



THE PORT OF NEW YORK AUTHORITY

CREATED BY COMPACT BETWEEN THE STATES OF
NEW YORK AND NEW JERSEY AND RATIFIED BY CONGRESS

ANNUAL REPORT

JULIAN A. GREGORY
Chairman

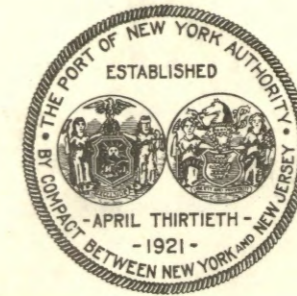
JOHN F. GALVIN
Vice-Chairman

FRANK C. FERGUSON
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JANUARY TWENTY-FOURTH, NINETEEN TWENTY-FIVE

ALBANY
J. B. LYON COMPANY, PRINTERS
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Commissioners

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SCHUYLER N. RICE

HERBERT K. TWITCHELL

WILLIAM LEARY, Secretary

C. A. RUHLMANN, Assistant Secretary

GEORGE W. GOETHALS,
Consulting Engineer

WILLIAM H. BURR,
Consulting Engineer on Bridges

JULIUS HENRY COHEN,
Counsel

Technical Staff

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Chief Engineer

J. E. RAMSEY,
Chief, Bureau of Accounts
and Statistics

WILLIAM J. BOUCHER,
Assistant Chief Engineer

BILLINGS WILSON,
Manager, Traffic and
Transportation

E. C. CHURCH,
Transportation Engineer

E. J. TSCHIMBKE,
Chief Clerk

Director, Department of Information

H. B. BROUGHAM

NEW YORK, January 24, 1925.

To the Governor of the State of New York:

To the Governor of the State of New Jersey:

SIRS.—The Port of New York Authority submits herewith its report for the calendar year 1924, and its financial statement for the fiscal year July 1, 1923, to June 30, 1924.

During the past year, the Commission has lost through resignation and expiration of their terms four of its six members, namely, Eugenius H. Outerbridge, DeWitt Van Buskirk, Lewis H. Pounds, and Frank R. Ford. In view of their long service Messrs. Outerbridge and Van Buskirk, who were the first two Chairmen of the Commission, have consented to continue as members of its Advisory Finance Council, and Mr. Pounds, formerly Vice-Chairman, will continue as a member of the Hoboken Shore Line Committee.

The additional duties imposed upon the Port Authority by the two States during 1924, relative to procuring surveys, estimates and designs for a bridge crossing the Arthur Kill between Howland Hook on Staten Island and Elizabeth, New Jersey, and for a second bridge crossing the Arthur Kill at the southern end of Staten Island from Tottenville to Perth Amboy, New Jersey, will be the subject of a later and complete report to your Excellencies and the Legislatures — we trust, within the next fortnight. It was impossible for the engineering staff to begin the intensive work required on these projects until the moneys appropriated for them were made available at the beginning of the fiscal year. Nevertheless, every effort has been made to have complete data at hand early in this calendar year, and a section of the present report recounts the progress made on these two projects which the States have authorized the Port Authority to build and operate.

A problem of grand-scale traffic policing, or, rather, of traffic engineering, faces the Port Authority in common with the railroads and transit authorities of the Port District. For more than ten billion pounds of goods that pass

annually through the pier stations of Manhattan alone, and for the 146,000,000 commuting passengers per year on the metropolitan transit systems, new engineering measures must not only provide means of getting in and out of this area, but must serve to reduce, if possible, the cost of living and doing business at this port.

Such measures should put a stop to the denials through embargoes of needed supplies to the population centered at this port, and should provide for the heavy freight shipments to and from the metropolitan area where trunk lines leading into the port are proving incapable of handling both the suburban and through traffic.

In accordance with the terms of the Comprehensive Plan, this report publishes charts, exhibits, and briefly states a plan presented by the engineering and technical staff of the Port Authority for the proposed inland system of universal freight terminals on Manhattan. In order to prove the practicable economy of this plan, the Staff has designed stations to be self-supporting industrial as well as freight terminals, with rentable lofts for manufacturing and warehousing.

Function of the Port Authority

The governmental duties imposed on the Port Authority by the legislatures of the two States and Congress require it to effectuate the Comprehensive Plan as rapidly as is "economically practicable." To determine this is a quasi-judicial function. The proof involves, further, careful engineering and statistical surveys; presentation of the facts to the Commissioners, and public hearings.

Such was the procedure in the steps for unifying terminal operations on the western side of the Port District by means of Belt Line No. 13 (Edgewater to Bayonne, New Jersey), which, as is detailed in another section of this report, the carriers have undertaken at their own expense, retaining ownership of the properties involved under a neutral Director of Operations.

A like procedure is being followed in the extensive investigation, reported herein, of the movements in the

harbor of the individual railroad terminal fleets. The expense of this investigation has thus far been shared dollar for dollar by the carriers, in securing data to determine the practicability of unifying these fleet services under one management.

On the easterly side of the Port District, as a result of formal complaints filed by shippers and receivers with the Port Authority, and hearings thereon, the Long Island Railroad has announced active operations at a cost of \$1,250,000, on its plan of enlarging facilities to end delays in receipt and dispatch of carfloats at Long Island City. This work of temporary relief will be carried through irrespective of the decision of the Port Authority, now pending, on the plea of the complainants that the all-rail route from the north and west into Long Island via Hell Gate Bridge is economically practicable.

In this manner the Port Authority has worked to obtain changes in fulfillment of the Comprehensive Plan through action by the carriers themselves, when the facts were put squarely before them.

In other cases, the needed results may be secured only through orders issued by the Interstate Commerce Commission, or through orders by the Port Authority, or by orders of the United States Shipping Board. But in all cases the Port Authority strictly follows the policy of cooperation where that policy holds forth any hope of success, reserving, whenever possible, its powers of legal compulsion as well as those of other agencies to whom it is authorized to apply.

The ownership and operation of public utilities by the Port Authority as parts of the system forming the Comprehensive Plan — such as universal inland stations and terminal railroads, interstate rail tunnels and the like — although within the powers vested in this agency by Article VI of the Treaty between the two States, are only means to a larger end.

The Commissioners have construed these powers solely as incidental to that larger end, which is governmental in

character, of securing for the 9,000,000 people of the metropolitan district a well-knit and coordinated freight service, and, for the country as a whole, an economical operation of the Port as a great terminal unit.

The use of the Port Authority as the joint agency of the two states for the building of bridges and tunnels weaves in well with the larger plans for coordinating the services of this port. It is, however, a phase of highway development well understood to be governmental in character. In this respect, the collection of revenues from users is the States' method of taxing the direct beneficiaries to pay for the services.

X In brief, the Port Authority considers itself not as a commercial, but as a governmental body, an arm of the police power, authorized to take over and run specific properties within the purview of the Comprehensive Plan only when existing facilities and means of cooperation fail, and for the purpose of coordinating the lanes of traffic in the Port District.

The governmental principle is made clear in the application made to the President and Secretary of War incidental to the bidding by the Port Authority for the stock of the Hoboken Shore Line Railroad and its waterfront property. A section of this report deals with the establishment of the policy that all deep-water frontages of the Nation's ports now in public hands should be retained under public control, for the creation of belt lines and universal rail-and-ocean terminals conveniencing the commerce of the Port, and to be used in time of war.

Likewise, the intervention by the Port Authority in the hearings before the Interstate Commerce Commission on plans for consolidating the railway systems of the United States, has developed a national policy with respect to union terminals which Senator Cummins has defined in his Consolidation of Railways Bill now pending in Congress. Similarly, in the so-called differential cases before the United States Shipping Board and Interstate Commerce Commission, the Port Authority has this year outlined a

new national policy, in its plea that all Atlantic and Gulf ports be put on their mettle by abolishing the differential rates. This measure, it believes, would provide a fair field and no favor in getting business according to the enterprise and natural advantages of the respective ports; moreover, for the first time no selfish advantages were claimed for this port; instead, the prosperity of New York was gauged by the prosperity of the other ports and of the Nation. In the coming hearing before the Interstate Commerce Commission, the investigation of Eastern Class Rates, this body will be zealous for the interests of New York, but for no undue advantages over other ports. Its governmental function is emphasized in the section dealing with the case of the Hell Gate Bridge Route, in the policy it advocates for equalizing rail-and-ocean through rates, and in other cases in which it has deemed that the interests of the Port are directly affected.

Any undertaking or improvement in any part of the Port District, which benefits one part of the district, should benefit the whole district, and no one municipality should seek to profit at the expense of the rest of the Port District.

On the other hand, no municipality should be penalized or made to bear an unjust burden for the benefit of any other part of the Port District. To what extent, then, shall the Port Authority enter into competition with private enterprises in any municipality or become exempt from local taxation? In view of its governmental function, it is the opinion of the present Commissioners that the Port Authority should not engage in business undertakings in competition with private capital, except when the Comprehensive Plan can be effected in no other way and the owners of existing facilities cannot be brought into cooperation. It may, upon occasion, be desirable for the Port Authority to engage in such undertakings jointly with private capital.

Preferably, and in the main, therefore, the Port Authority regards itself rather as the guardian and guide of the Port District, protecting it against attacks both from within and without, and directing its activities and de-

velopments with a view to procuring the greatest cooperation of existing agencies, the utmost efficiency and the minimum of cost. If such is to be its primary function it should not be expected to be self-supporting. If, on the contrary, the Port Authority must bend its every effort to being able at an early date to finance itself, it can only hope to do so by competing with private business interests and the road to its success must be kept clear of every possible obstacle. One of these obstacles would be the imposition of taxes either State or local.

Question of Taxation

Whatever the future activities of the Port Authority may be, the all-important question of taxation, which has already been raised by the City of Hoboken, is one which must be settled at an early date. In fact, so far as the taxation of the bridges which the Port Authority has been authorized to build, and of the real property necessary to be acquired for this purpose is concerned any doubt that may exist in either state as to whether they are taxable should at once be removed and legislation should at once be passed expressly exempting them, as highways, and the revenues therefrom, from taxes of every kind. To what extent, if any, the Port Authority shall be taxed on other property acquired by it, is a question of policy to be agreed upon by the two States. We feel that there will be occasions when the circumstances are such that an injustice may be done a municipality, unless it is recompensed for the injury it would be subjected to if the Port Authority were to acquire property within its limits on which no taxes were paid nor payments in the nature of taxes made. Yet to enact general legislation, subjecting the Port Authority to local taxes (not to mention State taxes) might have serious consequences upon the future success of the Port Authority.

There are 185 different municipalities in the Port District, having the power to tax property for local improvements. There are fourteen different counties. There can be no uniform taxation under such conditions. The fact that the assessments will be made on different valuations

at different rates; further, that the improvement resulting to adjoining property does not subject the property to assessment for benefits, and that the tax will be a tax on an investment of moneys of one State in a municipality in another State, is fraught with possibilities of resultant misunderstandings. Legislation upon this subject should receive the most careful study before favorable action is taken thereon.

The Port Authority recommends that this matter be made the subject of a joint conference between the two States. With such a bi-State conference the Port Authority will be glad to confer.

Opening of Belt Line No. 13 in New Jersey — Edgewater to Bayonne

Belt Line No. 13, which is the first step in the effectuation of the Comprehensive Plan stretches 16 miles from Edgewater to Bayonne on the West Shore of the Hudson in New Jersey.

Inasmuch as the agreement with respect to this belt line was consummated with the carriers in pursuance of proceedings held concurrently with the Interstate Commerce Commission during 1923, joint reports have been made to the Chairman of the Interstate Commerce Commission, Division 5, by Counsel for the Port Authority and for the carriers, respectively. The first report, made February 19th, announced the perfection of plans and specifications for physical improvement of the belt line, the appropriation set aside by the carriers for the purpose, and declared that a Director of Operations would be appointed. The second report, that of May 29th, was made by Counsel for the Port Authority, enclosing copies of correspondence passing between him and Counsel for the carriers. It stated:

“For the present, we are satisfied that they (the carriers) are doing everything that is immediately *economically practicable*, with reference to the unification of Belt Line No. 13, and that our task leads in the direction of following this up for a service to the easterly side of the port.”

Photographs of new construction work on Belt Line No. 13, accompanying this report, represent the improvements for unifying, under the separate ownership of the companies, the service of this strategic belt line, owned mainly by three trunk lines and crossing the railheads of eight main lines, in all, on the shore front of New Jersey. Under a traffic agreement, made effective in the publication of freight rates, on September 15th, that do away with all circuitous routes and long hauls complained of by shippers, the carriers have established a single scale of rates between all points in Belt Line 13 territory which lie east of Hackensack River and Newark Bay, in place of some 22 scales of rates previously existing.

The carriers have likewise cooperated with the Port Authority in establishing three uniform scales of class rates between Belt Line 13 territory and suburban points of the port district on the New Jersey side; these replace 54 different scales formerly in existence.

This work involved overhauling several hundred thousand separate rates. It involves material reductions in many rates for entire classes of goods hauled, running in specific instances as high as 40 per cent. During the whole process, the railroad companies have cooperated heartily in making analyses and attending numerous conferences and negotiations with the Port Authority.

The cost of this unification of service, which the carriers now estimate will be fully completed early in 1925, may even exceed the \$500,000 pledged by the constituent carriers. These improvements include enlargement of facilities in Kings Bluff Yard; additional crossovers at Willow Avenue; a new interchange yard in the vicinity of 17th Street, Jersey City; an interlocking system and tower at National Junction, the tower to contain offices for the Director of Operations, and a complete automatic signal system.

The interchange yard is about three quarters done, this portion of the work being delayed, awaiting passage of the necessary ordinances by Jersey City authorizing the con-



BELT LINE NO. 13
National Junction, showing construction work on new interlocking signal plant for use by Director of Operations.

BELT LINE NO. 13

Chart shows 54 class rate scales, in effect prior to September 15, 1924, between New Jersey points in the Port District and Belt Line No. 13 territory

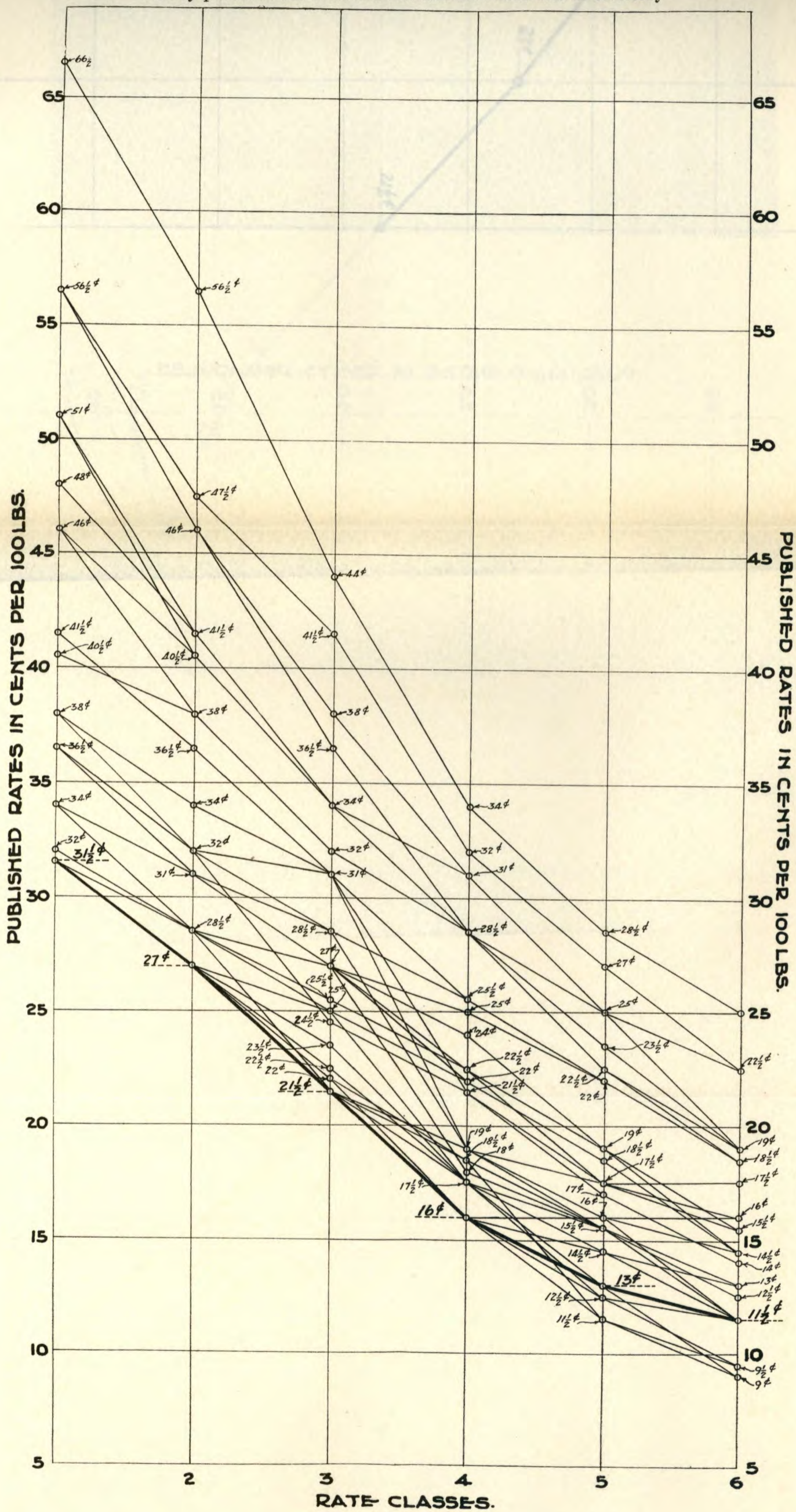
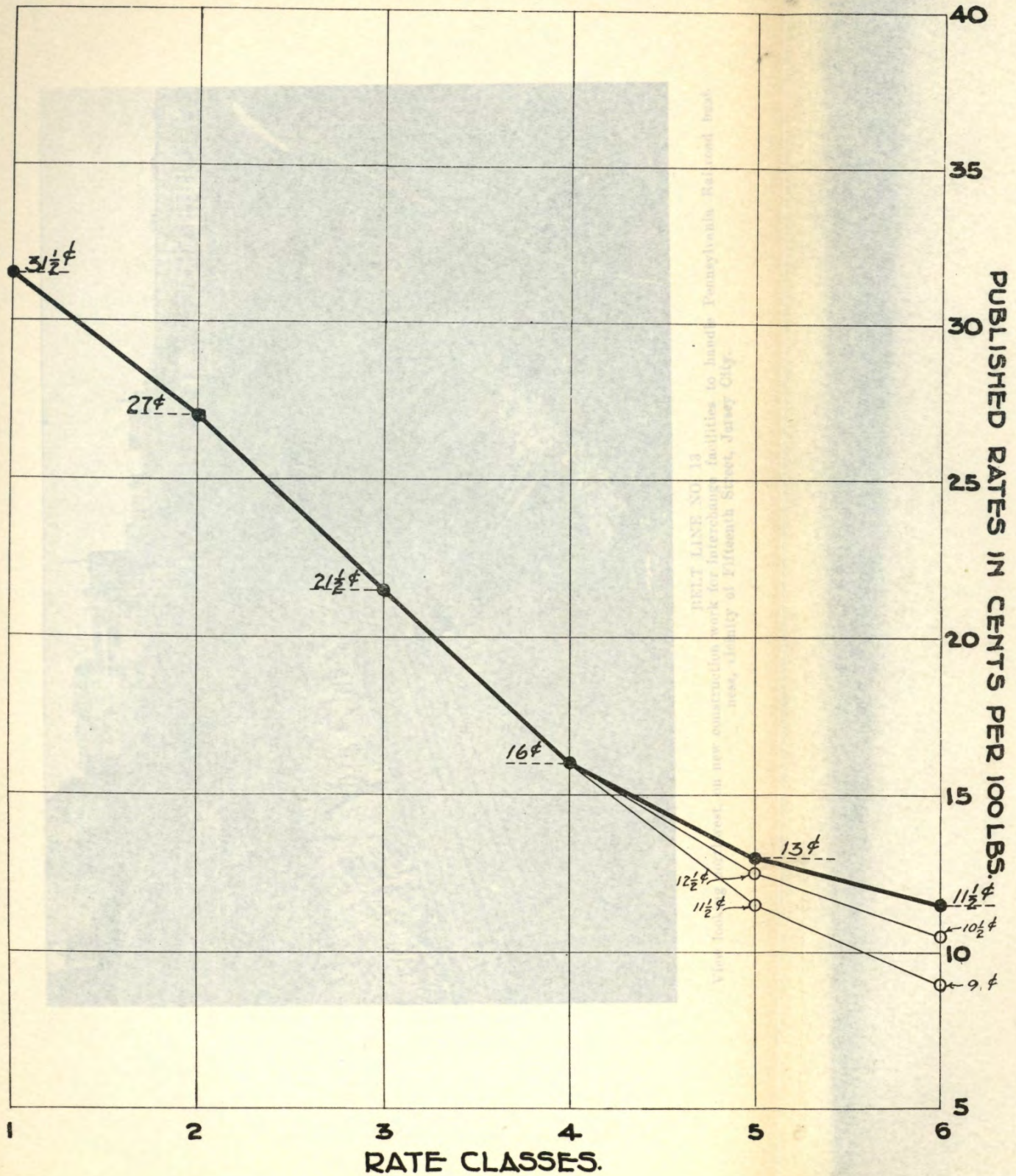


Chart shows three class rate scales in effect between New Jersey points

BELT LINE NO. 13

Chart shows three class rate scales (reduced from 54) in effect subsequent to September 15, 1924, between New Jersey points of the Port District and Belt Line No. 13 territory



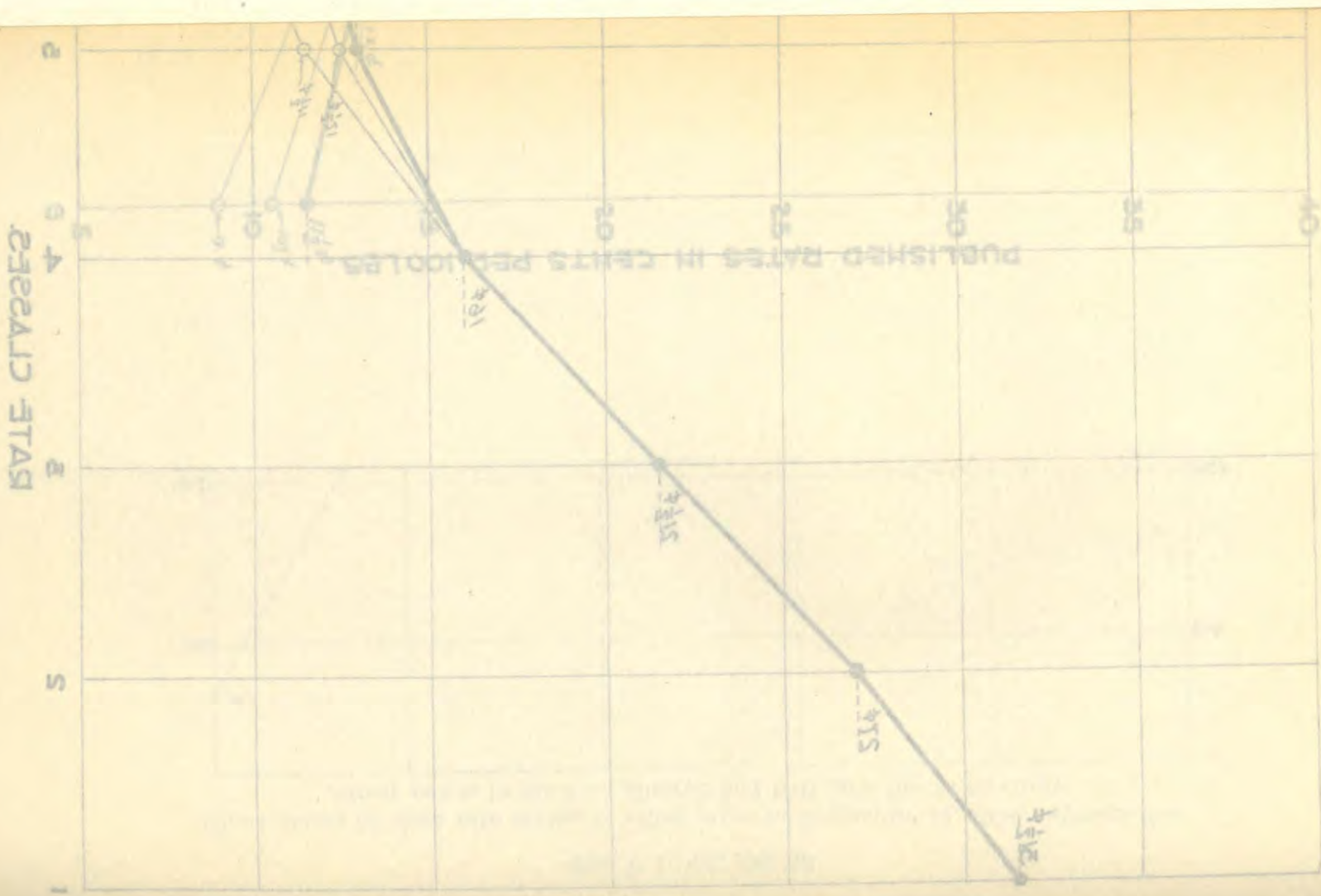
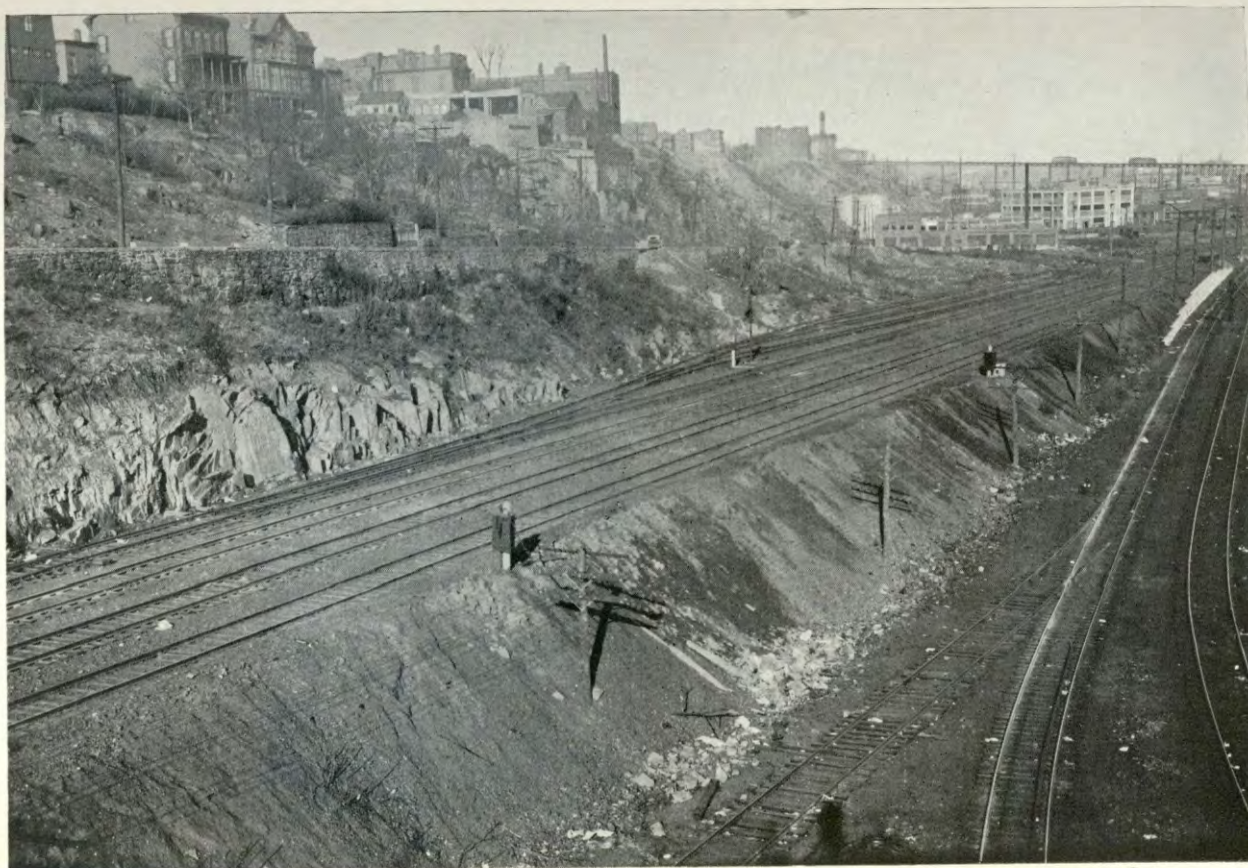


Chart shows three years rates (based on 1924) reduced from 1924 to 1931. The Belt Line No. 13 is shown in the chart.

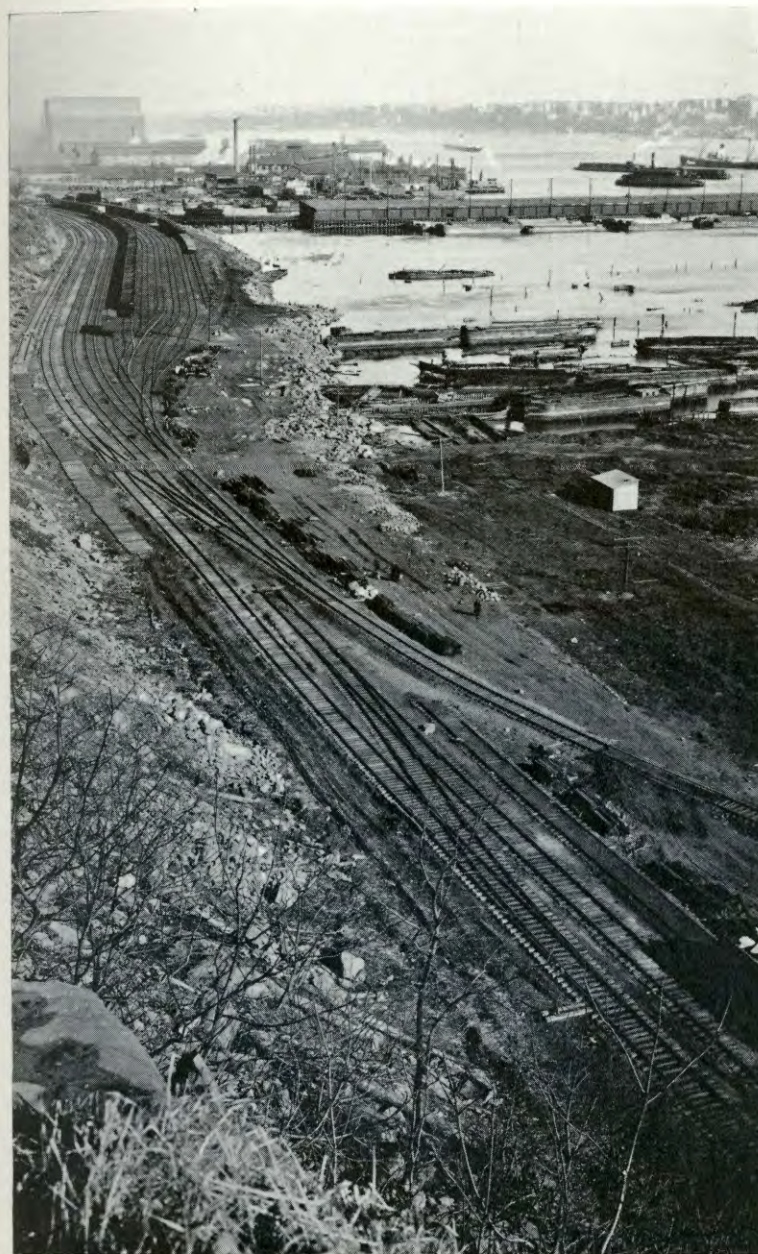
BELT LINE NO. 13



BELT LINE NO. 13
View looking northwest, on new construction work for interchange facilities to handle Pennsylvania Railroad business, vicinity of Fifteenth Street, Jersey City.

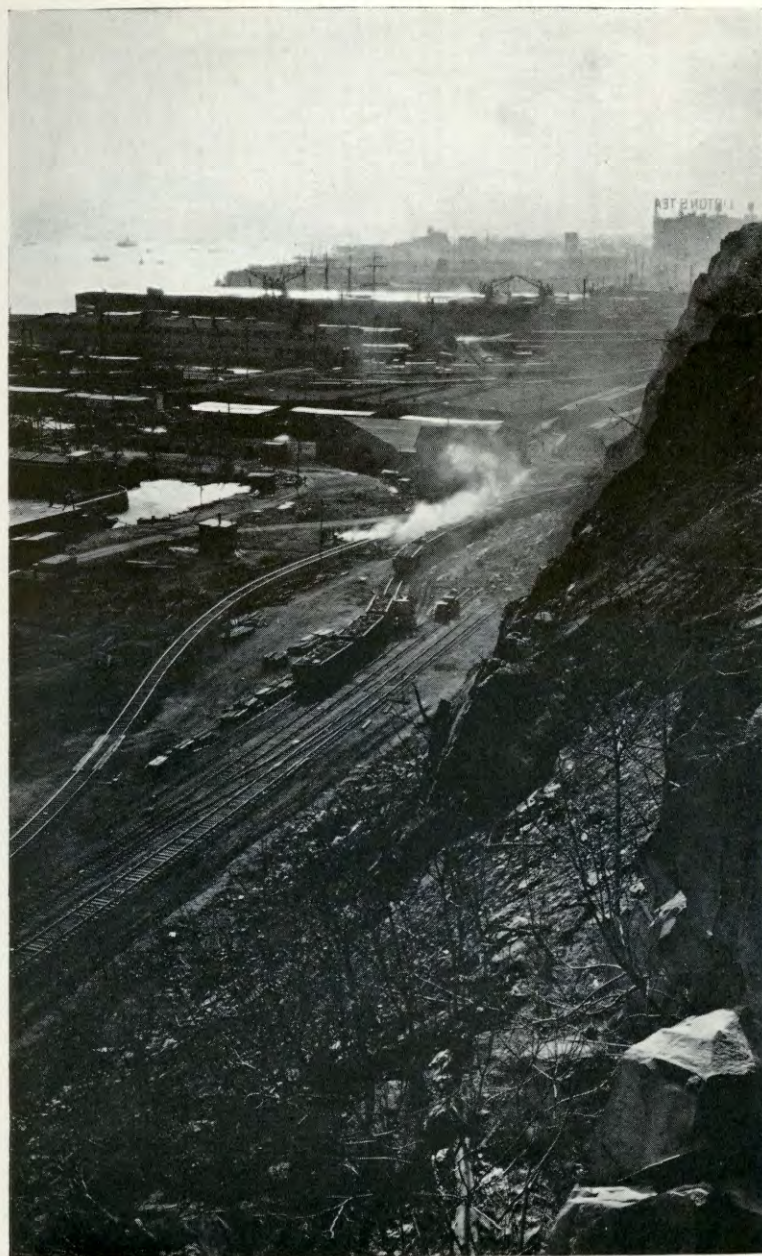


BELT LINE N. 13
View looking north on new construction work for interchange facilities to handle Pennsylvania Railroad business, vicinity of Fifteenth Street, Jersey City.



BELT LINE NO. 13

Kings Bluff Yard, Weehawken, looking north on terminal and south end of West Shore Railroad Yard. Grading completed for southerly extension and for new siding along base of hill.



BELT LINE NO. 13
Weehawken Terminal of the Erie Railroad looking south on new construction work for additional track capacity at foot of Kings Bluff.



BELT LINE NO. 13
Weehawken Yard of Erie Railroad. New Construction work, looking west
on Baldwin Avenue at Kings Bluff. Tracks in foreground show
north stub-end of Erie Railroad.

struction of tracks across this property. The interlocking tower at National Junction is under construction. As the photographs show, the grading for the new tracks at Kings Bluff Yard is virtually completed and the crossovers at Willow avenue have been installed and are in operation. Some work remains to be done on the automatic signal system to "hook in" the physical facilities yet uncompleted.

A neutral Director of Operations, appointed from a railroad not at present operating or owning any part of the belt line properties, is ready to take charge of this unified system as soon as the physical facilities are completed.

The unification of Belt Line No. 13 will enable the owner roads to operate it jointly under the new tariffs. The owner of the constituent Erie Terminal Railroad is the Erie Railroad Company; the New Jersey Junction Railroad is owned by the New York Central Railroad Company and operated by its West Shore Line; the National Docks Branch is owned by the Lehigh Valley Railroad. The Hoboken Manufacturers Railroad, owned by the War Department of the United States, makes up the remaining link of this Belt Line. All shippers and receivers along this line will look to the Director of Operations, who is amply clothed with power, for prompt and efficient handling of this traffic.

Belt Line No. 1

This is the middle belt line — the keystone of the arch of the railroad terminal coordination within the Port District. It connects New Jersey and Staten Island and the railroads on the westerly side of the port with Brooklyn, Queens, and the Bronx and the railroads on the easterly side of the port. It was adopted as the most direct, the shortest and the cheapest of all routes studied or considered for this purpose by the Commissioners.

Case of Hell Gate Route (Docket No. 2).

Following informal conferences begun in May, last, between the Port Authority and officials of the New York

Connecting Railway Company which owns the Hell Gate Bridge, the work of enlarging the floatbridge facilities at Long Island City has progressed since its beginning in July. A development at the railroad's expense, estimated by Superintendent Baker of the Long Island Railroad at \$1,250,000, promises a measure of temporary relief on the east side of the Port as important as the carriers' agreement with the Port Authority to unify, at their own expense, Belt Line 13 on the west side in New Jersey.

The action by the Long Island Railroad Company followed the petition on April 16th, to the Port Authority by the Queens Borough Chamber of Commerce and other Long Island shippers claiming that their shipments into and out of Long Island were seriously delayed because of congestion at the Long Island City floatbridges and that a practicable, all-rail route from the north and west, via the New York Connecting Railway over Hell Gate Bridge, had been closed to shippers.

The Port Authority issued on June 11th, its first order under the Walker Subpoena and Investigation Act, passed at the last session of the New York Legislature; it summoned the representatives of the New York Central, the New York, New Haven and Hartford, the Pennsylvania, the New York Connecting Railway and the Long Island Railroad Companies to an investigation as to why the Hell Gate Bridge Route should not be made available between points on the New York Central Railroad and points on the Long Island Railroad, which is part of the Pennsylvania system.

During the informal conferences preceding this order, it was ascertained that a dispute over the division of revenues between the New York Central Company on the one hand and the officials of the Pennsylvania and New Haven Railroads, joint owners of the New York Connecting Railway, on the other, could not be settled.

The hearings, accompanied by the filing of briefs and oral arguments were held on September 15th, October 14th and 15th, and December 5th. The case is under

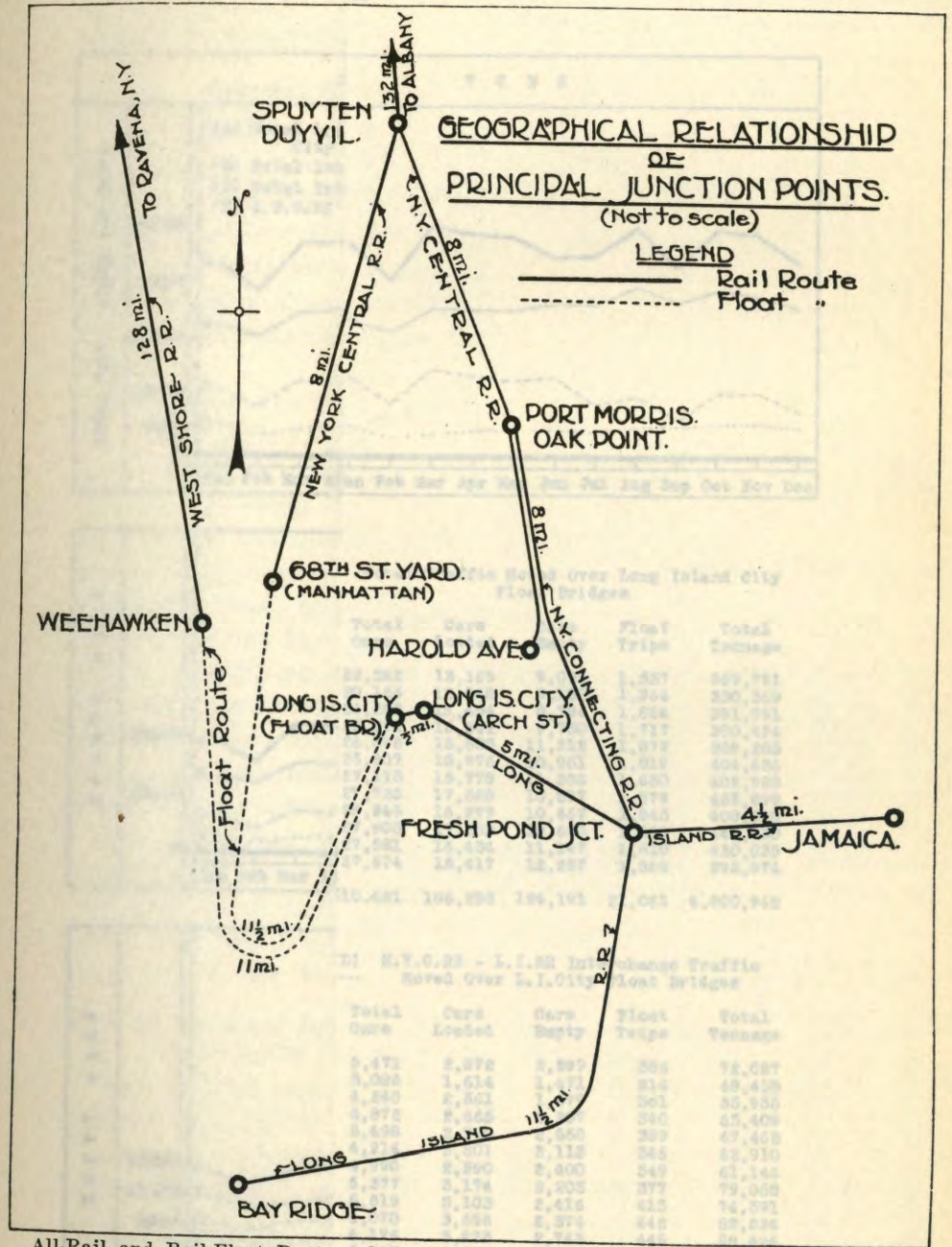


HELL GATE BRIDGE

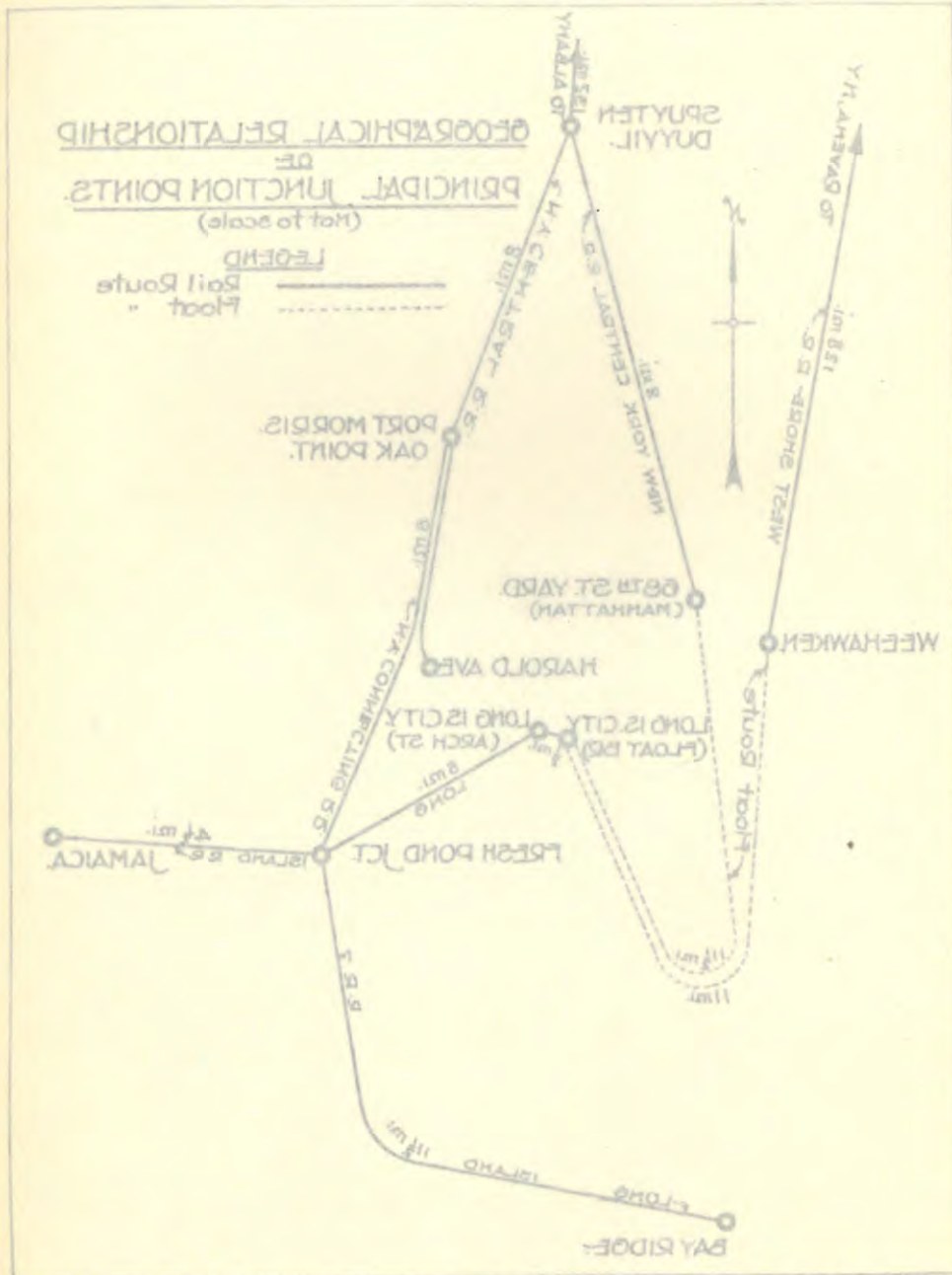
The only all-rail freight route from the north and west into Long Island. Deck view of southerly approach to main span, showing two passenger tracks (left) electrified, and two freight tracks (right).



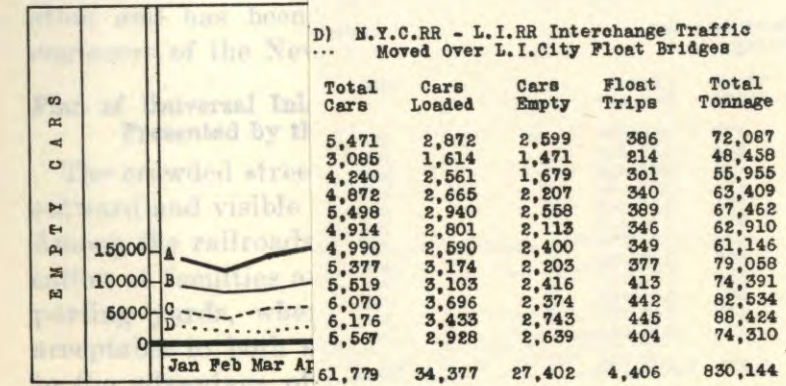
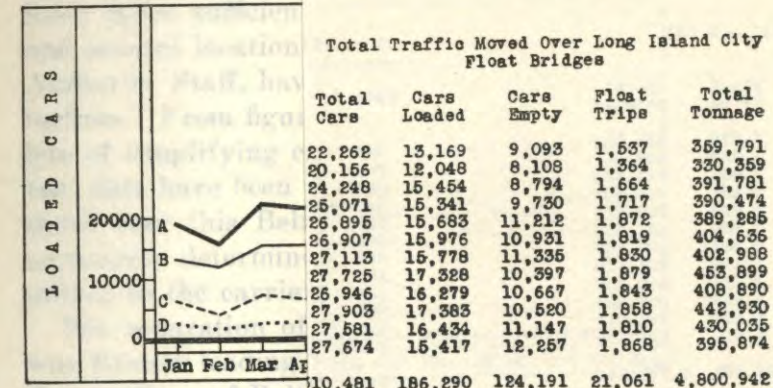
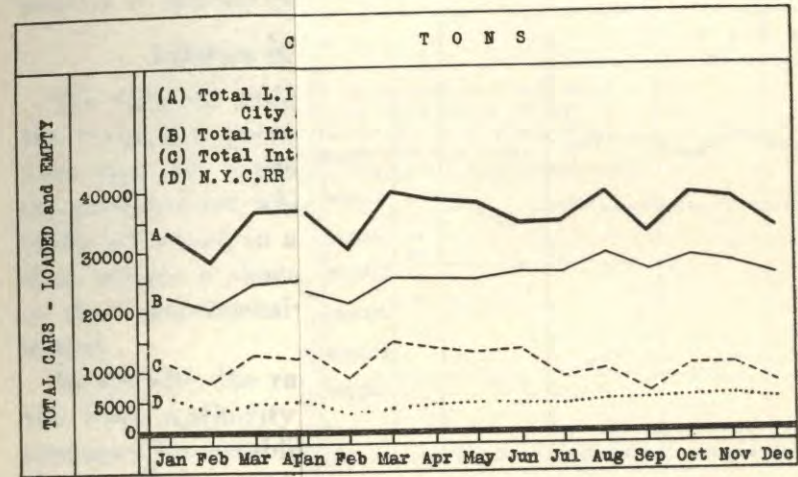
FLOATBRIDGE TERMINAL, LONG ISLAND CITY.
Looking east on carfloats tied up, awaiting their turn for delivery to Long Island Railroad.



All-Rail and Rail-Float Routes of the Long Island and New York Central Railroads in Port of New York District.

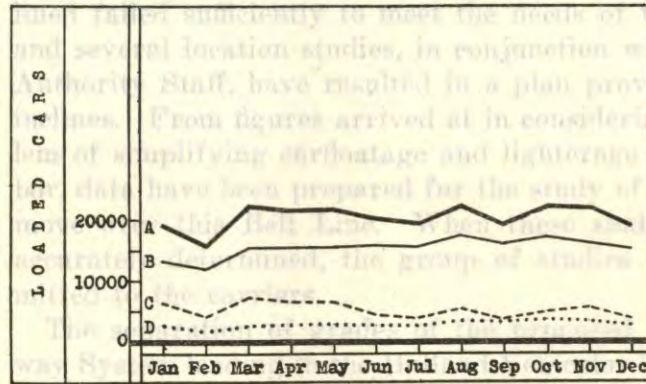
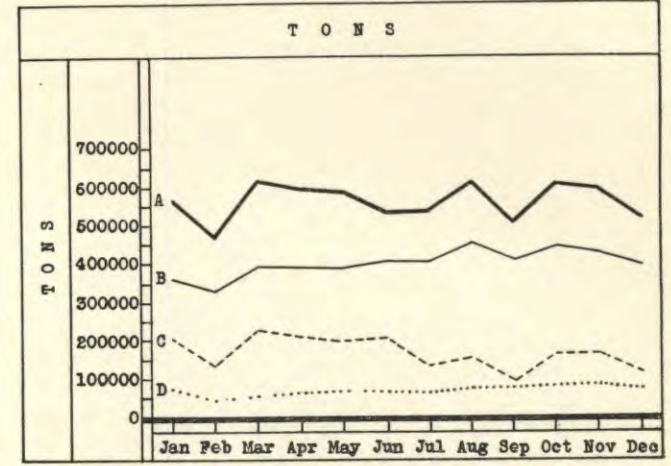
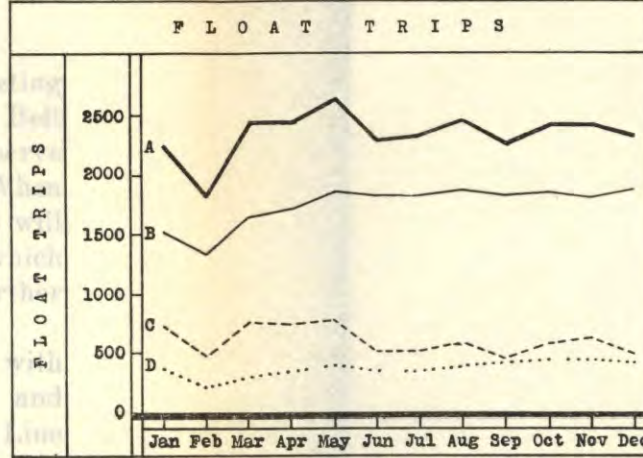
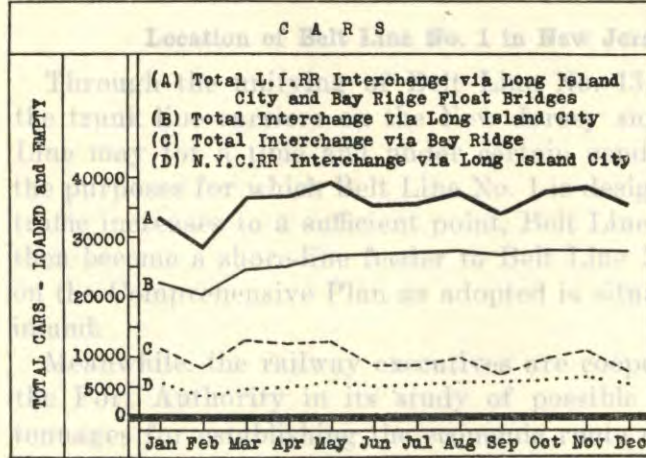


All-Rail and Rail-Float Routes of the Long Island and New York Central Railroads in Port of New York District



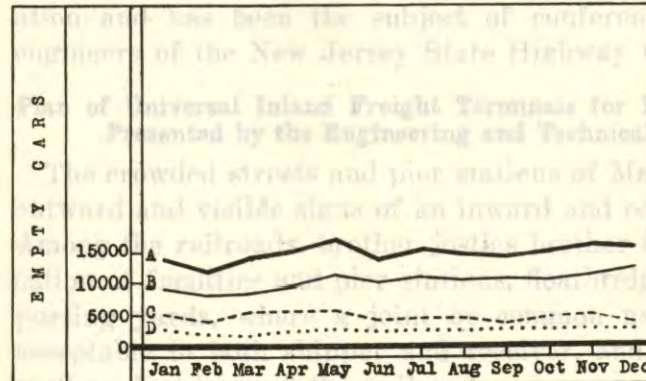
THE PORT OF NEW YORK AUTHORITY

TRAFFIC INTERCHANGED WITH THE LONG ISLAND RAILROAD OVER FLOAT BRIDGES AT LONG ISLAND CITY AND BAY RIDGE IN 1923
Including Local Traffic Floated by the Long Island Railroad to Pier 22 East River



1923	Curve (A) TOTAL OF CURVES (B) and (C)				
	Total Cars	Cars Loaded	Cars Empty	Float Trips	Total Tonnage
Jan	33,560	19,507	14,053	2,274	568,013
Feb	28,114	16,087	12,027	1,852	468,347
Mar	36,662	22,589	14,073	2,440	616,659
Apr	37,039	21,663	15,376	2,451	598,407
May	39,007	22,080	16,927	2,553	586,928
Jun	35,203	20,274	14,929	2,330	531,058
Jul	35,283	19,693	15,590	2,346	537,167
Aug	37,313	22,446	14,867	2,475	609,135
Sep	33,887	19,737	14,150	2,289	499,607
Oct	37,551	22,455	15,096	2,443	607,844
Nov	38,207	22,110	16,096	2,441	596,812
Dec	35,32	19,276	16,053	2,344	512,139
Total	427,154	247,917	179,237	28,338	6,731,116

1923	Curve (B) Total Traffic Moved Over Long Island City Float Bridges				
	Total Cars	Cars Loaded	Cars Empty	Float Trips	Total Tonnage
Jan	22,262	13,169	9,093	1,537	359,791
Feb	20,156	12,048	8,108	1,364	330,359
Mar	24,248	15,454	8,794	1,664	391,781
Apr	25,071	15,341	9,730	1,717	390,474
May	26,895	15,683	11,212	1,872	389,285
Jun	26,907	15,976	10,931	1,819	404,656
Jul	27,113	15,778	11,335	1,830	402,988
Aug	27,725	17,328	10,397	1,879	453,899
Sep	26,946	16,279	10,667	1,843	408,890
Oct	27,903	17,383	10,520	1,858	442,930
Nov	27,581	16,434	11,147	1,810	430,035
Dec	27,674	15,417	12,257	1,868	395,874
Total	310,481	186,290	124,191	21,061	4,800,942



1923	Curve (C) L.I.R.R. Interchange Moved Over Bay Ridge Float Bridges				
	Total Cars	Cars Loaded	Cars Empty	Float Trips	Total Tonnage
Jan	11,29	6,338	4,960	737	208,222
Feb	7,95	4,039	3,919	488	137,988
Mar	12,41	7,135	5,279	776	223,878
Apr	11,96	6,322	5,646	754	207,933
May	12,11	6,397	5,715	781	197,643
Jun	8,25	4,298	3,998	511	126,422
Jul	8,17	3,915	4,255	516	134,179
Aug	9,58	5,118	4,470	596	155,236
Sep	6,97	3,458	3,483	446	90,717
Oct	9,64	5,072	4,576	585	164,914
Nov	10,61	5,676	4,949	631	166,777
Dec	7,65	3,859	3,796	476	116,265
Total	116,67	61,627	55,046	7,277	1,930,174

1923	Curve (D) N.Y.C.R.R. - L.I.R.R. Interchange Traffic Moved Over L.I. City Float Bridges				
	Total Cars	Cars Loaded	Cars Empty	Float Trips	Total Tonnage
Jan	5,471	2,872	2,599	386	72,087
Feb	3,085	1,614	1,471	214	48,458
Mar	4,240	2,561	1,679	301	55,955
Apr	4,872	2,665	2,207	340	63,409
May	5,498	2,940	2,568	389	67,462
Jun	4,914	2,801	2,113	346	62,910
Jul	4,990	2,590	2,400	349	61,146
Aug	5,377	3,174	2,203	377	79,058
Sep	5,519	3,103	2,416	413	74,391
Oct	6,070	3,696	2,374	442	82,534
Nov	6,176	3,433	2,743	445	88,424
Dec	5,567	2,928	2,639	404	74,310
Total	61,779	34,377	27,402	4,406	830,144

judicial review by the Port Authority and its decision will shortly be announced.

Location of Belt Line No. 1 in New Jersey

Through the unifying of Belt Line No. 13, connecting the trunk line carriers on the New Jersey side, this Belt Line may for a time and under certain conditions serve the purposes for which Belt Line No. 1 is designed. When traffic increases to a sufficient point, Belt Line No. 13 will then become a shore-line feeder to Belt Line No. 1, which on the Comprehensive Plan as adopted is situated further inland.

Meanwhile, the railway executives are cooperating with the Port Authority in its study of possible grades and tonnages for establishing the economic route of Belt Line No. 1. The steep inclines provided in the plan first outlined failed sufficiently to meet the needs of the carriers, and several location studies, in conjunction with the Port Authority Staff, have resulted in a plan providing better inclines. From figures arrived at in considering the problem of simplifying carfloatage and lighterage in the Harbor, data have been prepared for the study of tonnages to move over this Belt Line. When these shall have been accurately determined, the group of studies will be submitted to the carriers.

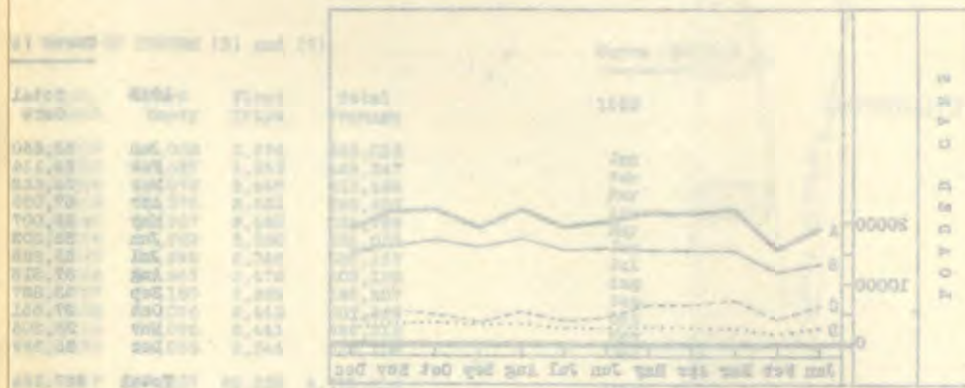
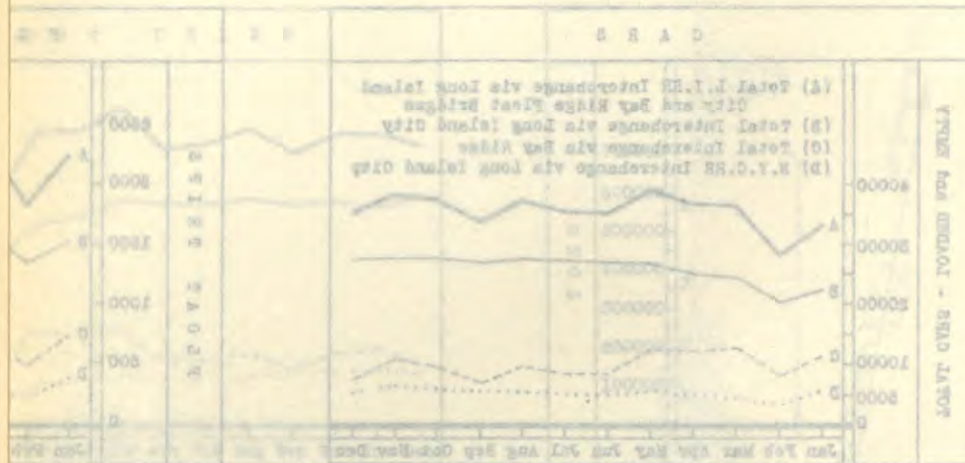
The separation of grades of the proposed State Highway System leading to the Holland Vehicular Tunnel from the gradings of Belt Line No. 1 is under careful consideration and has been the subject of conference with the engineers of the New Jersey State Highway Commission.

Plan of Universal Inland Freight Terminals for Manhattan as Presented by the Engineering and Technical Staff

The crowded streets and pier stations of Manhattan are outward and visible signs of an inward and economic evil. Among the railroads, brother jostles brother in the duplication of facilities and pier stations, floatbridges and supporting yards, where a joint or common use would be acceptable to both shipper and receiver, and, ultimately, to the advantage of the railroads.

THE NEW YORK STATE

OFFICE OF THE PORT AUTHORITY
 OFFICE OF THE ENGINEERING AND TECHNICAL STAFF



On this individualistic, competitive principle, costs pile high. About 100,000 carfloat barges bearing a million cars a year are floated across in both directions in this duplicated service, which uses 28 piers on the North River, 12 on the East River, and 6 stations on the Harlem River for the deliveries of lots of ten cars per float, transferred by tugboat. Of the eleven railroads serving commerce and industry on Manhattan, the New York Central alone reaches the island with its own rails; even this road serves the lower city by carfloat. On the piers and at the bulkheads, the trucks lack space. They crowd together in cross-movements to make deliveries or to take freight. The accompanying charts and exhibits indicate in some measure the congestion of trucks in the streets and the degree of relief which might be afforded by inland terminals.

Yet it cannot be gainsaid that the transportation of high-class package freight from the interior of the country to the shipper on Manhattan, or vice versa, is, as a rule, conducted with machine-like precision. A radical change in method of operation, such as is needed at this port, requires very carefully laid plans if this transportation machine is to function efficiently and afford the service demanded.

After exhaustive studies for upward of a year, the engineering and technical staff has concluded that the pressure of traffic on the streets and waterfront of Manhattan can be largely reduced by erecting a system of universal inland terminal stations. It is planned that this system, with each station occupying a city block, shall be established in traffic zones, and should materially lessen congestion on the streets, thereby making for freer conduct of the City's industrial activities. It is designed to save millions of dollars in trucking effort alone, exclusive of the saving possible in the delivery of Manhattan's vast daily food supplies of perishables.

Such a system seeks largely to take the mass movement of trucks from the avenues, the mercantile and manufac-

turing industries on Manhattan sending their trucks only a few blocks east and west, to and from the new stations. There a system of universal and speedy transfer to all trunk-line terminals can be supplemented under this plan by deliveries and "pick-ups" at the store doors.

Moreover, merchants and manufacturers can take space in the terminal buildings, thus dispensing altogether with haulage of incoming and outgoing freight. Cross-movements can be made to cease. Trucks can be loaded to capacity. The distance of each haul can be shortened. The delays at the railroad stations can be relieved. The waterfront of Manhattan and New Jersey, now occupied by the railroads, can be released for the development of steamship terminals.

On this plan, all phases of the study relating to commercial practices, the present crowded traffic of Manhattan streets and the extent to which the congestion might be relieved have been completed. The staff has analyzed the volume of freight received and dispatched by some 15,000 Manhattan business concerns. It has ascertained the average size of shipments made, inward and outward, by rail, as well as the total volume of the business handled, and how often shipments are made and freight received. In each instance, the time of day when freight is delivered to the rail carrier or removed from the carrier's station was determined; also, how many rail lines the average shipper uses each day; the number of pounds dispatched on a truck from the warehouse or store door; the difference in time and cost involved in making each truck delivery or "pick-up." This requires, further, going into all phases of the operation, such as time used in loading a truck, traversing the streets, waiting at railroad stations and unloading; how much the carriers' stations are used for storage beyond the day the freight is ready for delivery; what part is delivered the second day, the third day, the fourth day, and so on, were elements of the search.

The plan divides the Island of Manhattan into zones of density of freight traffic, extending between the North and

East Rivers. From these studies and the investigations detailed above, were evolved the chart accompanying this report, which shows the areas of traffic density, and the companion chart showing how the congestion would be relieved under operations similar to those to be expected from the inland terminal system proposed.

Previous reports have outlined this plan for relief which is embodied in the statutes, its main features being those of universal inland freight stations situated back of the waterfront on the west side of Manhattan; these to be served, at first, by motor trucks and containers, operating between the inland stations and the "break-bulk" or transfer platforms at the railheads and terminals in New Jersey, the Bronx and Upper Manhattan.

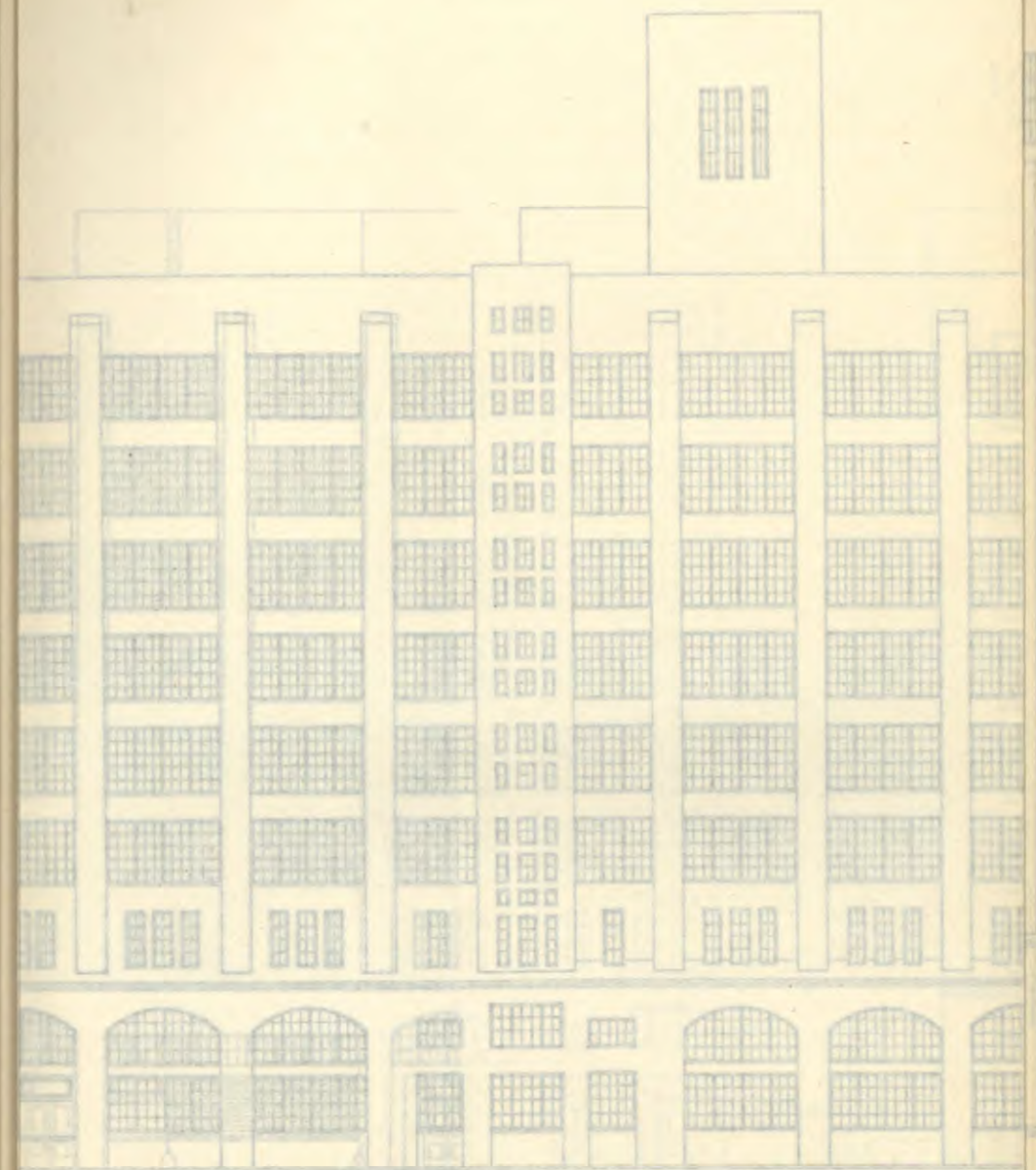
The staff has concluded that no plan that would move standard freight cars onto Manhattan Island from all the railroad carriers serving the City will be economically practicable. It concludes that the problem can be solved only by two radical changes in present methods of operation, as follows:

1. That all freight in packages be stopped at the railheads, there to be unloaded from the cars into container truck bodies for transport to Manhattan.

2. That there must be universal freight stations; that is, stations open for the receipt of freight routed via any railroad, and provided with adequate platform area, properly served by driveways and means of ingress and egress: these stations to be located strategically with respect to density of freight traffic.

In order that such inland terminal freight stations may be economically practicable, their design must include a sufficient number of stories above the basement and ground floor for warehousing, industrial and wholesale usage. The basement and ground floor would comprise the freight terminal.

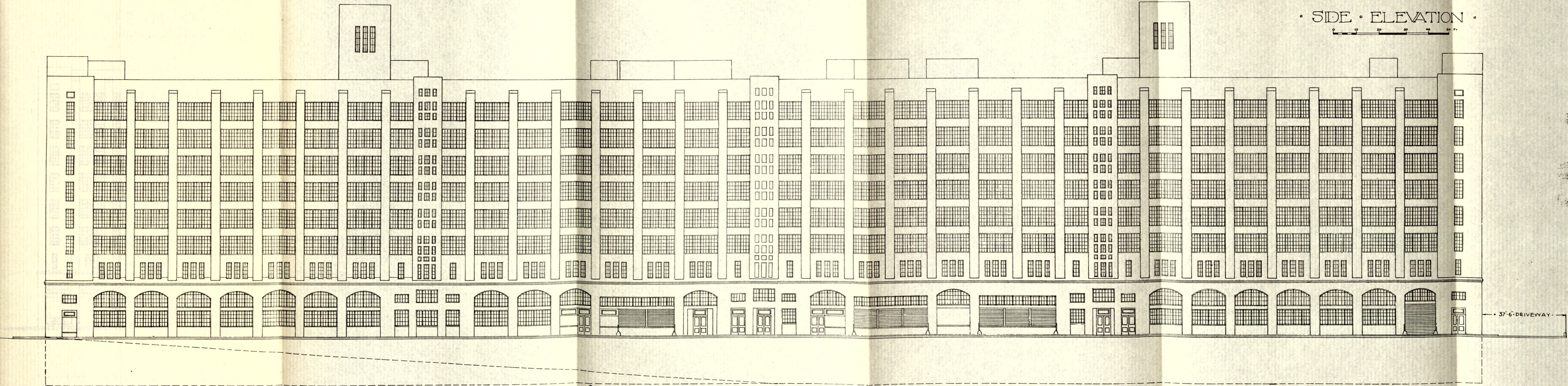
These buildings, designed for rental to industries and for freight transfer, would provide two freight handling platforms apiece, each approximately 60,000 square feet



Side elevation of a station

Exhibit 1

• SIDE • ELEVATION •
0 10 20 30 40 50 ft.

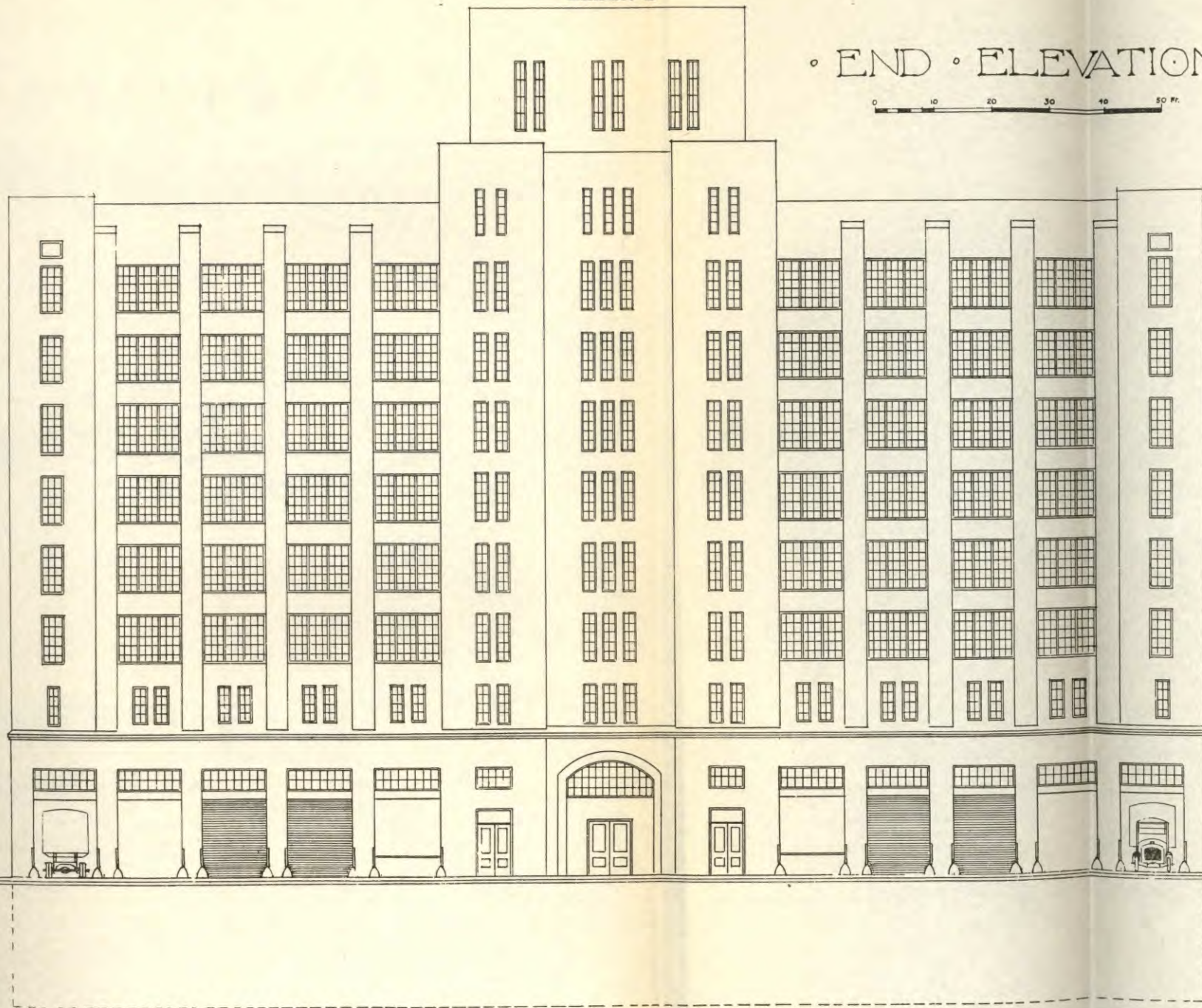


Side elevation of a suggested inland universal freight station and industrial building.

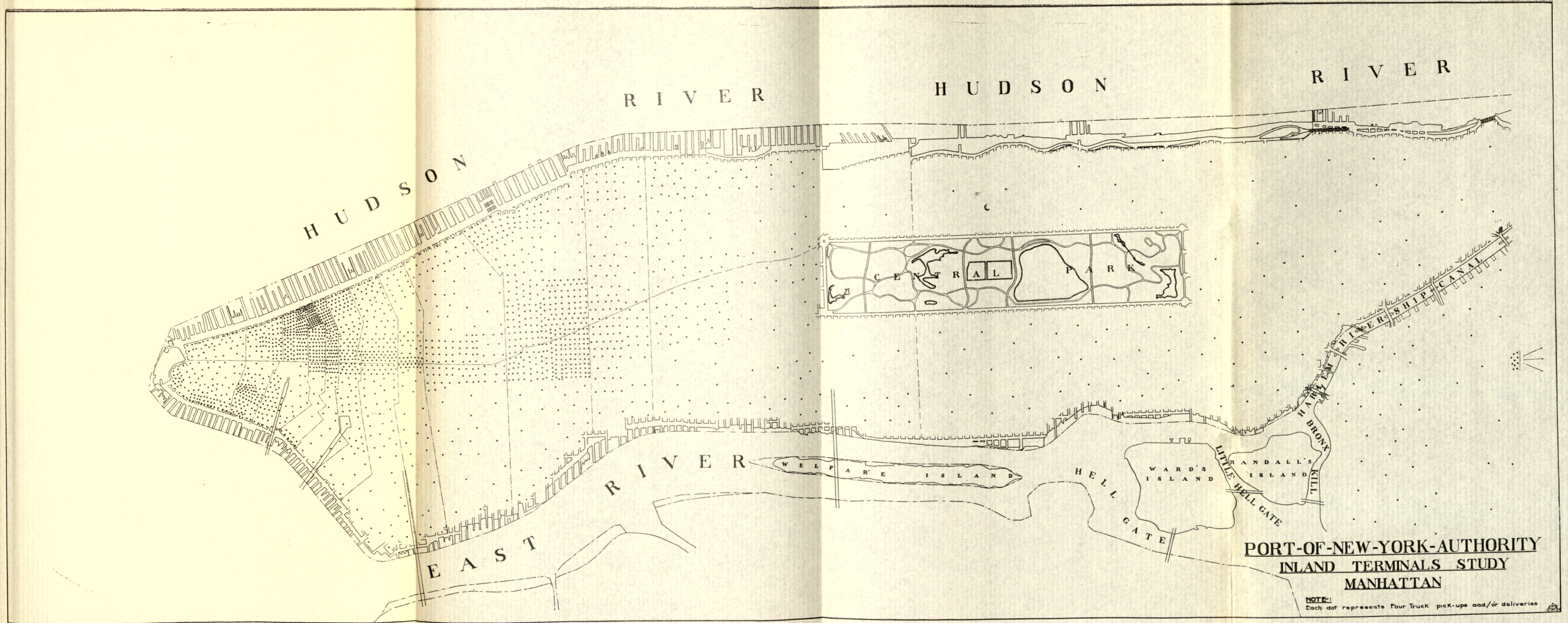
Exhibit 2

° END ° ELEVATION °

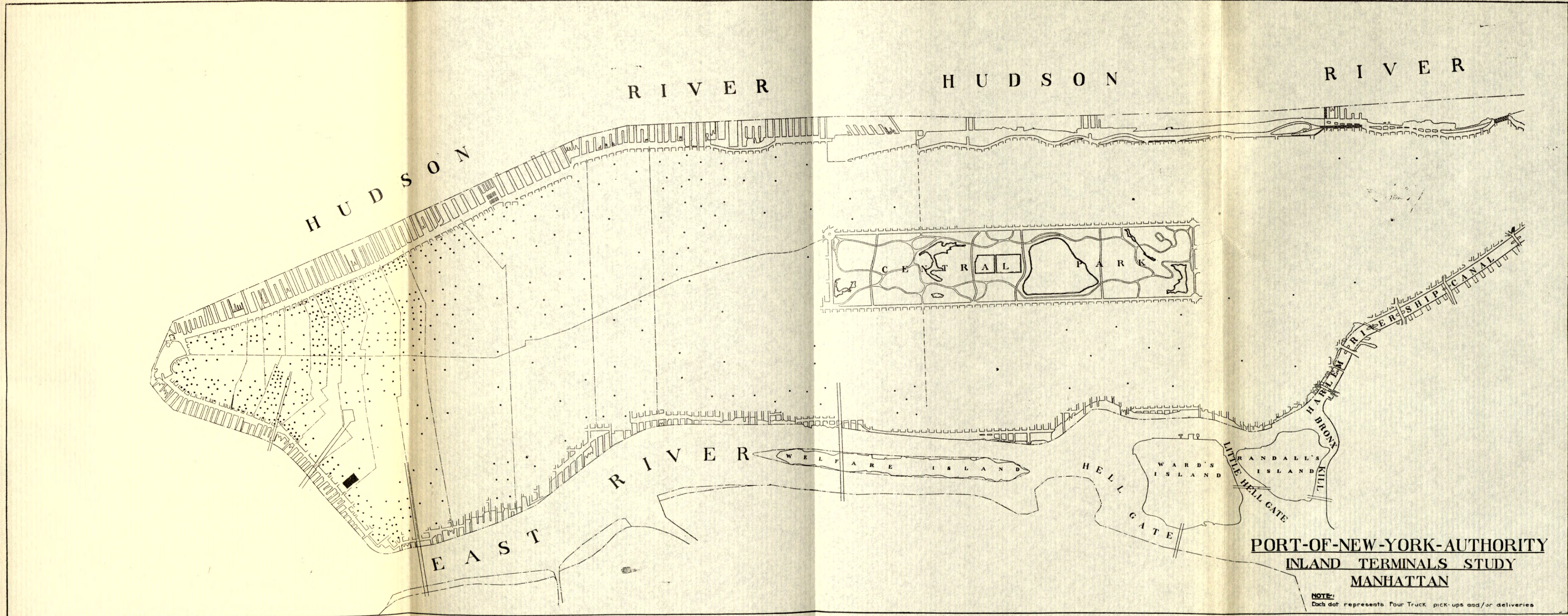
0 10 20 30 40 50 Ft.



End elevation of a suggested inland universal freight station and industrial building.

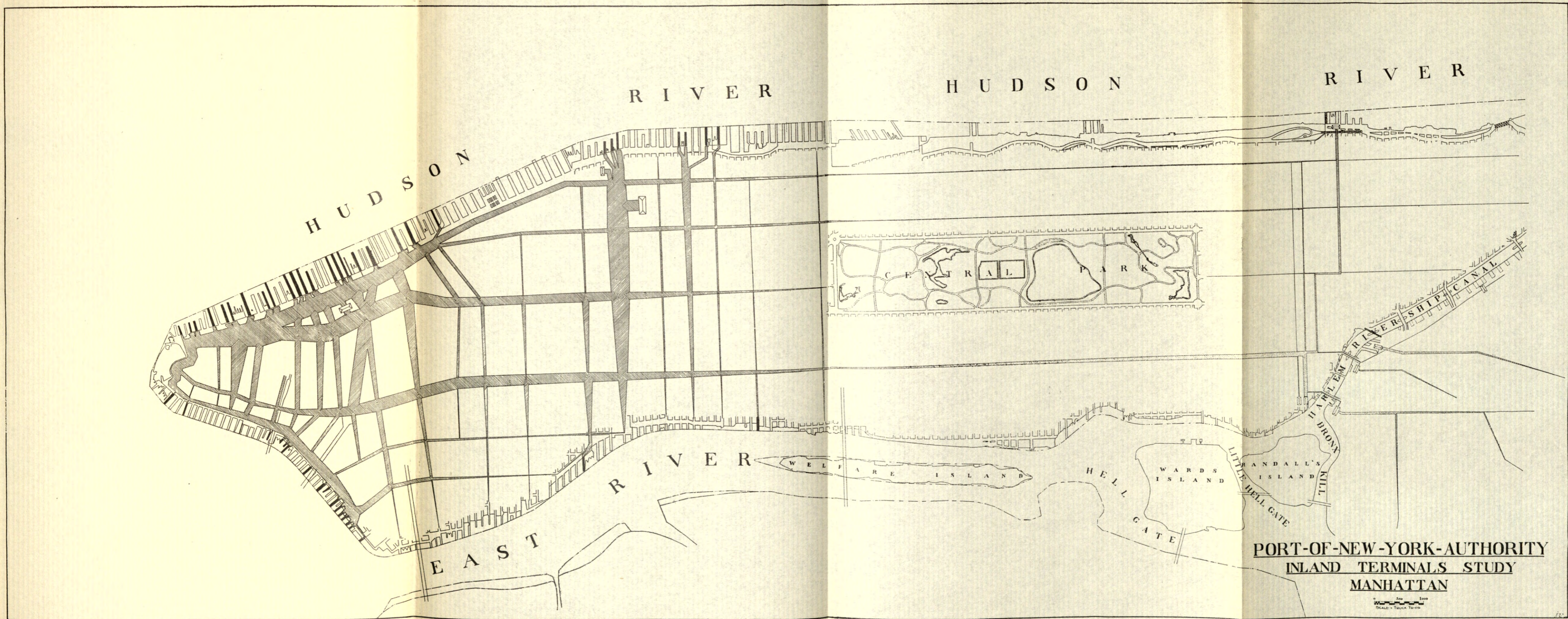


Origin and destination of one day's less-than-carload railroad package freight. Each dot represents four pickups and/or deliveries of railroad package freight moved in less-than-carload lots. During the one day's period of observation 7,676 trucks picked up or delivered less-than-carload freight in the vicinity of those points indicated by the dots.

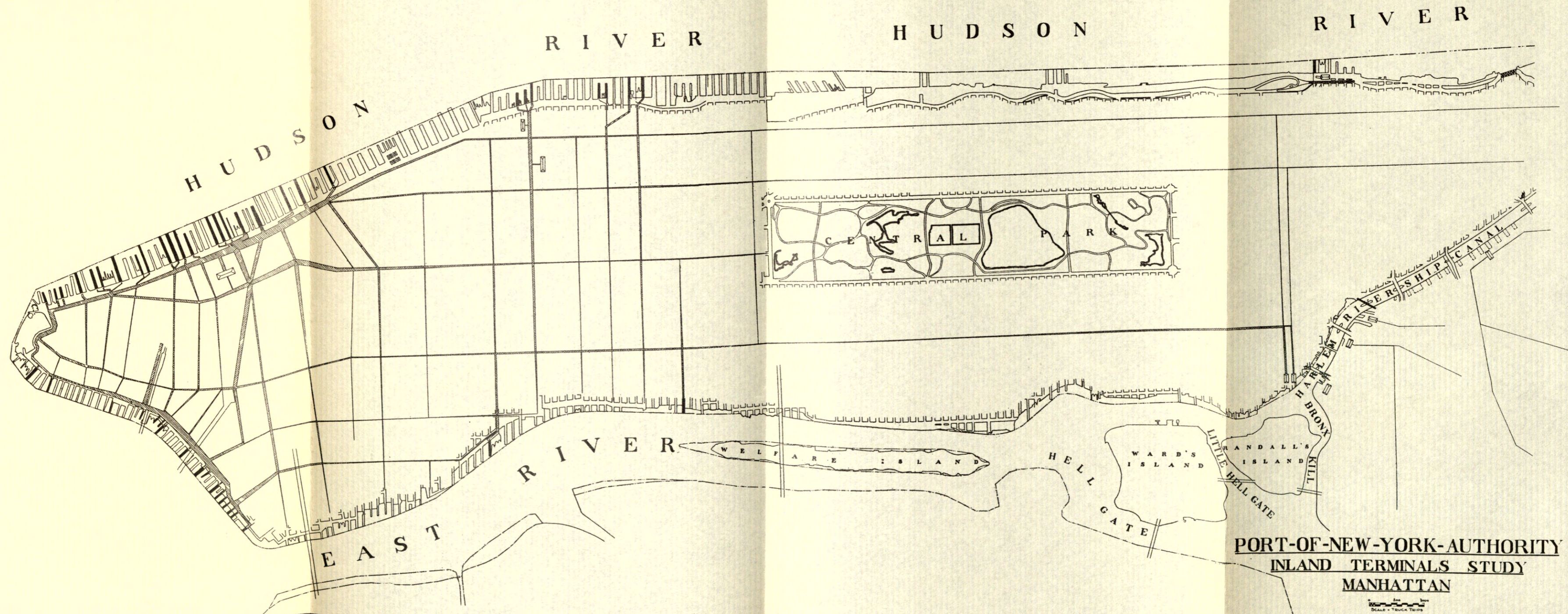


Origin and destination of one day's carload railroad package freight.

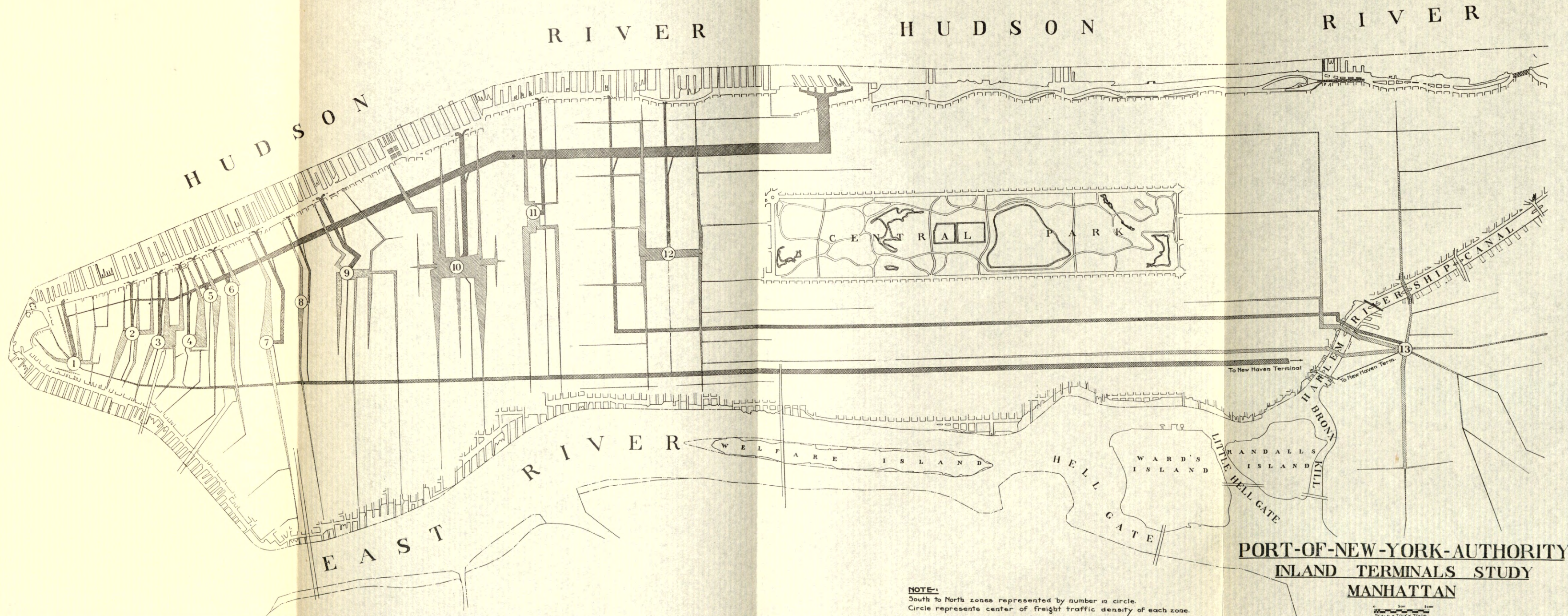
Each dot represents four pickups and/or deliveries of freight moving in carload lots. During the one day's observation 2,175 trucks picked up or delivered freight in the vicinity of those points indicated by the dots.



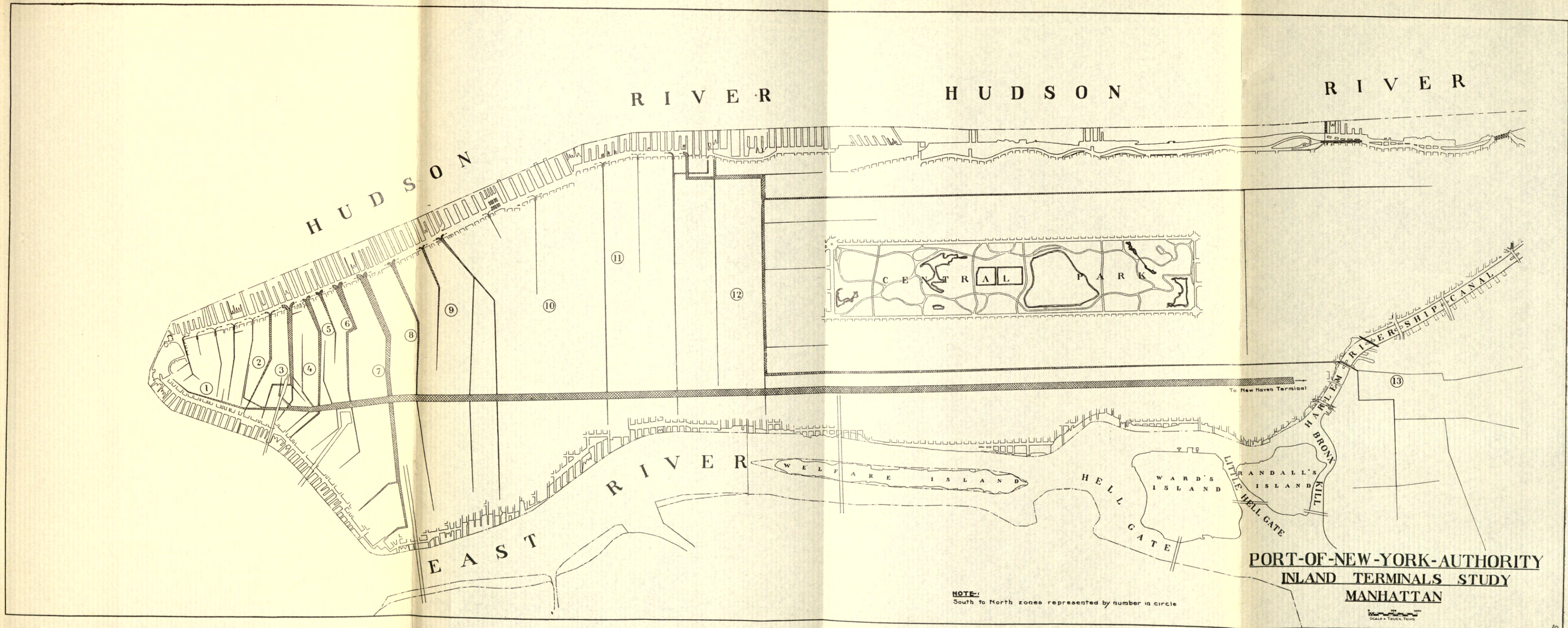
Truck traffic under existing conditions occasioned by the movement of one day's less-than-carload railroad package freight. The hatched bands represent the number of truck trips made between all points of origin and destination and railroad pier stations during the one day's observation. This chart indicates centers of congestion on surface of the city streets. It is significant that of the total volume of railroad traffic, only one-half of which moves in less-than-carload lots, more than three-quarters of the trucking effort, measured in miles and hours, was consumed by the handling of less-than-carload traffic.



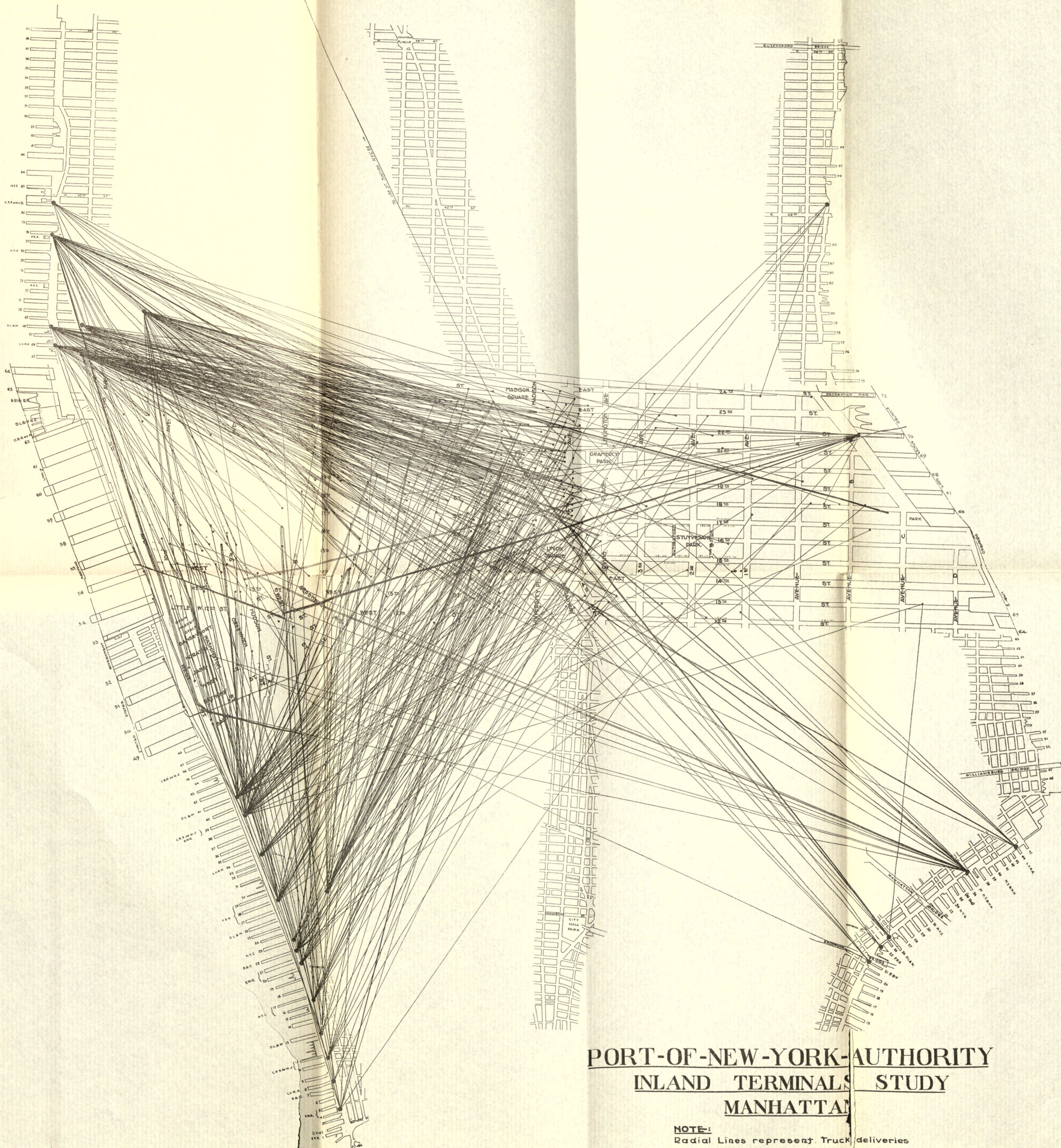
Truck traffic under existing conditions occasioned by the movement of one day's carload railroad package freight. The hatched bands represent the number of truck trips made between all points of origin and destination and railroad pier stations during the one day's observation. Approximately one-half of the railroad freight moving onto or from Manhattan moves in carload lots. A comparison of this Chart with Chart 3 will show the extent to which truck congestion on Manhattan is occasioned by the handling of less-than-carload package freight.



Truck traffic under proposed inland terminal plan which would be occasioned by the movement of one day's less-than-carload railroad package freight. This chart is a companion to Chart 3 and indicates the extent to which truck congestion on the surface of the city streets might be relieved were there in operation a plan similar to that providing for inland terminals and motor truck operation between these stations and break-bulk stations at rail termini. Trucking effort would be reduced to less than half of its present volume. The bands of single hatching indicate trucking effort incident to the collection and distribution of that freight in the zone which would move over platform of inland terminal. The bands of double hatching indicate the movement of container lots of freight enroute to and from the rail termini. The bands of double hatching, representative of the volume of container lot trucking to and from rail terminus of the New York, New Haven & Hartford Railroad in the Bronx, shows movement over the city streets only by way of illustration as the containers might be moved to and from a point in the lower part of the city by a type of craft operating along the East River.



Truck traffic under the proposed inland terminal plan that would be occasioned by the movement of one day's carload railroad package freight. This chart indicates the manner in which freight moving in carload lots might avoid (by-pass) the inland terminal station, being handled direct between store door or warehouse and rail termini. Carload freight of the New York Central now being handled at that company's team track yards has been excluded as has all freight being handled at Manhattan team track yards of other carriers.

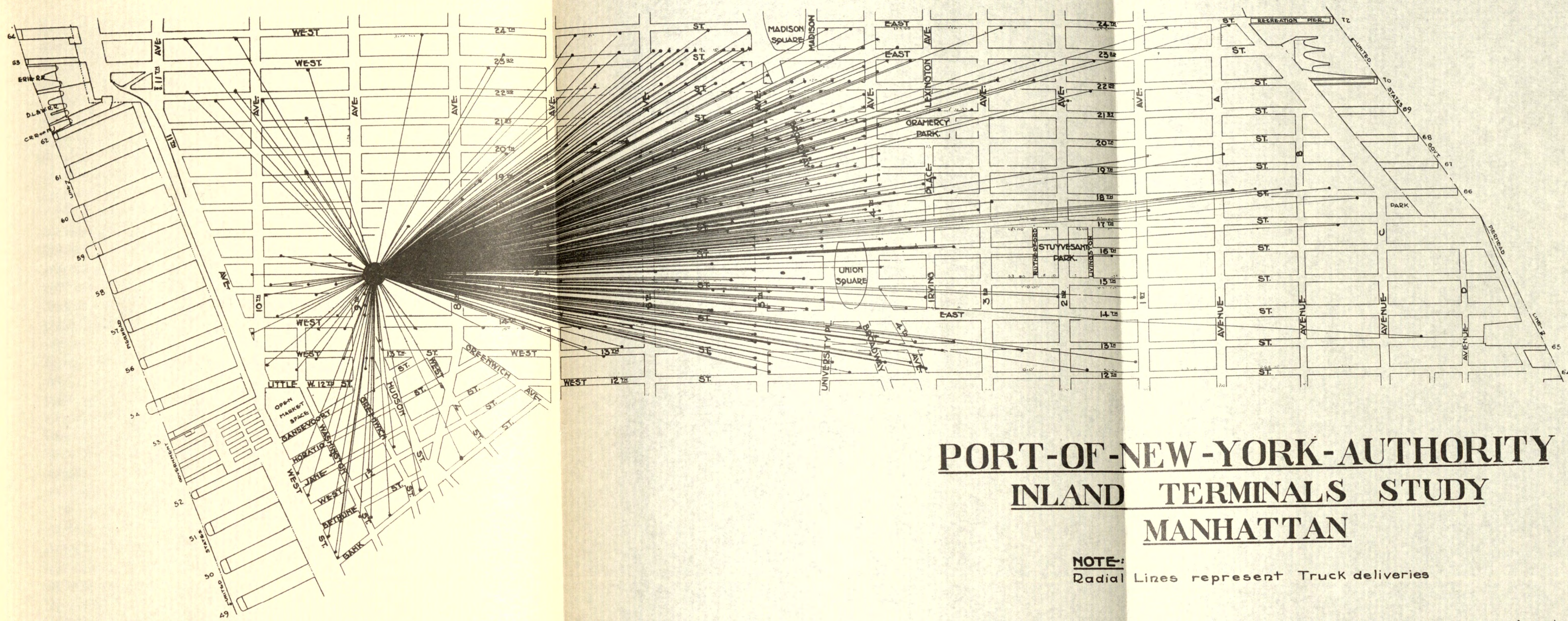


**PORT-OF-NEW-YORK-AUTHORITY
INLAND TERMINALS STUDY
MANHATTAN**

NOTE:
Radial Lines represent Truck deliveries

Truck traffic under existing conditions occasioned by the movement of one day's railroad package freight outbound from Zone 10. This chart indicates truck trips made during the one day's period of observation in delivering outbound freight from shippers' doors to railroad pier stations. Only the freight moving out of Zone 10—that territory bounded by the East and North Rivers and 12th and 24th streets—is represented. The chart affords an idea of the cross movement necessary in the distribution of railroad freight under present methods of operation. It will be observed that during the period of observation truck deliveries were made to 27 railroad pier stations scattered along the east and west waterfronts of the city.

Chart 8



PORT-OF-NEW-YORK-AUTHORITY
INLAND TERMINALS STUDY
MANHATTAN

NOTE:
 Radial Lines represent Truck deliveries

Truck traffic under proposed inland terminal plan which would be required to handle one day's movement of railroad package freight to inland terminal serving Zone 10. This chart is a companion to Chart 7 and indicates the manner in which trucking effort of shippers would be reduced under the inland station plan. It will be observed that there would be a material saving in both distance and time and that cross movement would be eliminated. The movement would be confined to a single station provided with adequate street access and platform capacity to avoid delays to trucks. Only the saving in that cross movement would be eliminated. However, the saving in cross movement, and distance of haul in the handling of inbound freight would be practically the same. Graphics of the inbound movement are practically identical with the charts here presented showing outbound movement.

of carfloats with the various classes of traffic; the consolidation of carlots within the port district on transfer platforms, and the hours of the day at which freight is received for dispatching or is unloaded onto the pier floor for delivery.

Certain phases of this part of the study await completion, viz: the hours of day or night at which freight is received in through trains at the railheads, and dispatched therefrom; location of feasible and economical sites for break-bulk stations on the New Jersey side; and the amount of new capital expenditure required to provide these stations. A more detailed proof of costs to the carriers is necessary, comparing the proposed plan with the present plan of operations. Such progress has been made, however, that to the engineering staff it would appear probable that financial economies will accrue to the carriers by reason not only of out-of-pocket savings, but in various and indirect ways.

The staff has also had the cooperation of the experts of several agencies other than the railroads in determining the practicability and cost of handling freight by motor-truck containers from inland stations to rail termini.

The work of planning has been largely done. Conferences with shippers, receivers, the railroads and transportation companies are actively in progress. Nevertheless, because of these conferences and of hearings yet to be held on the economic practicability of establishing these freight stations, the Commissions of the Port Authority have not yet approved the plans presented with such a wealth of detail by its staff.

This principle of inland universal freight stations is embodied in the Comprehensive Plan which the Port Authority is under mandate to carry out as rapidly as is economically practicable. To this end, it will duly call hearings for open and public discussion of this measure, for the relief of the waterfront, the streets, the industries and the railroads of the Port District.

Toward Unifying Harbor Transport Fleets—The Companies' Cooperation

Floats bearing sections of freight trains and shunted by tugs; lighters and barges laden or empty, passing between the railheads of the trunk line systems on the mainland and the cities and boroughs of the Port District spread, fanwise, their complicated operations over the Harbor. From 24 terminals of the trunk-line carriers, this continual and costly competition of services radiates to some 70 carfloat stations, 150 steamship piers, and more than 100 public and private docks along the 350 miles of developed waterfront.

The railroad companies who maintain expensive individual fleets, numbering in all some 1750 craft that serve the Harbor's commerce, are anxious to reduce them. As stated earlier in this report, these companies have shared dollar for dollar with the Port Authority in the expense incidental to gathering the facts of this carfloat and lighterage situation, and as a result, the figures of several hundred thousand Harbor movements are being analyzed. When the costs and wastes are determined, severally and collectively, from the accounts of the various carriers, there will be a sound basis for determining how far it is economically practicable to unify all Harbor railroad services under a single management for the benefit of all concerned. These operations are to be modernized.

At present, nine competing trunk lines and four terminal companies make these water deliveries for metropolitan carriage and supply. Committees of executives of the railroads and steamship companies have worked heartily with the staff of the Port Authority to compile the data it is analyzing. These data include every class of goods moved between the terminals of each railroad system and to and from terminals of each steamship and private pier, with daily and seasonal fluctuations noted.

Besides the record of volume of all railroad traffic on the Harbor for the calendar year 1923, an intensive study for the month of October, 1924, registers the working of every unit of floatage and lighterage for each railroad.

Every float, every lighter, every tugboat has its hourly log, which tells when it was idle, when it was running light, and when it was doing real work. The empty boats being shifted around the Harbor and the tugs that steamed along without tows were "spotted." The study disclosed where two services were done that might better be one. The average of part loads carried by the Harbor fleets stands revealed against the volume of traffic for the year. The analysis will yield, also, the standard unit of time needed for the dispatch of each piece of equipment on its particular mission.

The intensive October study includes not only the volume, but the kind of goods carried by each lighter serving steamships. Exporters will learn how little time is available to forward their freight after it arrives in port. The operating managers will learn their time allowances for delivery to steamships within "permit" and "sailing" dates. A boat ordered for a specific service has a time-limit for doing it, which may be changed. Operators will learn how long goods have to be held undelivered, how shipments are split for more deliveries than one, and what these services cost.

Moreover, this October study extends to every steamship pier. It shows how far the piers and ship terminals are glutted with lighters that impede loading and unloading, independent lighters and railroad lighters dodging and blocking each other, and the craft of several trunk lines hitching at the same pier on the same day. It shows how "permit time" is abused, and how boats lie idle at terminals. It figures the cost to the steamship companies for nosing the lighters out of the way with tugs.

Then there is a record for all carriers of costs in owning, working and keeping serviceable each unit of their marine equipment. There are costs per ton for handling the different commodities by different classes of equipment, and the cost of towing.

In the labor of determining wastes and confusion through lack of system and of modern methods, for which no carrier singly is to be blamed, all of them helped. Both

the railroads and the steamship companies have filled out the forms, they have followed the instructions prepared by the Port Authority Staff. During the test month of October the Staff had its force of inspectors on all waterfronts, checking the operations. The cooperation of the carriers in this investigation is as notable as that in the work leading to the unification of Belt Line No. 13.

Congestion of Passenger Traffic

While the Port Authority has no mandate to solve the distressing passenger traffic problems of the Metropolitan district, it realizes that these are intimately bound up with its own problems of coordinating the means for transshipment of goods. The late A. H. Smith, president of the New York Central Railroad, prophesied future calamity in New York unless the passenger traffic can be separated from the freight traffic, with added facilities for both. While hundreds of millions of dollars have been spent in urban rapid transit during the past decade, no commensurate amounts have been expended on suburban rapid transit, and the commuter has reached the limit of his endurance where the trunk lines leading into New York City are incapable of handling both suburban and through traffic. The passenger service of every railroad in the Port District is taxed to its limit by the requirements of this service. There is barely room during the rush hours for the trains carrying freight because of the commuter service, while passengers and freight must both necessarily move during these hours. For example, on Belt Line No. 13, all trains entering or leaving the Weehawken yard of the West Shore Railroad pass over a track crossed by 120 conflicting passenger movements daily.

Because of these traffic conditions and the interrelationship of freight and passenger traffic, a committee of the Port Authority met the Transit Commission of New York on May 8th, to discuss the transit studies particularly with reference to "commuter traffic," made by Daniel L. Turner, Consulting Engineer of that body. On these studies Mr. Turner has been working with the North

Jersey Rapid Transit Commission and the Westchester Transit Commission, which were represented at this informal hearing. The Mayors of New Rochelle, Stamford, Englewood, Yonkers and Tarrytown attended, as well as a representative of the Board of Freeholders of Bergen County, New Jersey.

Committees were appointed at this meeting to study every phase of Mr. Turner's comprehensive plan, from engineering to finance, the latter subject proving especially difficult. The Committee of the Port Authority, which was already in being, has cooperated especially with the North Jersey Rapid Transit Commission, to which it has transmitted the information in its files, with the view of maintaining harmony and avoiding duplication of effort.

Hoboken Shore Line

The Hoboken Manufacturers' Railroad, otherwise known as the Hoboken Shore Line, is part of Marginal Belt Line No. 13, extending along the westerly side of the Hudson River, and connects through the Erie Railroad with the Jersey Junction and National Docks and Erie Terminals Railroad.

This railroad at Hoboken, together with the piers formerly owned by the Hamburg-American and North German Lloyd Companies, now held by the Shipping Board, forms the most important direct rail-to-steamship communication at the Port of New York now in public hands. The Port Authority maintains that it should be kept in public hands, it does not insist that the Port Authority become the owner. It has urged upon the President, as a matter of national policy, the advantage of retaining and organizing all such waterfront facilities, in whatever ports, for the creation of belt lines giving shippers connections between all trunk railroads and all port terminals.

The United States Shipping Board held a public hearing at New York on January 28, 1922, at which it was suggested by Commissioner Lissner, presiding, and by the mayor and corporation counsel of Hoboken that the bill then pending in Congress authorizing the transfer of stock

of the Hoboken Shore Line Railroad to the Shipping Board should not be pressed, in order to see "whether or not some satisfactory arrangement can be made for the Port Authority to take over this railroad as a part of its general scheme," and until this body should have time to develop its program. As a consequence the War Department and the Shipping Board ceased to urge the passage of this bill.

But after a proceeding had been instituted before the Interstate Commerce Commission and the Port Authority to compel the unification and operation of Belt Line No. 13, this body was loath to commit itself to taking over the Hoboken Shore Line Railroad; pending the termination of this proceeding it asked the Secretary of War to defer any disposition of the road, and this he promised to do.

Shortly thereafter the Delaware, Lackawanna & Western Railroad made an offer to the Secretary of War of \$1,000,000 in cash for the railroad, which was not accepted. After the hearings had terminated and the railroad had agreed to a joint operation and usage of Belt Line No. 13, the Port Authority, in view of the fact that there appeared at that time to be no other public agency to take over the railroad, decided it should do so.

At a conference with the President and Secretary of War at the White House on December 15, Secretary Weeks definitely stated, if legislation now pending in Congress permitting the transfer shall be passed during the present session, that he will accept the proposal of the Port Authority made October 24, 1923, and renewed August 25, 1924, to take its bonds in exchange for stock of the Hoboken Shore Line Railroad, covering the railroad, its waterfront property and other assets. The offer of the Port Authority to the Secretary of War was substantially as follows: The Port Authority to pay to the War Department \$1,000,000 of its 30-year 4 per cent gold bonds, in exchange for which it was to receive the lease, physical properties and equipment of the railroad, including the waterfront properties, exclusive of the back lands; in addition, it proposed to pay for materials and supplies on

hand at the time of transfer, the bonds of the same description for the amount of the inventory thereof, and for cash on hand at the time of transfer (estimated as of August 31, 1923, at \$109,549.00) bonds of the same description in such principal amounts as, at 4 per cent interest, would be the equivalent of 4½ per cent return upon the actual cash.

In making this proposal the Port Authority realized, and it still realizes, that the offer was not warranted on the basis of treating the Hoboken Shore Line as a business proposition. The income and earning capacity of the road during its entire existence would not justify the price of \$1,000,000 which constituted the terms of sale. The larger justification for the purchase is to be found in the fact that there is no other public agency that will make it, and we believe that property of such potential value to the shippers and receivers of this Port should not be allowed to go into private hands. There is every indication that until such time as this property can be made to fit in with the future requirements of the Port, there will be a substantial annual deficit. But if, as we hope, this road is operated in conjunction with Belt Line 13, we are credibly informed that it should then be self-sustaining.

The United States Shipping Board has requested that the Hoboken Shore Line Railroad be transferred to its possession. The Port Authority is in hearty accord with this request; it suggests, as alternatives, the acquirement of the terminal railroad and piers by the City of Hoboken, by the State of New Jersey, or by the Port Authority in its bi-State and Federal capacity, in order to develop a modern combined ocean-and-rail steamship terminus, under public control, and to prevent the development at this point of a private and exclusive terminal which would add to the mounting costs of doing business at New York. The Port Authority holds that this part of the deep-water frontage of the Port is essential to public control, both in time of war and for purposes of commerce.

The Port Authority was created by the States of New York and New Jersey and the Congress for the very pur-

pose of organizing all such waterfront facilities in the public interest.

Its representations to President Coolidge and Secretary Weeks are in accord with the views of the War Department's Board of Engineers for Rivers and Harbors, working in conjunction with the Bureau of Research of the United States Shipping Board. They are in harmony, also, with the declared policy of the Shipping Board and with that board's request for a transfer of the railroad in question to its ownership. A bill sponsored by Senator Wadsworth and Representative Mills, passed by the Senate during the last session and reported favorably from the House Committee on Military Affairs, is pending; it authorizes the Secretary of War to transfer the entire property to the Port Authority, as specified above.

This Commission is willing to forego such disposition of the property in favor of the Shipping Board or any other public agency. But in maintaining that retention of the property in public hands is essential, the Port Authority appreciates the situation of the City of Hoboken, which has suffered loss of its tax receipts since the Federal government took over the piers. The question of taxation of property which might be taken permanently by the Port Authority from the tax ratables of a community is dealt with elsewhere in this report. Incidentally, it may be observed that the development of Hoboken's waterfront by the Port Authority would greatly enhance the ratable values in that city. Further, on grounds of law and public policy, it should be noted that the House Committee on Military Affairs said in its report:

"We concur in the views of the Senate Committee on Military Affairs that in the interest of the people generally; this railroad should be turned over to the Port Authority, as the natural public agency for the purpose of operating it in the public interest, and that it should not go into private hands, where it might be operated in conflict with the Comprehensive Plan for development of the Port."

If this should be the will of Congress, the Port Authority will discharge conscientiously the duties which it involves.

Concerning the national issue which has been raised, that of the public retention of valuable waterfronts of the Nation's ports, both for the sake of the National defense and of a universal transportation service, the Port Authority has recommended that the President direct the holding of a conference between representatives of the United States Shipping Board, the Secretary of War, the Secretary of Commerce, representatives of the City of Hoboken and the Port Authority, together with such others as the President may select, in order that the whole problem may be dealt with in its various aspects.

High Distributing Costs for Food Stuffs

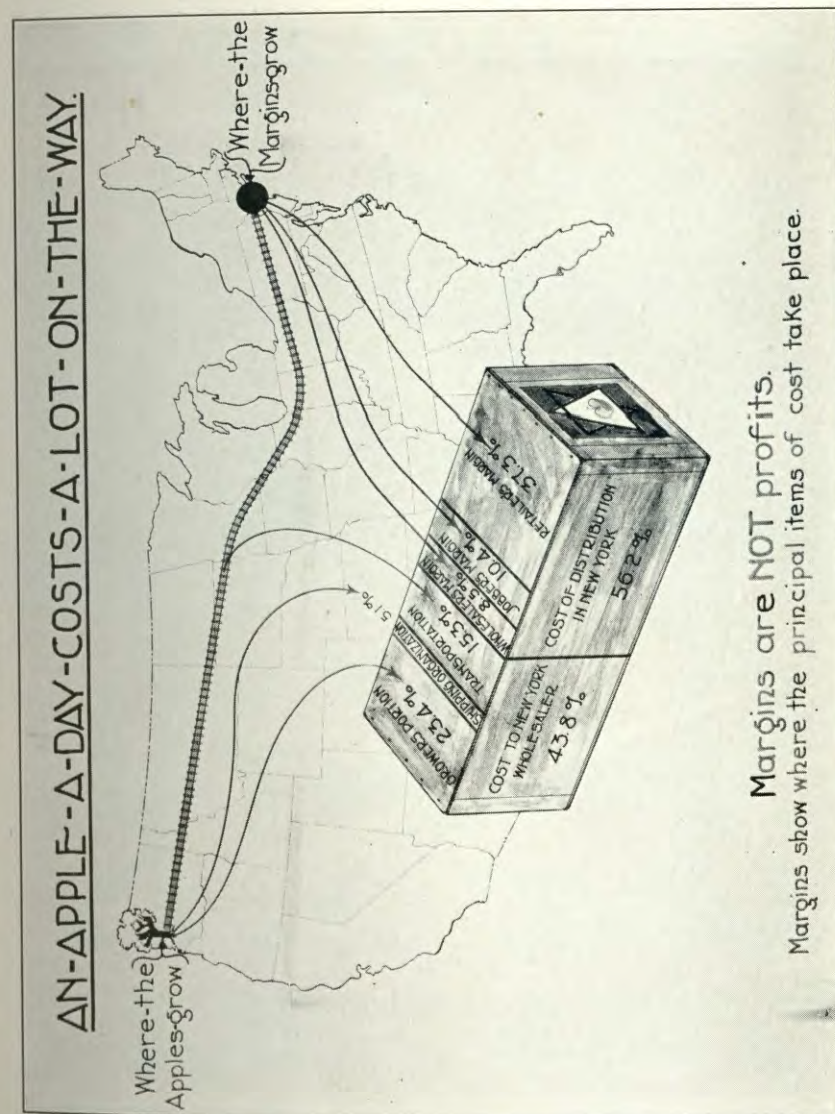
When owners of apple orchards in the State of Washington grow and ship their crops 3,000 miles for less than half the price charged for them to consumers in New York, it makes manifest one thing—methods of distribution, particularly retailing, in the Port District, are too costly. These methods must be changed.

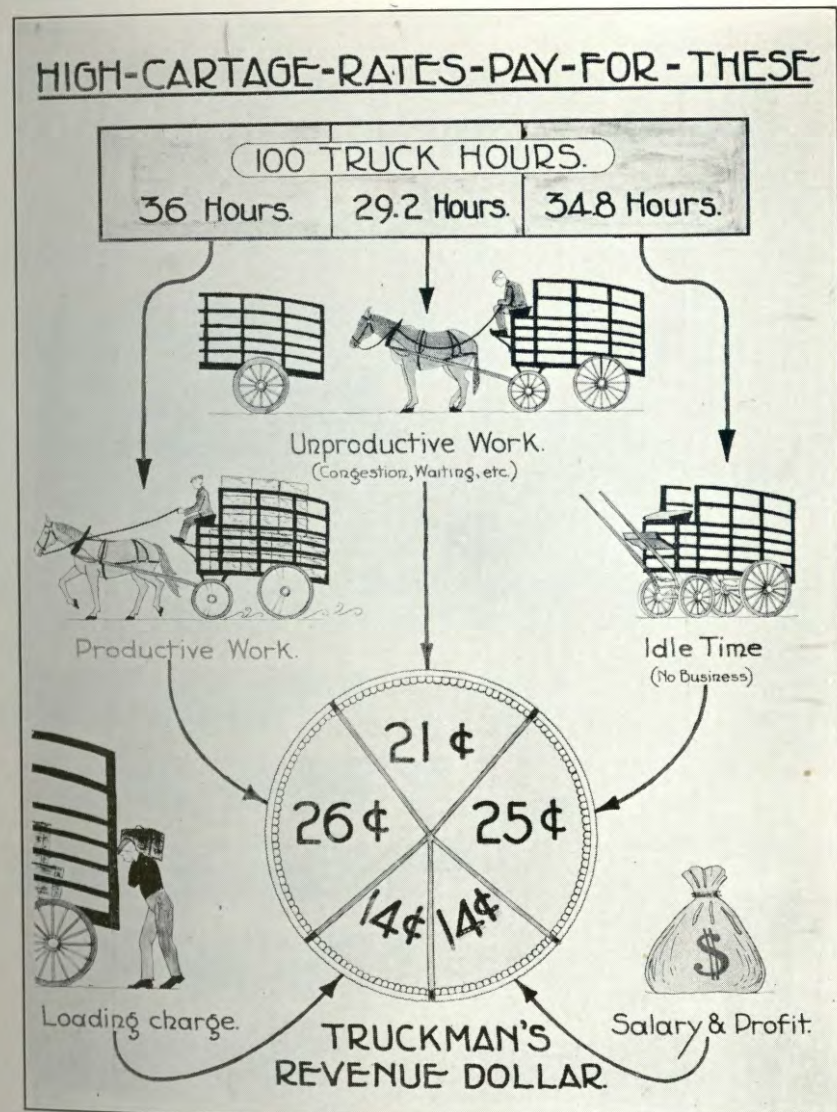
The market survey charts accompanying this report, prepared by the Research Staff, jointly maintained by the Port Authority and the Federal Bureau of Agricultural Economics, throw further light on the cost of food distribution at New York. Shippers and receivers and the railroad carriers are equally interested with the consumers in the fact that out of every dollar paid a truckman, 25 cents is for idle time, 21 cents is for the useless work of waiting in line at crowded pier stations or on congested streets, 14 cents for loading, and only 26 cents for productive effort. The fact that the truckman gets only 14 cents salary and profit out of his dollar, indicates clearly that nobody benefits by the antiquated delivery system in the metropolitan area.

Such considerations, together with suggestions of better ways of making deliveries to and from the primary and secondary markets of the Port District, are discussed at length in the following studies made by the Research Staff:

- A Study of Dealer's Margins on Fruits and Vegetables.
- Produce Cartage Rates and Trucking Costs.
- Measuring the Melon Market

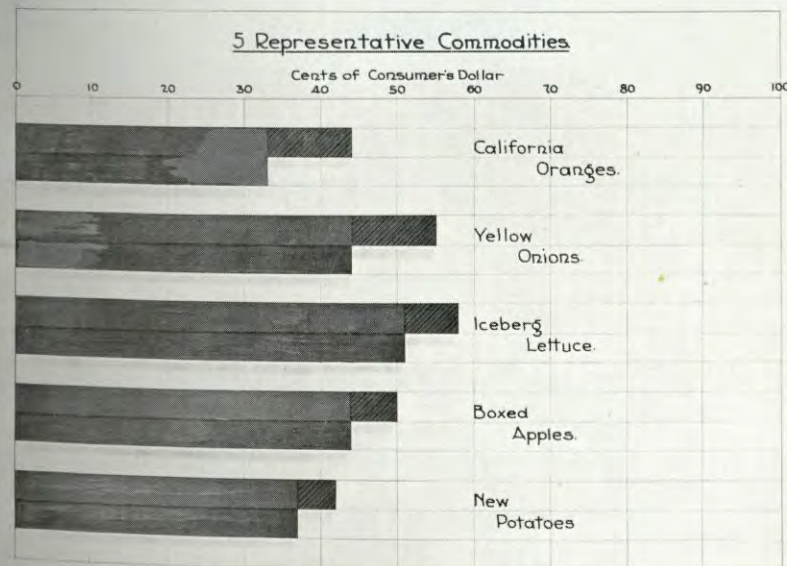
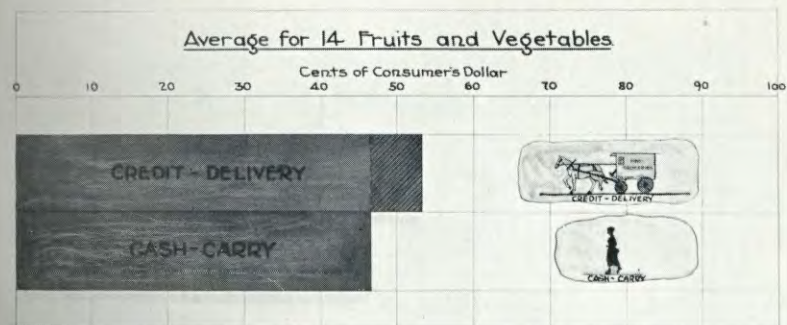
MARKET SURVEY CHART—PORT OF NEW YORK AUTHORITY AND FEDERAL BUREAU OF AGRICULTURAL ECONOMICS.





Nearly Half of the Dollars Paid the Truckman is for Enforced Idleness and Unproductive Work Caused by Congestion.

CONSUMERS-PAY-FOR CREDIT-AND-DELIVERY-SERVICE.



It Costs Less to Pay Cash and Carry Home Your Own Fruits and Vegetables.

TERMINAL-HANDLING-COSTS
ARE-NOT-ALL

When all the fixed costs of handling
within the Terminal Area are
added together

The Railroad switching



The Floating and Station Handling



The Assortment and Loading.



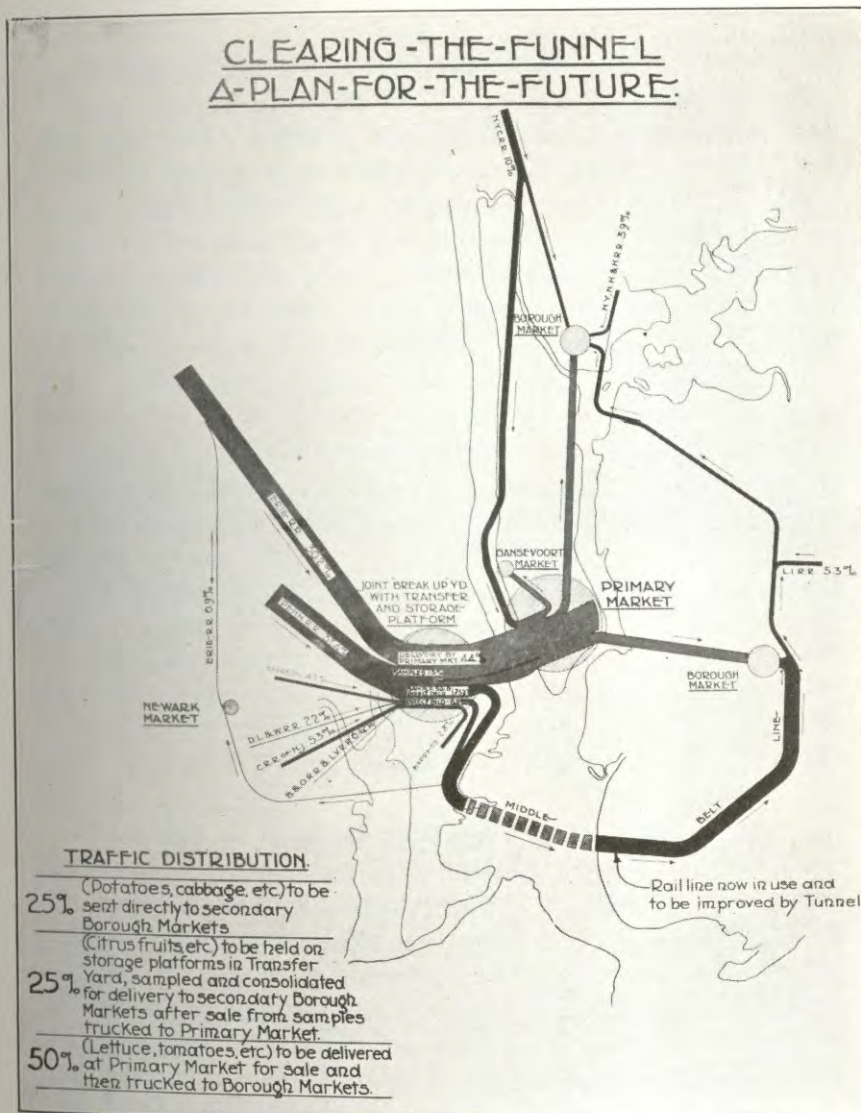
The Trucking from Pier to Jobbing
Market and then to the Retailer.



The sum is less than 10%
of the Retail Price

There are other Costs.

Cost of Handling Fruits and Vegetables at New York Terminal is but One-Tenth
of Retail Price.



A More Economical Way of Marketing Fruits and Vegetables.

Forecasting the Supply and Price of Lettuce.
The New York City Pushcart Markets.
A Study of the Hotel Supply Trade in Fruits and
Vegetables.

Jobbing Markets of Brooklyn and Queens.

Two studies included in the year's program indicate that gluts and scarcity, violent price changes, rejections, financial loss and physical waste of goods can be done away with by furnishing reasonably exact advice to shippers and carriers as to the maximum and minimum supplies of perishables which should be forwarded. For some commodities, at least, calculation of day-to-day needs of the New York market is possible in advance. The present poor adjustment of supply to demand is alarmingly evident in the case of such perishables as southern lettuce and cabbage, strawberries, peaches, and watermelons, as well as of other perishables. A sample loss was that of a freight deficit of \$37,000 on 141 rejected cars of southern lettuce during 1923.

The women's organizations, both in New York and New Jersey, aided in gathering the basic data for the margin calculations, which showed the spreads on fifteen commodities as established by the collection, matching up and tabulation of thousands of retail, jobbing and wholesale price quotations. This record covered a period of nine months.

The study of trucking charges was made by observing the actual performance of a fleet of produce trucks after the basis of the rate structure was established.

The studies of the push cart trade and the hotel trade—the former with the aid of the city Department of Markets, the latter by cooperation of several hotel supply houses—revealed the facts that the pushearts were absorbing 14 per cent of the total trade in fruits and vegetables, and the hotels about 2 per cent. As between these two channels of distribution, peculiar preferences were shown in sizes, varieties and grades of foodstuffs and the prices charged were in decided contrast with the retail store trade.

The concluding section of the report of these market studies deals with the distributing of food stuffs by boroughs and regions, particularly Brooklyn and Queens, and the Wallabout Market Center; and these, in coordination with previous studies of the jobbing markets in Newark and Harlem and at the Gansevoort Markets complete the picture of commercial practices and traffic movement in the principal secondary market zones of the Port District.

The Port Authority has prepared two pamphlets for distribution, one illustrating the chief facts concerning costs and margins on perishables, the other discussing the principles of terminal market location and design. These have been supplemented by lectures and addresses at intervals, and, on occasion, pictorial exhibits have been prepared illustrating marketing conditions.

Protecting the Port

The year 1924 developed, or recorded decisions in, a number of proceedings before the United States Shipping Board and the Interstate Commerce Commission, which bore vitally upon the interests of this port and upon the principles involved in the Comprehensive Plan and affecting its accomplishment. Among these may be noted:

(United States Shipping Board, Docket Nos. 23, 25 and 26.) Discriminations alleged in ocean freight rates as affecting North and South Atlantic and Gulf ports, and formal investigation by Shipping Board into rates and charges on ocean freight from those ports to foreign countries.

(Interstate Commerce Commission, Docket No. 15291.) Relating to import freight rates from ports of territory of Traffic Association of the South Atlantic ports to territory west of Buffalo and Pittsburgh.

(Interstate Commerce Commission, Docket No. 13548; Maritime Association of Boston Chamber of Commerce, et al., vs. Ann Arbor Railroad Company, et al.) Complaint of the New England ports alleging prejudicial export and import rates favoring other American and Canadian Atlantic ports.

(Interstate Commerce Commission, Docket No. 14828.) Decision as to drayage allowance by carriers in terminal zones.

(Interstate Commerce Commission, Docket No. 11508.) Hastings Commercial Club, Relating to orders by the Interstate Commerce Commission for joint use of terminals by separate carriers in the public interest.

(Interstate Commerce Commission, Docket No. 15879.) Eastern Class Rate Investigation, relating to the proposal of Eastern Trunkline Carriers for readjustment of class rates on a mileage basis.

A National Policy for Equalizing Rail-and-Ocean Through Rates

On behalf of abolishing differentials as between the ports of the North and South Atlantic and Gulf, the Port Authority on September 20th, filed concurrently with the New England Ports a petition with the Interstate Commerce Commission and the United States Shipping Board for joint consideration, through their liaison committee, of the so-called differential cases brought before the two bodies separately by the New England, South Atlantic and Gulf Ports.

The Port Authority had already intervened in the case brought jointly by the Port Utilities Commission of Charleston, S. C., and the Municipal Docks and Terminals of the Port of Jacksonville, Fla. (U. S. Shipping Board, Docket No. 23), because of alleged discriminations in ocean rates charged against those ports as compared with New York and other North Atlantic ports. The Port Authority had intervened, also, in the complaint of the Norfolk Port Commission (U. S. Shipping Board, Docket No. 25), which sought an ocean differential under the South Atlantic and Gulf Ports; likewise, in the formal investigation into the rates and charges applicable on freight traffic, from all the Atlantic and Gulf ports to points in various foreign countries, and into the differentials relating thereto (U. S. Shipping Board, Docket No. 26).

Before the Interstate Commerce Commission (I. C. C.,

Docket No. 15291) the Traffic Association of the South Atlantic Ports had alleged that the rail carriers exacted unfair import freight rates from ports of the traffic association to territory west of Buffalo and Pittsburgh. Also pending was the complaint of the New England Ports (I. C. C. Docket No. 13548) alleging prejudicial rates, export and import, that preferred the Canadian ports, Philadelphia, Baltimore, Norfolk and the South Atlantic and Gulf ports. In these cases the latter ports had intervened, calling the Commission's attention to their disadvantage in through rates, due to the ocean rate differential of 7½ cents per 100 pounds against the South Atlantic ports and 15 cents per 100 pounds against the Gulf ports.

In its petition and in its briefs filed on October 8th and November 9th, respectively, the Port Authority defined its position as strictly in the national interest, this position being maintained in oral argument before the United States Shipping Board during the week of November 25.

Departing from the traditional view that advantages should be sought at the expense of other ports, the policy of the Port Authority was urged favorably to coordinating rail and water services in such manner as would build up an economic and efficient transportation system for the United States; and that in this constructive work no port should be handicapped because of its greater enterprise or natural advantages over other ports. To this end, differential rates in rail-and-ocean transportation service should be abolished, putting all Atlantic and Gulf ports on a parity like that which exists among the ports of the Pacific Coast.

The position of the Port of New York was defined as identical with that of the Nation, its prosperity being gauged by that of the whole country, which has business and to spare for all the ports, provided shippers and receivers throughout the United States are not hampered by artificial differences in rates; in the handling of this business, New York should welcome the competition of other ports.

This position was officially reaffirmed in a pronounce-

ment by Counsel before the National Rivers and Harbors Conference in Washington on December 11.

The conferences of the ship owners which today regulate ocean rates do not give opportunity to shippers to hear complaints, nor do they give the ports a chance to come in and present their views. The rates fixed by the conferences do not harmonize with the rail rates in order to put through rates on a parity. Moreover, while the Interstate Commerce Commission had adequate power to deal with rate differentials on land, the United States Shipping Board is limited in its power to deal with ocean rates. In its brief of November 8th, therefore, Counsel for the Port Authority requested the Shipping Board to refrain from issuing an order under its present powers, and to await action by Congress. Quoting at length from the record of the recent hearing, the brief declares that in the Merchant Marine Act and in the Transportation Act, Congress has defined a new national policy in undertaking to develop a great merchant marine fleet, regulated and controlled by the Federal government, and a vigorous national railway system; but with respect to commerce through the ports, the existing steamship conferences and the Federal acts creating the Shipping Board and providing for a Merchant Marine fall far short of the intent of that policy, which would coordinate rail and water transportation. New legislation is needed, and the Port Authority has indicated the principle which, in its judgment, should govern the regulation of the through rates.

The petition to consider the cases jointly by the Shipping Board and the Interstate Commerce Commission was denied by the latter body on November 3, 1924. But the President's Commission, headed by Secretary of Commerce Hoover, published a report on December 10th, favoring the creation of a body with ample powers to deal with the question of equalizing rail-and-ocean through rates. It will be a subject for Congressional action during the present session.

Section 28, Merchant Marine Act of 1920

The Port Authority, through Counsel presented on April 3, 1924, at the joint hearing before the Merchant Marine and Fisheries Committees of Congress, the following resolution concerning the enforcement of Section 28 of the so-called Jones Act, due to be applied on May 20:

“Resolved, in the opinion of the Commissioners of the Port Authority, that the putting into operation of Section 28 of the Merchant Marine Act, without review of the facts by the Interstate Commerce Commission, is at this time unwise.”

The section in question would give preferential rail rates to such American imports and exports as are carried in American bottoms, and it had been held in abeyance since the law was passed in 1920. Later, on April 17th, Counsel presented to the Interstate Commerce Commission the same considerations regarding Section 28 of this Act as had been presented to the Congressional Committee.

The Interstate Commerce Commission granted an extension of thirty days before the application of Section 28, and, on May 10th, at the request of the Shipping Board vacated and set aside the order for its application on the ground that doubt had arisen as to whether shipping facilities under the American flag are adequate in all respects to the trade ranges specified in the certificate of the Shipping Board, dated February 27th, recommending that it be enforced. On December 6th, the Committee appointed by President Coolidge on coordination of rail and steamship activities reported its support of the statement in the Presidential Message to Congress “that action under this section should be suspended until Congress can reconsider the entire question in the light of the experience that has been developed since its enactment.”

I. C. C. Docket No. 14828 — Drayage Allowance Case.

As recorded in the Annual Report dated January 19th, last, the Port Authority deemed it necessary to intervene in this case wherein allowances of drayage costs by a public carrier in bringing freight to the carrier's station within a terminal zone was called in question, as dis-

criminatory. If so decided, the method of inland freight delivery now employed by the Erie and Lehigh Valley Railroads would have been affected, and the method of motor truck delivery to and from universal inland stations, as proposed in the measures for immediate relief under the Comprehensive Plan, would have been challenged.

The case, originating in New England, was submitted to the Interstate Commerce Commission November 9, 1923; it was decided July 16, 1924, in harmony with the plea made by the Port Authority. The Commission declared that tariffs covering truck or wagon transfer service, when performed as a terminal service of the common carrier, or in connection with transfer of freight in transit at an intermediate point by such common carrier, are not unlawful tariffs covering truck services for movements commonly designated as line hauls; on the other hand, when operated as an extension of the line and as part of a through movement, were found to contravene the law and regulations of the Commission, and must be corrected. This decision will permit of allowances to motor truck companies in service from New Jersey terminals to Manhattan which, in the case of the Erie Railroad, have permitted savings ranging from 80 cents to \$1.60 per ton, together with other substantial benefits to shippers and consignees.

I. C. C. Docket No. 11508 — Hastings (Minn.) Commercial Club and Others vs. Chicago, Milwaukee and St. Paul Railway Company and Chicago, Burlington & Quincy Railroad Company.

In this case the Interstate Commerce Commission issued an order to compel joint use of the Chicago, Milwaukee and St. Paul Railway Company's Hastings terminals by that Road and the Chicago, Burlington and Quincy Railroad. The Commission re-opened the case on the appeal of the Chicago, Burlington and Quincy Railroad Company, which declared that the amount of compensation for joint use demanded by the Chicago, Milwaukee and St. Paul Railway Company was excessive. The examiner's report condemned joint use in this case as contrary to the public

interest, and declared that the Milwaukee Railway was affording reasonably adequate service at Hastings.

This report was extended beyond the proper scope of the hearing. It is a vital principle of the Comprehensive Plan at New York that joint use of terminal facilities, when in the public interest, transcends the question of whether it is immediately to the financial benefit of the carriers. In this case, therefore, the Port Authority has supported the contention that the Interstate Commerce Commission has power to order such joint use, when required in the public interest, subject to such compensation as may be agreed upon, or as it may determine to be adequate.

The case is now being reconsidered by the Interstate Commerce Commission.

Class Rates as Bearing on Competition of Communities, Carriers and Goods. (Eastern Class Rates Investigation — I. C. C. Docket No. 15879.)

Philadelphia and Baltimore are interested rivals with New York in the coming hearing before the Interstate Commerce Commission, beginning February 4, 1925, in the investigation into eastern class rates. These and other cities compete for customers in the interior and for foreign trade. In this territory are assigned eight classes of rates for groups of goods, ranged according to bulk, method of packing, value and extent of movement. For example, typewriters are valuable, easily damaged, are put in the first class and take the higher rates. But carloads of pitchforks or plows go fifth class; carloads of candy are third class; and so on.

But if it costs the shipper 40 cents a ton less, on the average, for having these classes of goods hauled between Philadelphia and the Middle West, or if Baltimore enjoys 60 cents a ton less in rates for its shippers and receivers than New York, this and other ports that feel the discrimination cry for a fair field and no favor — or for advantages for themselves. They are doing this today.

The question of revising completely the class-rate struc-

ture for the railroads operating east of Buffalo and Pittsburgh and north of Wheeling and Richmond, exclusive of the New England States, is coming to a head after years of agitation. There are almost as many different rate scales as there are carriers. The Interstate Commerce Commission has asked them to iron out the inconsistencies in their rates in new proposals; the carriers have been submitting these proposals since August, not only for local freight movement, but for movements between the territory specified and New England, the West, and the South.

Sweeping changes in existing rates and relationships between communities and port cities are to be expected. The proposals of the carriers thus far submitted indicate a marked increase in their railroad freight bill; in the case of Manhattan shippers alone, this increase may amount to more than \$2,000,000 a year — all this under the form of simply harmonizing their rate scales as between one carrier and another.

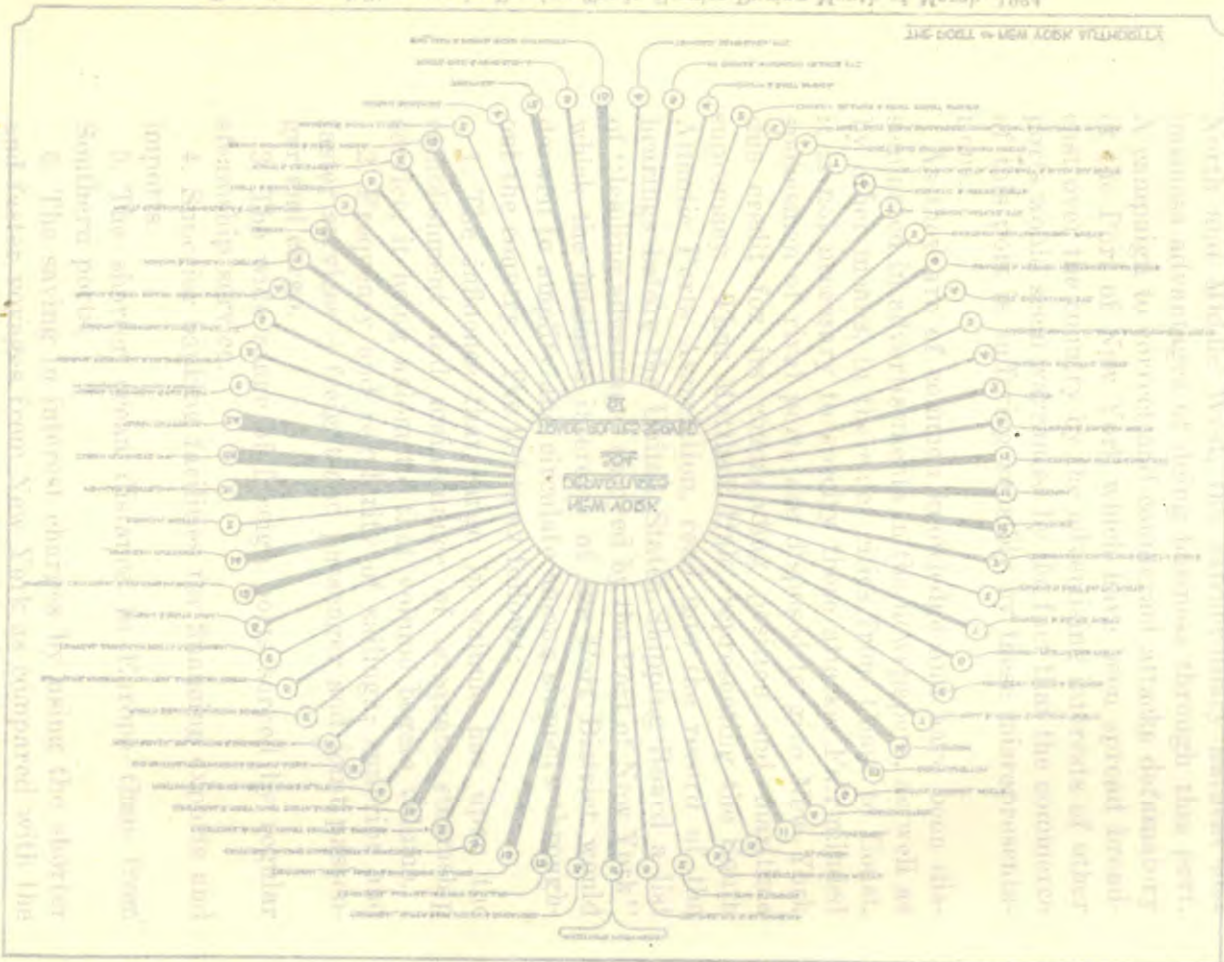
The staff has been analyzing the carriers' proposals, which are not yet all in. The Port Authority will intervene in the coming hearing for the protection of the Port of New York District and in support of the Comprehensive Plan.

Correcting False Impressions of the Port

A broad policy which permits the ports of the country to develop according to their inherent capacities and without artificial discrimination is the best policy for New York, which stands for the country's interests as a whole. At the recent hearings before the Congressional Committee on Section 28 of the Merchant Marine Act, the Port Authority opposed what it considered as discrimination against the sister ports on the Atlantic and Gulf coasts, declaring through Counsel:

“We, in the Port Authority, cannot believe that there can ever be any substantial gain for the Port of New York which involves the dislocation of commercial routes of the country.
* * * Anything that disrupts the entire commercial organization of the country is bad for all the ports.”

Departures of Steamers in Foreign Trade Service During Month of March, 1924.

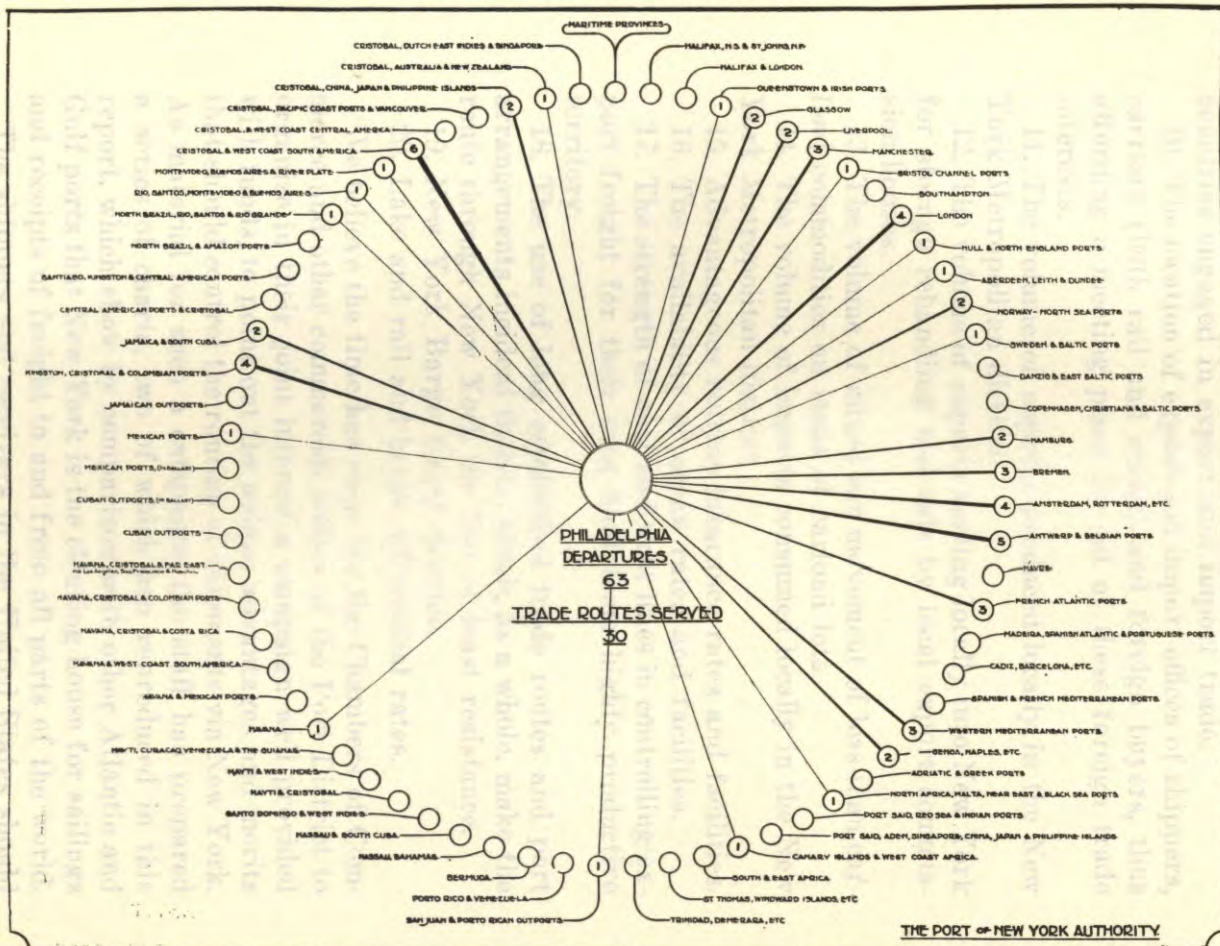


SAILINGS FROM NEW YORK.

larger and deeper harbors from western ports. The location of headquarters for all the leading steamship lines including those serving northern...

North and Atlantic West. The steamship industry has been... The location of headquarters for all the leading steamship lines including those serving northern...

SAILINGS FROM PHILADELPHIA.

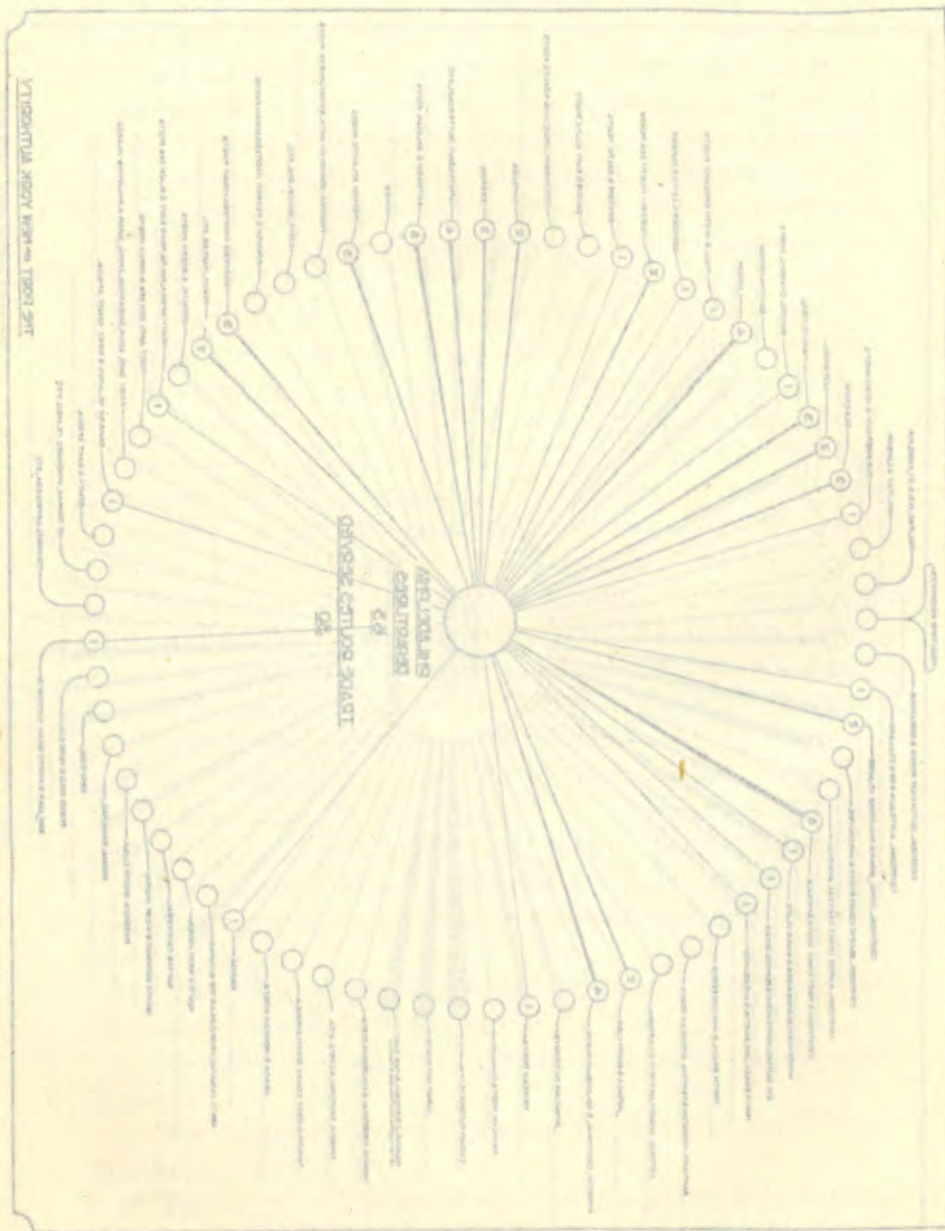


Departures of Steamers in Foreign Trade Service During Month of March, 1924.

be brought to make more clearly that sailing are most frequent from the Port of New York and that freight is...

PHILADELPHIA DEPARTURES
63
TRADE ROUTES SERVED
30
THE PORT OF NEW YORK AUTHORITY

Debentures of Government in Foreign Trade During Month of March, 1954



8. The location of export and import commission houses.
9. The location of commercial representatives of foreign countries engaged in export and import trade.
10. The location of export and import offices of shippers, carriers (both rail and ocean) and foreign buyers, thus affording a meeting place for all of these foreign trade interests.
11. The volume of exports produced locally in the New York Metropolitan district.
12. The volume of exports moving locally into New York for storage rehandling and sale by local export commission houses.
13. The volume of mixed car movement of less-than-carload commodities on basis of carload lots.
14. The volume of imports consumed locally in the New York Metropolitan district.
15. Advantageous marine insurance rates and facilities.
16. The availability of ocean rates and facilities.
17. The strength of east-and-west lines in controlling export freight for their long haul from highly productive territory.
18. The use of long established trade routes and port arrangements incident thereto which, as a whole, make the route through New York the line of least resistance.
19. New York Barge Canal Service.
20. Lake and rail and barge differential rates.

We believe the time has come for the Chambers of Commerce and other commercial bodies of the Port District to organize in their joint interest a campaign well provided with funds, to point out the unique advantages and merits that should control the routing of shipments via New York. As material for such a campaign, the staff has prepared a series of charts, two of which are reproduced in this report, which show by comparison with other Atlantic and Gulf ports that New York is the clearing house for sailings and receipts of freight to and from all parts of the world.

The shippers and receivers in the United States should be brought to realize more clearly that sailings are most frequent from the Port of New York and that freight is

handled here with greater dispatch than from any other port. Moreover, between 8,000,000 and 10,000,000 people inhabit the Port District forming a vast producing and consuming population which is itself a world market for goods, both for export and import.

The sailings from New York not only exceed the combined sailings from New Orleans, Hampton Roads, Baltimore, Philadelphia, Boston and Portland, Maine, but the trade routes of vessels from New York cover virtually every trade center of ocean transportation in the world. There are great areas of the globe that cannot be reached from any single one of the other ports. The charts tell the story quickly and convincingly, not only as to the number of trade routes from New York, but as to actual number of sailings on each trade route and the density of traffic in foreign trade. These graphic charts show departures of steamers in foreign trade service for the month of March, 1924, from the following ports:

Portland, Maine.....	14
Boston, Mass.....	61
New York.....	504
Philadelphia	63
Baltimore	70
Hampton Roads.....	50
New Orleans.....	202
Total	964

With the exception of the Port of New York, the number of sailings shown is based on published proposed sailings, and was obtained from data supplied by Chambers of Commerce representing each port referred to.

With respect to the Port of New York, a record was kept in the office of the Port of New York Authority for the month of March of all steamers, foreign trade or otherwise, entering and leaving the port during that time.

This record shows the date of arrival or departure; the name of steamer; the name of individual or company consigned to, or dispatched by; with cargo, without cargo in transit; and port or trade route served.

The total of all steamers as recorded is:

Arrivals	836
Departures	813
Total	1649

or, on the basis for 12 months, 19,788, covering all traffic by water, except sound and river lines.

The trade routes shown are practically based on established operation and cover every trade center of ocean transportation in the world.

The scheme of the charts is based on the total departures from all ports involved, viz:

	Per Cent
Portland, Maine.....	.015
Boston, Mass.....	.063
New York.....	.523
Philadelphia065
Baltimore072
Hampton Roads.....	.052
New Orleans.....	.210
	1.000

The width of the pointer lines is according to the number of sailings shown in the circle opposite each trade route. This circle is the equivalent of 30 sailings. The numbers in the circle represent the actual number of sailings on each trade route, and are proportional to the number of departures for each port.

These figures, so far as the out-ports are concerned, must be considered a fair approximation and cover only steamers engaged in foreign trade. No reference is made to vessels plying in coastwise and inter-coastal services. The departures during March, 1924, in coastal and inter-coastal trade, numbered 309, which, added to the 504 in foreign trade, brings the total to 813.

New York is constantly striving to open up new markets, larger markets in South America, Europe, Africa and the Orient. The comparisons of a vastly augmented foreign trade during the past year tell heavily in favor of this port.

Arthur Kill Bridges

The States of New York and New Jersey have authorized the Port Authority to build, operate and maintain a bridge across the Arthur Kill between Perth Amboy on the New Jersey side, and Tottenville on the New York side, (Laws of New York, 1924, Chapter 230; Laws of New Jersey 1924, Chapter 125) each appropriating therefor \$50,000 for borings, surveys and plans; also, a bridge across the Arthur Kill, between Howland Hook, Staten Island on the New York side, and Elizabeth on the New Jersey side (Laws of New York, 1924, Chapter 186; Laws of New Jersey, 1924, Chapter 149) each legislature appropriating for this purpose \$50,000 for the preliminary work in borings, surveys, engineering studies, and so on. The total appropriations of the two States amounted to \$200,000.

As stated elsewhere, the engineering staff is preparing a special report to the legislatures of the two States on the preliminary work accomplished with respect to these bridges, including location and selection of approaches, designs and estimates.

The Commissioners of the Port Authority have thoroughly canvassed local sentiment, and with members of the Staff have attended meetings of local interests, and meetings with committees appointed by the mayors of the three municipalities concerned, to wit: Greater New York, Elizabeth and Perth Amboy, with a view to arranging for the approaches to the bridges as provided in the acts of the legislatures.

This work of ascertainment and agreement is nearly done. Precise estimates of bridge designs and costs are being prepared by Dr. J. A. L. Waddell, designing engineer, and Professor William H. Burr of Columbia

University has been engaged as Consulting Engineer on Bridges.

When the first moneys from the total appropriation of \$200,000 became available on May 15, the Port Authority increased its staff. Two survey corps were organized under an Engineer of Surveys and two Resident Engineers; offices were secured, and one party was located in Tottenville, the other in Howland Hook, Staten Island. Complete surveys have been made, exploratory borings have been taken — this to learn the nature of the underlying materials on which the bridge and viaduct piers must rest — and a comprehensive map for each of the two localities has been prepared. These maps have been expanded to include limits extending considerable distances away from the contemplated bridge locations, in order that the staff might study the routes of approach from all directions. Counts of the vehicular traffic crossing all the ferries on the Arthur Kill and Kill van Kull have been thorough and complete, and, with the records of the ferry companies, enable a close approximation of the expected traffic during the coming years. On the basis of this work now nearing completion, a complete report may be expected.

Power of Investigation and Subpoena

The Walker Investigation and Subpoena Act (Laws of New York, 1924, Chapter 623) conferred the necessary power upon the Port Authority under which it acted in the investigation of the Hell Gate Bridge Route (Docket No. 2.)

This case affects the large shipping interests of a population of three millions on Long Island. The interested carriers were engaged in an irreconcilable dispute and the evidence obtained could not have been assured except under subpoena.

The legislature of New Jersey is requested to complement the act of New York in order that the Port Authority may not be left to such voluntary information as the carriers in the jurisdiction of New Jersey may choose to

give, or to such proceedings as it may institute before the Interstate Commerce Commission.

Without this power of investigation in New Jersey, the Port Authority will be hampered in its work of securing the essential facts necessary in building up the proof that any step for effectuating the Comprehensive Plan is "economically practicable." Under the Constitution, this can only be done after public hearing and the receipt of evidence. To make such determination without the power of subpoena, as in the case of Belt Line No. 13, up to the point where the carriers submitted their cases, resulted in costs to the two states in the proceedings alone, of more than \$50,000. The basic data had to be secured from the books of the carriers themselves, and but for the cooperation of the carriers and the interposition of the Interstate Commerce Commission when one carrier consistently refused to give the Port Authority any information, this would have been impossible. The law now on the Statute Books of New York is modeled after the Public Service Commission Law in New York, the Interstate Commerce Act and the general procedural provisions of all similar statutes.

The New York statute includes the power to apply to the Courts for injunction or mandamus. This power the Port Authority already possesses, but it should be explicitly stated in the act.

In order to avoid litigation, these processes of law are necessary, not for the purpose of compelling all the carriers to comply with the provisions of the Comprehensive Plan, but in order that those who are already cooperating shall be encouraged by the knowledge that those who might not be inclined so to do can be brought to agreement by process of law.

Conclusions

In the preceding pages we have outlined the progress of work done during the past year to unify terminal operations, so far as economically practicable, particularly on on Belt Line No. 13, and in the detailed plan of the engi-

neering and technical staff for a system of universal inland terminal stations and warehouses convenient to homes and industries upon Manhattan Island. This work is in progress together with the studies made by the Port Authority in cooperation with the railroad companies and steamship carriers, looking to consolidation of shipments at proper classification points, on the principle of stopping duplication of effort and inefficient loading of equipment, and of reducing expenses. The further principle has been followed, both in these matters and in the location of the proposed bridges and approaches between Staten Island and the main land of New Jersey, of the most direct routing so as to avoid centers of congestion, conflicting currents and long truck hauls. To the end of securing routings, if possible, that avoid centers of congestion, the proceedings were instituted in the case of the Hell Gate Bridge Route. In seeking the aid of the carriers and encouraging investment of their own monies at points on Belt Lines Nos. 1 and 13, for the desired improvement of facilities, the principle has been adhered to of adapting existing facilities as integral parts of the new system, thus avoiding needless destruction of existing capital investment and reducing, so far as possible, the requirements for new capital. For the approaches of Staten Island Bridges, in the new construction work on Belt Line No. 13, and in the negotiations for keeping under public control the Hoboken Shore Line Railroad, at all times the wishes of the local communities concerned in these present and contemplated developments of the port facilities have been consulted. Methods have been conscientiously devised for prompt relief in knitting up and operating existing facilities while larger and more comprehensive plans for future development are being laid and carried out. Throughout due regard has been paid to private initiative, enterprise and efficiency in the field of public transportation, and we have been gratified with the response in real cooperation from private agencies.

Were it not for the great natural advantages of this Port, which assure it maritime supremacy, the attacks that

have been made upon it by competing ports and the discriminatory rates to which it has been subjected must long since have proved more serious than, fortunately, has been the case. But in view of the numerous proceedings now pending, and constantly increasing, before the Interstate Commerce Commission and the United States Shipping Board which involve results affecting this Port in the sum of millions of dollars annually, added assurance is furnished in that an agency exists which is consecrated to the welfare of the entire Port District and protective of its interests.

We have the honor to remain,

Respectfully,

The Port of
New York Authority

{ JULIAN A. GREGORY,
JOHN F. GALVIN,
FRANK C. FERGUSON,
OTTO B. SHULHOF,
SCHUYLER N. RICE,
HERBERT K. TWITCHELL,
Commissioners.

APPENDIX

[47]

RESIGNATION OF EUGENIUS H. OUTERBRIDGE

Member New York, New Jersey Port and Harbor Development Commission, 1917-1921; Chairman Port of New York Authority, 1921-1924.

The following preamble and resolutions are reproduced from the Minutes of the Port Authority of March 27, 1924:

“The Commissioners of the Port Authority desire to record in this Minute the invaluable services rendered to the States of New York and New Jersey and to the work of the Port Authority since its inception by Eugenius H. Outerbridge, its Chairman, toward removing intolerable congestion and expensive conditions of handling traffic and toward developing the Port of New York.

“Appointed by the State of New York as one of its three Commissioners, Mr. Outerbridge was elected Chairman at its Organization meeting.

“He came to the Port Authority with a fund of experience in the matters with which it had to deal that was unusual. Having been President of the Chamber of Commerce of the State of New York, for many years an outstanding figure representing the highest interests of the Port as steamship operator, merchant, and financier, he had acquired through long experience a wide and diversified knowledge not only of the transportation conditions obtaining in the Port District on both sides of the Hudson River, but of their relationships with the nation at large.

“Later, when he was appointed by the State of New York a member of the New York, New Jersey Port and Harbor Development Commission, he was enabled to apply intensively his business experience and vision to the monumental work of study and planning, in collaboration with our late Chief Engineer, Mr. Cresson, and his very able staff, that was embodied in the Joint Report with Comprehensive Plan and Recommendations submitted by that body to the two States in December, 1920. He, therefore, became Chairman of the Port Authority at its organization April 25, 1921, with an added mastery of the problem of Port development contributing to

the report in December of that year, that outlined the economic needs of commerce and the broad considerations of public policy which bore upon the interests of the Port as a whole, as well as the relations of each part.

"This report had to suggest plans for prompt relief and to project larger plans for future development far ahead, in order that the growth of the Port district under the treaty between the States, their enabling acts, and the approving direction of Congress might be symmetrical and just. Consent of the municipalities and of all local bodies having to do with trade and transportation within the Port had been secured and exhaustive conferences with the representatives of the carriers had been held before recourse was had to the legislative powers which finally made the Comprehensive Plan as presented by the Port Authority the law of the land.

"To this work, unsparing in its demands upon his time and energies, while his leadership won constant and wholehearted public consent during the crucial stages of organization and during the enlightenment and reconciliation of the great interests and of the public whose cooperation was invoked, he devoted himself without counting the sacrifice to his health and private business.

"It can be very properly recorded here that without his masterly ability, his knowledge of men, his acquaintance with the leaders of commerce and finance in New York, as well as with the representatives of the railroads, the work of the Port Authority would have lagged and would never have progressed to the stage to which it has attained. It was with keen regret that the members of the Port Authority learned that Mr. Outerbridge had tendered his resignation to the Governor of New York many months ago, and that it was only through the urgent request of the Governor that he remained a member of the Commission. Nevertheless, during all this period, even after he had submitted his resignation he continued the service that he was rendering these two States. He retires after the active cooperation of the trunk-line carriers entering the Port District has been assured through their recent agreement with the Port Authority for the effectuation of the first step of the Comprehensive Plan.

"Therefore, be it resolved that we, his associates cannot permit him to retire from his fruitful activities without record-

ing our sincere appreciation of the service that he has rendered, and the able and most tactful and efficient handling of the work that devolved upon him as Chairman. He has assumed and carried this through with great cheerfulness, and we express to Mr. Outerbridge our earnest appreciation and express the hope that we may be permitted to have his cooperation and advice in the future work of the Port Authority; and

"Be it further resolved that a copy of the preamble and resolutions be published in the next report that the Port Authority makes to the Governors and Legislatures of the two States, also, that copies be forwarded to the Governors of the two States and to the members of the Advisory and Educational Councils of the Port Authority."

Retirement of De Witt Van Buskirk

Member New York, New Jersey Port and Harbor Development Commission, 1917-1921; Member of Port of New York Authority, 1921-1924; Chairman Port of New York Authority, 1924.

The following preamble and resolutions were embodied in the Minutes of the Port Authority of November 19, 1924:

"Whereas, The Commissioners of the Port of New York Authority desire to record in this Minute the distinguished and public-spirited services rendered by its Chairman, De Witt Van Buskirk, to the States of New Jersey and New York and to the work of the Port Authority, extending back to its organization in 1921, and through the life of its predecessor, the New York-New Jersey Port and Harbor Development Commission, during 1917 to 1920 inclusive; and

"Whereas, during the entire period in which the activities of this body were being defined and later embodied in the Treaty between the two States, in the Enabling Acts passed by their respective legislatures, and in the Resolution of Congress ratifying the Acts of the States for the creation of the Port Authority, Commissioner Van Buskirk gave unsparingly of his time and ability to the extended conferences and discussions with substantially all of the public and private agencies engaged in the business of national and local transportation at this port, in the conduct of its commerce and industry

and in supplying its people with the necessaries of life; and since that time, first as Vice Chairman and then as Chairman, he has given himself unremittingly to the work of carrying out the agreement of the two States; therefore, be it

“Resolved, That we, his associates and successors in the task of effectuating the Comprehensive Plan for the Port, in the designing of which he was a prime mover, record our sincere appreciation of the service that he has rendered according to the best traditions of the Port of New York. It is with keen regret that we, the associates of Chairman Van Buskirk have learned of the severance of his relations with the Port Authority as a Commissioner. We express to him our earnest appreciation of his offer to continue to join in the work of the Port Authority and we express the hope that we may be permitted to avail ourselves of that offer. Mr. Van Buskirk has rendered great service to the Port of New York; and be it further

“Resolved, That a copy of the preamble and resolutions be published in the next report that the Port Authority makes to the Governors and Legislatures of the two States; also, that copies be forwarded to the Governors of the two States and to the members of the Advisory and Educational Councils of the Port Authority.”

**EXPENDITURES FOR THE FISCAL YEAR ENDED
JUNE 30, 1924**

Administrative Department:		
Services and expenses of Executive Staff	\$21,781 28	
Services and expenses of clerks and stenographers	24,931 59	
Office rent	18,075 00	
Office supplies and equipment.....	6,284 03	
Stationery and printing.....	3,627 46	
Miscellaneous expenses — Unclassified.	3,337 53	
		\$78,036 89
Engineering Department:		
Services and expenses — Engineering consultants	\$6,135 06	
Services and expenses — Engineering and statistical staff.....	72,420 47	
		78,555 53
Legal Department:		
Services and expenses — Special counsel	\$13,073 45	
Services and expenses — Legal staff..	23,557 04	
		36,630 49
Department of Information:		
Services and expenses.....	\$11,252 76	
		11,252 76
Total — Comprehensive Plan		\$204,475 67
Expended from Appropriations made for studies of proposed bridges over Arthur Kill.....		9,006 99
		9,006 99
Grand Total	\$213,482 66	\$213,482 66

The sum of \$4,475.67 expended in excess of the amount appropriated by the two states for the effectuation of the Comprehensive Plan was made available through an unexpended balance from the appropriation made by the State of New York for the previous fiscal year.

