really more of a "we've got to pull together" because the crisis is deepening and because we have a major commitment to it.

ASSEMBLYMAN MILLER: We've sort of been forced into it and everybody's a part of it. So, you can see-- I can remember as the mayor of a town now for eight years -- I can remember being against your Regional Authority because who are they to come in my back yard and tell me what I have to do? But as you get more deeply involved in this -- and I think this is where the boat has been missed -- I don't think that the people and the politicians in the individual communities had been sold. I don't think the selling job was there. The explanation wasn't there to let them know. To me, some of the stuff that I saw being handed down from the, was it the Tri-State Authority and the county authorities? -- home rule was getting in the way, you know, interfering.

But I think we've got to realize that there's more -- you're not an island onto yourself. Your turf touches the next man's turf -- touches the next man's turf -- and it's got to be pulled together in some fashion. How you do that, how you sell that is a tough thing to do when you get down to the local level. But I think it has got to come. It has to be in that direction.

And as far as freedom of choice as to how to get from here to New York, hey, I'm all for that, except that I think we ought to make this freedom of choice so that I'd rather take the bus or the train because it's easier. Don't tell me I have freedom of choice if I've got to take the train but it only comes once a day, and that's at six o'clock in the morning, and I manage to stick around until nine o'clock, then I catch the train back. Or, if I take the bus it's okay, but I have to go through ten different little towns to get to where I want to go. The inconveniences that we impose upon the people forces us to take it.

An article here talks about taking the train from Morristown to New York -- a family of four. It costs them \$26 to go, if they want to go for that. Twenty-six dollars to go,

plus something else, and it came to about \$32. You can get in the car for a buck and a half across the bridge at that time to get going, and the gasoline \$5.00, a little parking -- it's cheaper to go that way and it's more convenient.

We have to create the convenience of this mass transit type situation to make it acceptable because we in this world -- our society is, "The easiest way is the best way," and we have to help make it easier for them.

MR. GAMBACCINI: Let me make two or three quick points: One, I think you're right on the button on several issues. Part of the problem is the different jurisdictions with respect to the different modes and the financing. It's how you get all of these modes working as a single system in pricing, in service provision, and the like, and that is probably one of the toughest issues to be -- to continue to be confronted.

Your emphasis on the public understanding-- I believe, as I mentioned about Transit Center, the employers and employees have got to understand their part of the process, both in insisting on solutions, but also adjusting work schedules and doing other things to help facilitate, or ease, the problem. And there, I feel -- and I didn't mention -- that a major part of everything we're doing has got to be a heightened level of public information and education. We started issuing a series of brochures. We are now very actively out in the communities giving talks about the nature of the problem. The more we can get the public to understand there are no free lunches, that if they want the mobility there are some prices that are going to have to be paid, prices either in inconvenience, or cash, or lesser choices. But, some rebalancing is essential, and there I think your Committee can be a great help in helping us, and working with us to increase that level of understanding and public awareness.

ASSEMBLYMAN MILLER: Ben, do you have something?

ASSEMBLYMAN MAZUR: Yeah. The New Jersey Turnpike widening, before it hit the newspapers were you folks surprised at the New Jersey Turnpike's plans, the Authority's plans?

MR. GAMBACCINI: We were aware that they were thinking and talking about a widening program. We were not briefed about the nature of that program when it was publicly announced. We are currently actively analyzing the data as they furnish it to us to try to understand what potential impact it has. We're working closely with New Jersey DOT.

ASSEMBLYMAN MAZUR: So in other words, this coordination process had not taken place in that instance?

MR. GAMBACCINI: Had not at that point, but it is occurring now, and fortunately it isn't built yet so, hopefully, there will be growing consensus about what the nature of any widening should look like.

ASSEMBLYMAN MAZUR: If it's necessary at all.

MR. GAMBACCINI: If necessary at all. I think there appears to be some case to be made for some capacity improvement, but we're still grappling with the nature of it in different zones and working closely with N.J. DOT.

ASSEMBLYMAN MAZUR: I'd like to ask you -- you know -- a couple of questions in this particular area. Two million dollars would buy a lot of major improvements. For the purpose of relative comparison in values, about how much money would it cost to build a tube or a tunnel under the river -- a rail, a single rail tunnel or a double rail tunnel?

MR. GAMBACCINI: Roughly, a billion dollars for the span from shore to shore. But, again, that doesn't include all the infrastructure on both sides as well.

ASSEMBLYMAN MAZUR: So, conceivably, mass transportation could be, for that same amount of money, extended from New York City -- or the PATH system, perhaps, or some linkage -- out to New Jersey, to some terminal point in New Jersey where it would connect with something like the West Shore, or something else?

MR. GAMBACCINI: I would think a--

ASSEMBLYMAN MAZUR: It would increase the capacity of rail transportation under the Hudson.

MR. GAMBACCINI: You know the answer is, for the span itself, probably it would be sufficient funding, but it leaves unanswered a very big question: How do you get people to and from that facility?

ASSEMBLYMAN MAZUR: I understand.

MR. GAMBACCINI: And that implies a lot of additional investment.

ASSEMBLYMAN MAZUR: It could be linked with something else.

ASSEMBLYMAN MILLER: What we're saying here, Ben, really was said at the first half of this thing. There are really two problems. One is the immediate, to take care of the cars we have on the road today that have no place to go, so we put more macadam down. But the second part is, what do we do to keep from having to make the next expansion of the Turnpike in other places, and get the people to use the public facilities to get in and out of New York, or whatever.

The tunnels we're talking about -- the tunnels used for the trains now -- are they Port Authority tunnels?

MR. GAMBACCINI: There are six-- Well, there are six tubes under the river, four of which are Port Authority, Trans-Hudson, and two are now in the ownership of Amtrak. They were the original Pennsylvania tunnels.

ASSEMBLYMAN MILLER: I see.

MR. GAMBACCINI: They go into Penn Station.

ASSEMBLYMAN MILLER: Okay. What about the capacity, the present capacity of the train tunnels? Are they at capacity right now, or--

MR. GAMBACCINI: The Path downtown tubes are, but will be increased with longer trains. The Pennsylvania tunnels, we believe, have reserve capacity -- unused capacity. The PATH

uptown tubes have some capacity that could also be used. Now, again, part of it is matching up the corridors and demand with the facilities. The George Washington Bridge Bus Station is empty, and how we can put that to productive use is very high on our agenda.

ASSEMBLYMAN MILLER: Yeah. I see. Ben, did you have anything else?

ASSEMBLYMAN MAZUR: No, I just wanted to bring out that relative cost of that two billion dollars, what it would buy if it were -- you know -- used for something else.

MR. GAMBACCINI: You know, I might just say in general, if you think about investment in transportation facilities, the bulk of those facilities were built in the first half of the century. There were some in the second -- or, rather, the third quarter. As we face the last half of the fourth quarter in the next century, we are probably looking at a major new investment in new facilities. I won't try to precisely say what the nature of those facilities-- But if you assume growth as it has occurred over the last 75 years, into the next century, there is a substantial amount of new capacity that we've got to find a way: (a) to get consensus on the form it should take; and (b) how to finance it.

ASSEMBLYMAN MAZUR: We certainly can't do anything in a willy-nilly fashion.

MR. GAMBACCINI: Right.

ASSEMBLYMAN MAZUR: However, the two-billion-dollar expenditure we made now, if we wait until the year 2020 would probably be forty billion -- you know, or four billion, or double or triple the amount if the inflationary pressures continue to grow.

ASSEMBLYMAN MILLER: The Secaucus transfer you mentioned before -- do you have any time frame? What is the Port's involvement? What would it be?

MR. GAMBACCINI: We are not deeply involved in that. There is a private sector proposal to develop a private complex, including shopping, and hotel, and then a transfer rail station. Ah -- there have been two general approaches over the last 30 or 40 years, either rail connections that permit Bergen County trains to go into Manhattan or a transfer station that would permit passengers to transfer from one train to another.

Ah -- Mart, do you want to--

MR. ROBBINS: Yeah, I think I could help here. The study that I described before, the New York Penn Station Access Study which is being conducted by New Jersey Transit, and is actually under way now -- that Study will help to answer the following questions:

How much additional capacity is available in the Penn Tunnel Complex with appropriate signal changes and other engineering changes in the operation, and which of the various projects that are candidates to take advantage of those improvements are the ones that, in fact, should line up and be given that priority?

Ah -- it's a very important Study for the State of New Jersey, as well as for Rockland County in New York. And the Secaucus transfer and the Secaucus connection which, in a sense, compete against one another, are also competing against a number of other ideas for the access to the New York Penn Station.

I would say that by the early part -- by this time next year, that those-- That Study, as I understand it, will be completed, and the decisions will be made in a way that needs to be worked out between the Executive Branch and the Legislature in New Jersey, and it will be something -- I am sure -- that will be a matter of very important public discussion.

We are involved as a part of a steering committee and we are -- we provide a great deal of technical support to New Jersey Transit in trying to understand particularly where the markets are, where people need to come into midtown Manhattan, and what various projects may produce in terms of new ridership and benefits to the regions in New Jersey.

ASSEMBLYMAN MILLER: All right. What about the STOL ports spread throughout the metropolitan area?

MR. GAMBACCINI: Yeah. As a matter of fact, our Director of Aviation recently convened a conference of many of the aviation interests to examine-- There is a new-- STOL ports as a concept, and as demonstration aircraft, have been around for 30 or 40 years. Our people feel we're probably at a point of a new level of practicability, both because of congestion and also the advanced state of the art. Thirty years ago or so, there were some operating but not with the reliability that would permit -- or at least nobody wanted to take the kind of risk of putting them into active use. The military has been using vertical lift-off. That's VTAL. Vertical takeoff and landing is VTAL; STOL is short takeoff and landing. The advantages, of course, are you can either bring a plane in vertically or you can bring it in a short glide path and stop in a short runway distance. I don't think the jury is in yet, but again, our aviation people think it does require a new level of serious look.

What's so fascinating is, in transportation -- certainly it's true in bus, rail, and automobile -- there are almost no new ideas. They've been around for years, it's only a question about the right time, development of technology, and the right combination of circumstances. Monorail is not a new concept. I visited the oldest operating monorail system in Wuppertal, Germany, that's been operating since 1908 or 1910. It's significant that despite that, it has not propagated itself around the world, for a lot of good reasons. And,

primarily because it does not represent a major breakthrough in either finance or operating characteristic over conventional dual rail on dual tracks. And, having said that, I don't write off potential future applications. In fact, the older I get, the more experience I get in transportation, the more I'm careful not to say anything is finally put to bed, because you keep wanting to reexamine: (a) the state of technology, and (b) the background demographics; and often the things that didn't make sense yesterday make sense today.

ASSEMBLYMAN MILLER: I know, back in '74 and running for the mayor of the town, one of my grandiose ideas was to take one of the sections of the highway and put a STOL port on top of it. Well, they had to turn it around because 747s were going to land on top of the buildings and the whole works, you know. (laughter) People didn't know what it was all about. So, I am somewhat familiar with the concept, but I just wondered, you know, if you take something like that, and you use that to get from the outlying -- whether it be a Moorestown or a Cape May, or someplace -- to get into the main airports, as it means lifting up and over and down again, as a part of an overall travel package or something, it might have some merit from that-- I don't say everybody's going to be using it; the average person wouldn't -- probably wouldn't. But I think the business people, the people who are on the go, where it's important to move, and move in a hurry -- I think it has some merit.

MR. GAMBACCINI: We've been operating, at a deficit, the heliports at West 30th Street in lower Manhattan because we feel they're a needed ingredient in the network of air travel, linking the airports and the like. And, as I say, at a deficit, because we just think it's part of an effective air transport system.

ASSEMBLYMAN MILLER: You mentioned one other thing, teleport. I don't recall whether you went into any detail as--

MR. GAMBACCINI: I did not.

ASSEMBLYMAN MILLER: --to what-- Was that on purpose, or was that-- Is it a secret or something?

MR. GAMBACCINI: No, no, because, well, I know your Committee is Transportation and Technology, but I thought your primary interest was transportation.

The concept is very similar to seaport or airport. It's collecting in one spot, in a secure environment, dishes that are keyed into satellite technology and then by hard wire -- fiber-optic cable -- that is a state-of-the-art -- very small for the volume and security of its transmission to the places -- the headquarters -- of businesses in Manhattan and in the boroughs, and indeed, into the major office concentrations in New Jersey. It's a quantum improvement in state-of-the-art communications that we think is the wave of the future, and the evidence seems to be very promising that a lot of businesses feel that this is important -- speed, reliability, security, and volume of communication.

As manufacturing jobs declined, financial insurance and real estate business has boomed, and much of that is driven by the importance of speed of communications that permits decisions that represent megabucks and profit and business for those entities. So, this becomes, we believe, a major part of the prosperity of the region for the future.

ASSEMBLYMAN MILLER: Is this a circumventing then of local switching facilities? You just come from one facility to your facility, and then spread out to customers, or is there a switching point from that point?

MR. GAMBACCINI: Well, it's a state of the art of evolution. Instead of-- You know, you went from wireless to hard cable under oceans. Now, the speed of transmission-- By speed and cost of transmission by satellite-- And then the secure link is a quantum improvement for the firms for whom this is a vital part of their business.

ASSEMBLYMAN MILLER: I just wonder whether they're in competition with AT&T and--

MR. GAMBACCINI: Well, yes and no, but as you know, AT&T was broken up in order to get more competition and now they are in this business of satellite technology. So, it has spawned their competitive involvement in this very part of the business.

ASSEMBLYMAN MILLER: Let's see. Do we have any more questions on here? I've made all sorts of notes as you were talking. Just a second now.

There are 16 agencies in the-- Is it the Transfer Committee?

ASSEMBLYWOMAN SMITH: Transcom.

ASSEMBLYMAN MILLER: Transcom.

MR. GAMBACCINI: I'm sorry. What?

ASSEMBLYMAN MILLER: There are 16 agencies? Sixteen people involved in Transcom?

MR. GAMBACCINI: Yes, yes.

ASSEMBLYMAN MILLER: That includes the DOT, the Turnpike, and the rest of them.

MR. GAMBACCINI: Yes, the Garden State Parkway, the Turnpike, the State Police in both states, the Federal Highway Administration, Amtrak, NJ Transit, and so on.

ASSEMBLYMAN MILLER: I see. And that's working out all right?

MR. GAMBACCINI: Excellent, yes.

ASSEMBLYMAN MILLER: That's good. That's all right. The transportation demand-- That's the center you're talking about? The control center?

MR. GAMBACCINI: That was Transcom, yes.

ASSEMBLYMAN MILLER: Transcom, okay. I think that's just about-- How does DEP affect you people?

MR. GAMBACCINI: Well, DEP is involved in almost every new project where you have to dredge or put in a right-of-way

through sensitive areas and that sort of thing. So, DEP, the Corps of Engineers, and the Coast Guard are regular actors in the review and clearance process.

ASSEMBLYMAN MILLER: What kind of cooperation do you get from them?

MR. ROBBINS: We've had a particularly close relationship with Environmental Protection on waterfront development permits. They are the closest thing to an overseer of the waterfront development process, particularly in the Hudson/Bergen area. There is no Hackensack Meadowlands Development Commission that controls that waterfront development, which is very significant. It is going to have a very significant effect on transportation in that particular region. So, the Environmental Protection Department has, in its waterfront development permit process, considered a number of transportation issues.

ASSEMBLYMAN MILLER: I see. The part that concerns me-- I know they are-- I call them a necessary evil. They do have a job to do; there's no question about it. But, the part that concerns me is that they don't seem to be a very compromising group from all of my involvement and any aspects of my involvement with DEP. They have their rules and procedures, and that's it. And maybe they get around to handling you overnight, and maybe they won't for months. It all depends. And, they're busy; I grant them that. They need more help -- the works.

ASSEMBLYMAN MAZUR: They have to--

ASSEMBLYMAN MILLER: But, I don't think-- I don't think that any one agency should have the absolute authority without some route of appeal -- some way of handling the situation.

If you have to put a road in because you've got to do something to move traffic or get stuff going, you just can't arbitrarily say you can't do it because of a three-legged frog over there someplace and he has to be protected.

I think there has to be a give and take in this thing -- a balance of some kind. DEP last year-- DOT last year had 67 projects held up that they couldn't move and complete because of DEP. Now, again, maybe some were legitimate. This I won't argue with, but, on the other hand, I just get the feeling that they are impeding progress to an extent that I don't think it's necessary to do at times. Now, I could be wrong because I have nothing specific to look at, except, let's say, my individual involvement with these people and different issues that come up on a constituency basis.

So, I was just wondering whether or not you were running into the same kind of problems, because maybe -- just maybe -- they ought to come in and be talked to also. Let them talk to us as far as their involvement is concerned with these things.

MR. GAMBACCINI: When I was Commissioner of Transportation, I used to have grave frustrations, not so much with State DEP as with Environmental Reviews at the Federal level. But, I have to say, we have not had a serious -- any real problems with DEP.

ASSEMBLYMAN MILLER: That's good.

MR. ROBBINS: I might just add that in the waterfront role they have, I think they have been very constructive and practical, and also responsive. I don't think their performance should be criticized in that particular area.

ASSEMBLYMAN MILLER: Very good. I'm glad to hear that. And, the same with the Army Corps, I would assume? They're working right along with you?

MR. GAMBACCINI: Yes, very much so.

ASSEMBLYMAN MILLER: Okay. That's fine. All right. Does anyone else have any other things? Roseann, do you have any thought? (negative response) How about you, Larry? Larry here is our Office of Legislative Services' man, but he's been around for so long that we turn to him once in a while. Larry, what do you say? What did we miss, Larry? (laughter)

Okay, I want to thank you for coming out -- all of you. I think it's just great to take your time to come over here and talk to us. It was very interesting. I'm getting an education, I want to tell you.

ASSEMBLYMAN MAZUR: Well, you're getting it from the best teachers in the metropolitan arena.

ASSEMBLYMAN MILLER: That's right.

ASSEMBLYWOMAN SMITH: There's always room to learn, right?

ASSEMBLYMAN MILLER: Thanks again..

P A T R I C I A M A Y N A R D: (from audience) If you have any additional questions, (remainder of sentence indiscernible).

ASSEMBLYMAN MILLER: Fine, Pat. I appreciate that. Very good. Thank you.

(HEARING CONCLUDED)

