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TRI-STATE TRANSPORTATION COMMITTEE.

Third interim report.

1963

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THIRD INTERIM REPORT

of the

Tri-State Transportation Committee ,

Submitted to

Hon. John Dempsey,
Governor of Connecticut

Hon. Richard J. Hughes,
Governor of New Jersey

Hon. Nelson A. Rockefeller,
Governor of New York

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Chairman of the Committee
J. Burch McMorran, Superintendent of Public Works,
State of New York
Arne C. Wiprud, Director of Office of Transportation,
State of New York *
George A. Dudley, Director of Office for Regional Development,
State of New York **

Dwight R. G. Palmer, Commissioner of Highways, State of New Jersey
James R. Schuyler, State Highway Engineer, State of New Jersey
Herbert A. Thomas, Jr., Director, Division of Railroad
Transportation, State of New Jersey
Robert A. Roe, Jr., Commissioner of Conservation and Economic
Development, State of New Jersey

Carl Lalumia, Executive Aide to the Governor of Connecticut
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Graham R. Treadway, Chairman, Connecticut Development Commission

James Felt, New York City Planning Commission

John A. Swanson, Regional Engineer, U. S. Bureau of Public Roads
John C. Kohl, Assistant Administrator for Urban Transportation,
Housing and Home Finance Agency
Lester Eisner, Jr., Regional Administrator, Housing and Home
Finance Agency
Frank E. Loy, Director, Office of Policy Development, Federal
Aviation Agency

Roger H. Gilman, Executive Director

* Until April 1, 1963

** Until February 15, 1963

100 Church Street
New York 7, New York
Tel: WO 4-2002

TRI-STATE TRANSPORTATION COMMITTEE

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THIRD INTERIM REPORT

SUMMARY

The Tri-State Transportation Committee was established by the Governors of Connecticut, New Jersey and New York on August 30, 1961. This is the third Interim Report the Committee has submitted to the Governors reviewing its activities.

Among the important developments in the Tri-State program are the following:-

1. A study of the current and 1970 projected passenger travel pattern movements for all parts of the Tri-State Region will be completed this fall and will form the basis for recommendations as to where immediate emphasis is needed to meet the mass transportation and highway requirements during the remaining years of this decade.
2. The first of the Committee's regional mass transportation studies will be issued later this month. It will be a Status Report on Railroad Suburban Equipment. The Committee also has underway a study of improved coordination between commuter railroads and rapid transit systems at six transfer points

in and adjacent to the central core area. It is examining the possible integration of the suburban passenger services of the New York Central and New Haven Railroads into Grand Central Terminal under a single management. In addition, cost and revenue studies are being made of the six commuter railroads, four of which have been completed or are underway by the transportation agencies of New Jersey and New York.

3. To date, the Committee has filed five applications with the Housing and Home Finance Agency for mass transportation demonstration projects. Two of these, one on the Pennsylvania Railroad in New Brunswick and one on the Long Island Rail Road have been approved and are being implemented. Three are still under consideration by the Agency.

The Committee is also filing two new applications for mass transportation demonstration projects. One involves improved services in Bergen and Rockland Counties; the other, improved mass transportation to New York International Airport. In addition, a feasibility study is being undertaken, looking towards

new services on the New Haven Railroad as part of the demonstration project for that railroad.

4. A report on the first phase of the rail freight studies will be issued in the near future. The overall rail freight study has been expanded to include the possible consolidation of both marine and lighterage operations and facilities of the New York Harbor railroads.
5. A Status Report on Regional Highways was issued by the Committee in December 1962. An inventory of all the principal highways of the Region is being developed as part of the program for meeting shorter range highway needs.
6. Tri-State is organized for undertaking the three-year long-range land development-transportation planning study designed to meet transportation needs for the next 25 years. By means of this study, the Region thus will comply with the provisions in Federal legislation requiring coordinated and comprehensive planning studies as a prerequisite for financial aid for highways and mass transportation. The cooperation of the Bureau of

Public Roads and the Housing and Home Finance Agency has been assured. A professional staff has been assembled to carry out this large assignment. A work outline has been developed and approved. Aerial photography of the entire Region has been completed. The first stages of the long-range study are underway.

7. The long-range inventory and survey work on land use, transportation facilities and detailed patterns of travel will be underway this summer. This essential and basic field work will be completed by the spring of 1964.
8. Tri-State is being assisted in the long-range study by the local planning agencies in the regional land development planning phases of its program which are being carried out in parallel with the transportation phase of the Committee's program.
9. Information and data developed in both the immediate-action and long-range phases of the Tri-State program are being furnished to the State, County and local governments and their agencies as well as other groups concerned with transportation and planning, to help them in their respective programs and responsibilities.

10. Federal financial assistance for the Committee is being provided by the Bureau of Public Roads and the Housing and Home Finance Agency for Tri-State's planning studies and mass transportation demonstration projects.

The New York State Legislature, in order to facilitate the financing of the Tri-State Transportation Committee's program, has appropriated the necessary funds for the forthcoming year's operations. Under the terms of the existing Tri-State Agreement, New York will be reimbursed by New Jersey and Connecticut for their share of the cost of operations.

11. Legislation creating a Tri-State Transportation Commission as an interstate Compact agency is progressing. As of this date, the Compact has been approved in New York State; it has been passed by the State Senate in Connecticut; and it will be submitted at an early date for affirmative action in New Jersey.

IMMEDIATE-ACTION STUDIES

The Committee from the outset has directed particular attention to the more urgent transportation problems which require decision by public officials in the immediate years ahead and before the long-range studies can be completed. There has been some delay in getting a number of phases of this program underway. The delay has been necessitated by the need to clarify the Committee's legal status as a requirement for Federal urban planning assistance. The proposed interstate Compact establishing a Tri-State Transportation Commission would facilitate the granting of available Federal funds.

The Committee is examining at the present time the following problems and developing recommendations for prompt solutions.

1. Region-wide mass transportation services
2. Regional highway systems
3. Freight handling in the Region
4. General aviation facilities in the Region and access to major commercial airports

Current and Projected 1970 Passenger Travel in the Region

A study is well underway of current passenger travel patterns and the 1970 projected potential travel movements for all parts of the Tri-State Region, to provide the Committee with information needed for its examination of two urgent problems requiring immediate action.

This study will help to provide an initial basis for evaluating the adequacy of existing and proposed transportation facilities and for developing an immediate-action program for mass transportation and highway improvements to meet the needs of the Region through the end of this decade.

The importance of such immediate planning efforts is underscored by the current and future programs of the three State highway departments in progressing the Federal interstate highway system in the area and also by the current and pending availability of Federal funds to assist in the planning and providing of improved mass transportation facilities and services in the Region. Provision of needed facilities by 1970 requires the start of planning efforts now.

This passenger potential study is nearing completion. The survey has included the collection and analysis of data on passenger movements based on the return of 44,000 travel questionnaires mailed last November by the Committee to a cross-section of the households in the Region. Data on land use, population, employment and other growth factors have been assembled and are being utilized to project travel movements to 1970.

The findings and conclusions of this study will be utilized by the Committee in the other immediate-action studies of mass transportation and highway needs. The projected 1970 passenger movements will provide a regional picture of the areas and magnitude of increased travel demands. Comparisons of

current demands and capacities are being made to develop solutions to present problems. At the same time, data from this study will yield information by which the Tri-State Transportation Committee can determine which portions of the transportation system require emphasis on improvements or new construction in planning for 1970 needs. The results will also provide preliminary travel information for use in the long-range study.

Also available to Tri-State's study of passenger movements is the New Jersey State Highway Department's Newark Transportation Study in 1961, furnishing data on the travel patterns in Northern New Jersey in the Newark Area. Studies by the New York State Department of Public Works of the Metropolitan New York Area and by the New York State Office of Transportation provide data on the passenger movements in New York City, Nassau and Suffolk Counties.

The Study Report issued in March 1963 by the New York-New Jersey Transportation Agency on "Journey-to-Work" provides information on the travel to and from the Central Business District of Manhattan north of Chambers Street. The survey and report completed in 1961 by the Downtown Lower Manhattan Association provides similar information for Manhattan south of Chambers Street. The two reports will thus afford a total picture of travel for Manhattan from the Battery to 60th Street.

With the completion of Tri-State's passenger potential study this fall, the Committee will make available to the Region's governmental agencies and civic organizations concerned with transportation, important new information for use in carrying out their own responsibilities in this field.

Region-Wide Mass Transportation Services

The Committee recognizes that the single most urgent transportation problem in the Region is the assurance of adequate mass transportation services to meet present and future needs.

It is fortunate that a number of State agencies have already done much to assure the continuance and improvement of vital mass transportation services and facilities.

During the past three years, the State of New Jersey, through its Division of Railroad Transportation, has signed service contracts with the suburban railroads under which financial assistance has been provided in return for the maintenance of service and fares. The State is also progressing a program of service and track consolidation which will yield a more flexible, effective and economical rail service in Northern New Jersey.

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of the
Tri-State Transportation Committee

Submitted to

Hon. John Dempsey,
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May 10, 1963

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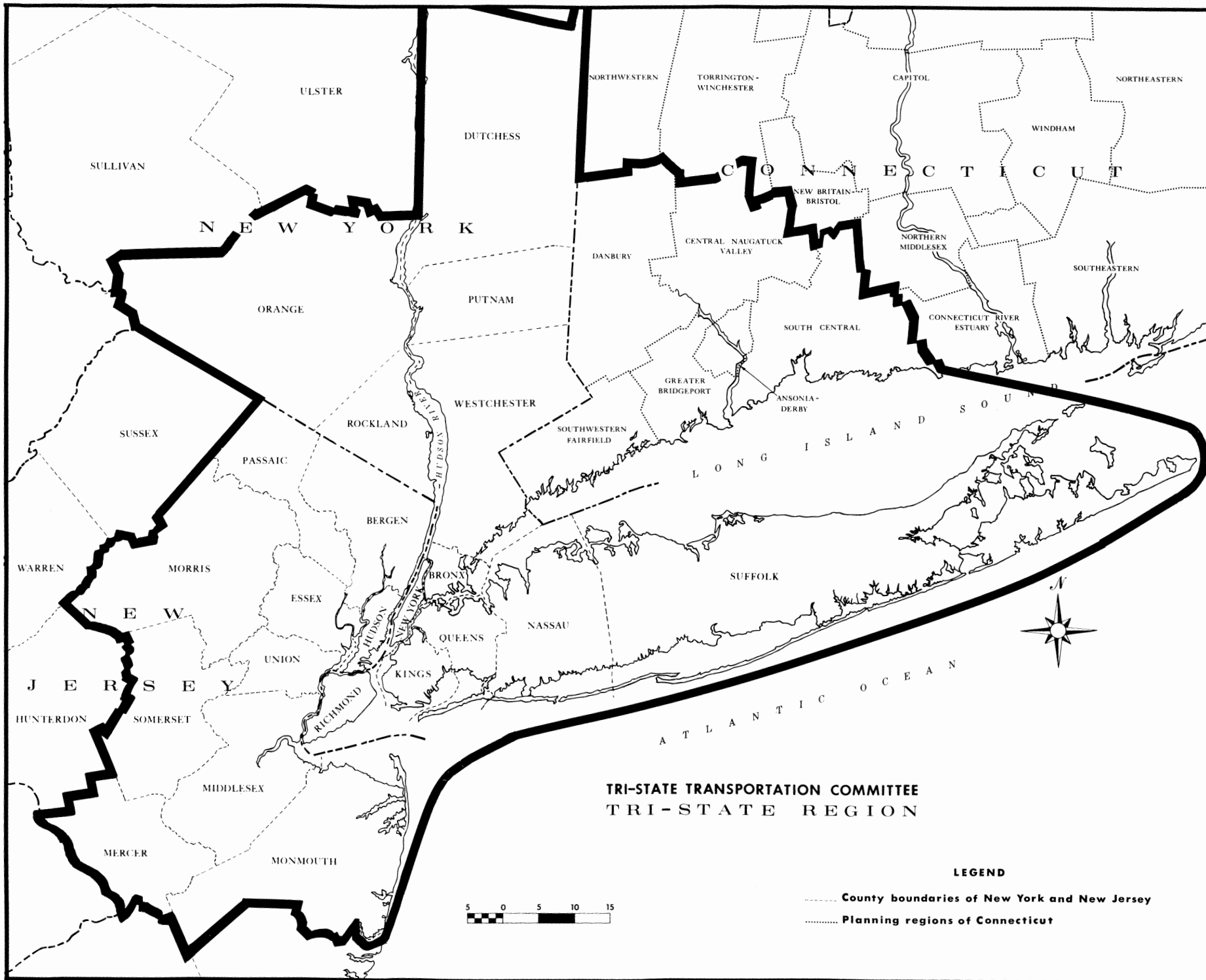
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In New York State very substantial tax relief has been provided for the commuter railroads in the past four years. The State has also made available additional assistance by permitting the railroads to lease new commuter cars under favorable financial terms based on State-guaranteed bonds issued by the Port of New York Authority, the administrator of the New York State Commuter Car program. The State has also authorized local governments to maintain railroad passenger stations in order to help relieve the railroads of this burden. The New York State Office of Transportation is responsible for coordinating this State program including the development of commuter service standards.

In Connecticut all taxes have been removed from the operation of the New Haven Railroad and that railroad also is receiving other State financial assistance. The Connecticut Public Utilities Commission is responsible for the development of commuter service standards for that State.

The City of New York, through its modernization program for the transit system, and the Port of New York Authority in its plans for PATH (formerly Hudson and Manhattan Railroad), are providing needed mass transportation improvements.

Tri-State is supplementing these constructive and realistic programs by studies of its own and by coordinating the various other studies and plans for the Region with the objective of achieving a Region-wide program for mass transportation. Among the Committee's present activities are the following studies:

1. A factual determination of the costs and revenues involved in providing suburban passenger services on the Region's six commuter railroads.

As part of the Tri-State program, studies have already been completed on the New Haven Railroad and will be completed shortly on the New York Central Railroad, under the direction of the New York State Office of Transportation. Similar studies have been completed on the Jersey Central Railroad and are in progress on the Pennsylvania Railroad, under the direction of the New Jersey Division of Railroad Transportation. The respective State transportation offices will also sponsor cost and revenue studies on the Long Island and Erie-Lackawanna Railroads.

The information being assembled in these studies will be consolidated to permit Government officials to evaluate the cost of alternate services and plans for assisting the carriers. The information is also of value to the managements of the individual railroads.

2. Tri-State has completed the first phase of its study of railroad suburban equipment. It will submit to the Governors later this month a Status Report which will provide an inventory of the existing equipment, physical facilities and operation of the six suburban railroads, and an outline of the problems involved in any attempt to standardize or make compatible the Region's suburban equipment. This report will serve as an information planning guide to all agencies concerned with the use of suburban railroads in transportation planning.

In the remainder of this study, the data assembled in the first phase together with passenger traffic pattern data and information gathered on new techniques in equipment construction and operating methods will be analyzed to determine the need for replacement of equipment and the feasibility of greater standardization or interchangeability of equipment between two or more carriers.

3. Tri-State is examining the means for improved coordination between the various mass transportation services and facilities in and near the inner core of the Region.

The objective is to determine the need and feasibility for providing greater travel flexibility for users of mass transportation carriers. If this can be achieved, the large numbers of passengers in the Region with their countless origins and destinations could enjoy more comfortable, convenient and expeditious travel.

Tri-State has progressed this study through a number of discussions with the carriers involved as well as in supplementary passenger origin and destination surveys on several of the carriers. The projects presently being examined by Tri-State as well as those being undertaken by participating agencies, include:

- (a) Possible improvements on the Long Island and Pennsylvania Railroads so that passengers on these two carriers might have better access to Manhattan's east side, by boarding and leaving trains at a new east side station or other means.

- (b) A possible new station for the New York Central and New Haven Railroads at 149th Street in the Bronx for improved passenger transfer to the various New York City subway lines.
- (c) A possible new route and station for added trains on the New Haven Railroad to permit passenger transfer at Ditmars Boulevard in Queens to the Astoria Branch of the BMT subway. This is part of Tri-State's proposal to the Housing and Home Finance Agency for a mass transportation demonstration project.
- (d) A possible new Atlantic Avenue Station in Brooklyn on the Long Island Rail Road with improved passenger transfer to the New York City Subway lines.
- (e) The announced plans for new extensions of PATH to provide passenger transfer connections with the Jersey Central, Erie-Lackawanna and Pennsylvania Railroads at Newark and Harrison, New Jersey.
- (f) Possible extension of PATH to a new transfer station at Secaucus, New Jersey on the main line of the Pennsylvania Railroad, permitting passenger interchange between the branches

in Bergen County of the Erie-Lackawanna Railroad and direct Pennsylvania Railroad service to Penn Station in Mid-Manhattan or to PATH's Hudson Terminal in downtown Manhattan.

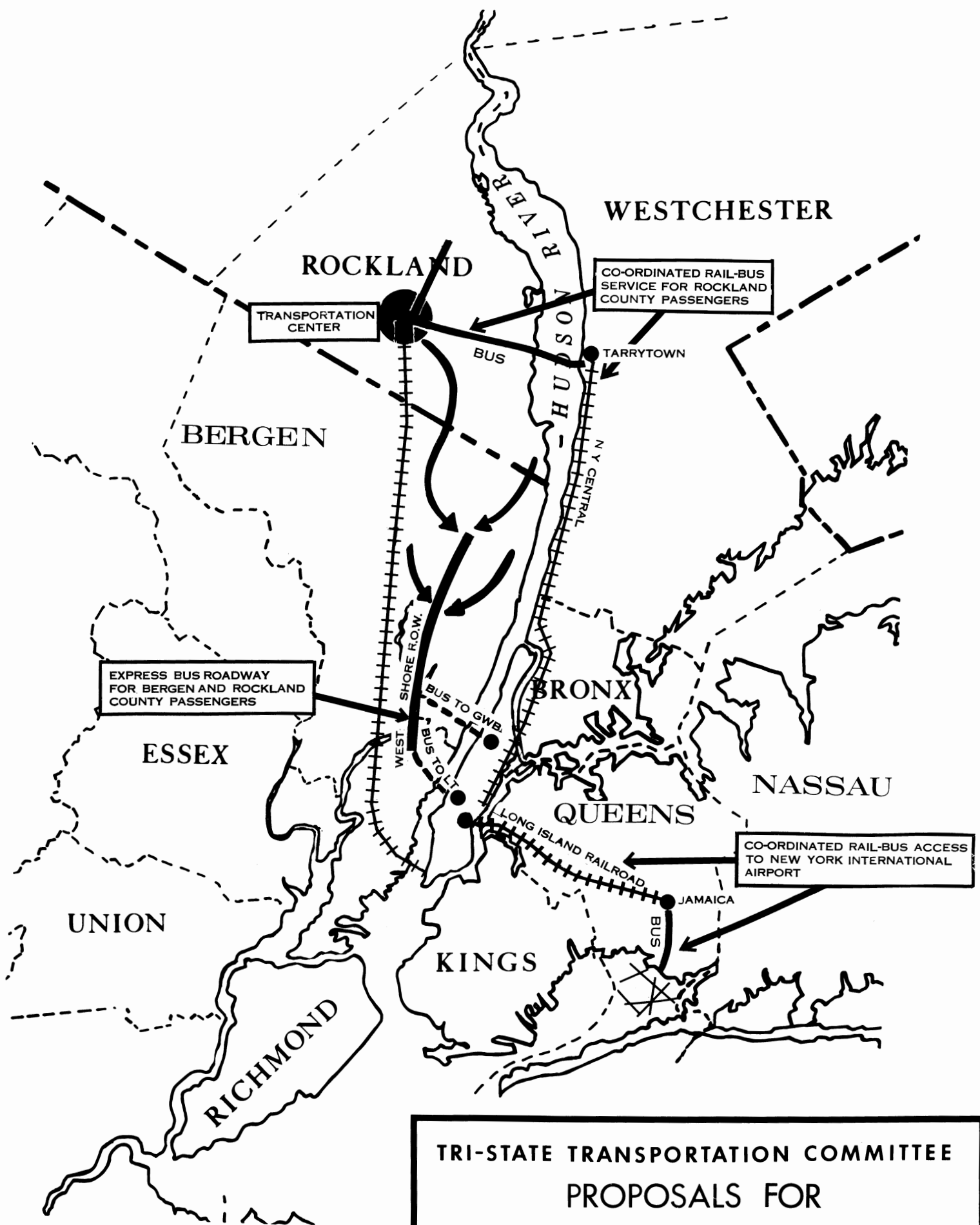
Tri-State in consultation with the two carriers, is also examining the possible integration of the suburban passenger services of the New York Central and New Haven Railroads into Grand Central Terminal, under a single management.

4. Tri-State is developing a program for meeting the current and future mass transportation needs in the interstate area of Eastern Bergen and Rockland Counties. The Committee has assembled data on the existing services in order to determine where inadequacies exist and where improvements may be promptly initiated.

Some of the possibilities that are being investigated include greater use of express highways for bus service, reserved lanes for bus operation, more effective use of railroad rights-of-way, collector parking lots, off-peak rail service, re-routed rail service and feeder bus service.

As a result of its studies, the Committee plans to submit to the Housing and Home Finance Agency in the near future a proposal for mass transportation demonstration grants, if further study shows the projects to be feasible, for the implementation of the following coordinated bus-rail-auto improvement projects. As part of this Tri-State program, the New Jersey State Highway Department has applied to the Bureau of Public Roads for the use of highway planning survey funds to make a feasibility study for the express bus operation on rail right-of-way as described below:

- (a) Utilization of a portion of a rail right-of-way for express bus service in Bergen County. Without removing the present rail freight tracks, the unused portion of the West Shore Railroad right-of-way between Ridgely Park and Harrington Park, New Jersey (a distance of about 10 miles) would be paved for exclusive use by rush-hour buses serving Bergen County and Rockland County riders. These buses now use the local streets and congested highways in Bergen County. Under the proposal, buses would continue to pick up their commuters and other passengers at local stops in Bergen County communities. Where they normally have a full passenger load, the buses would enter and use the new express lanes on West Shore Railroad property for a fast non-stop run to the New Jersey approaches to the Lincoln Tunnel and George Washington Bridge. The Bureau



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PROPOSALS FOR
NEW MASS TRANSPORTATION DEMONSTRATION PROJECTS
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of Public Roads has expressed interest in this proposal as a means of achieving increased effectiveness in use of rail rights-of-way and providing express bus lanes without necessarily using highways.

While siding tracks would probably need to be shifted, but not removed, at certain locations in order to provide the bus roadway, there would be no interference with the railroad's freight operations.

- (b) A joint bus-rail service from rapidly growing Rockland County to Grand Central Terminal and the east side of Manhattan A feeder bus service from various parts of Rockland County would cross the Tappan Zee Bridge to meet the New York Central's Hudson Division trains at Tarrytown. These shuttle buses would operate in both directions, from the vicinity of New City in Rockland County and would pick up and deliver passengers at most of the day and evening trains stopping at the Tarrytown Station. The Rockland County riders using this route would thus have a direct access to the important employment centers on the east side of midtown Manhattan via the Grand Central Terminal. Consideration is being given to a joint ticket arrangement for convenience to the rail-bus passengers.

- (c) A new park-ride transportation center in Rockland County. A motorist would be able to park his car at a new transportation center located in Nanuet in Rockland County, from which he could then use one of the following mass transportation services:- the shuttle bus to Tarrytown; the direct bus routes through Bergen County to uptown and midtown Manhattan; and the New York and New Jersey Railroad (branch of the Erie-Lackawanna Railroad) which serves downtown Manhattan.

The Committee is continuing to explore other alternative means of assuring adequate mass transportation services to the rapidly expanding interstate Bergen-Rockland County Area.

5. The Committee will also undertake studies to develop administrative and financial means for implementing the various recommendations affecting mass transportation services in the Region. This will include the most effective and constructive utilization of Federal funds which may become available under the urban mass transportation legislation now before Congress. On behalf of the Tri-State Region, the Committee has already developed proposals and initiated mass transportation demonstration projects involving a number of the suburban

railroads and bus companies, using Federal financial assistance provided under the Housing Act of 1961.

Review of the Regional Highway Systems

A review is being undertaken of the Regional highway systems in the Tri-State area. The study includes a detailed inventory of the existing and presently planned arterial highway networks of the Tri-State Region and an evaluation of their present and future adequacy. In addition, there will be an investigation of the more urgent future highway needs to assure that the system will accommodate the area's traffic for the period through 1970. Recommendations for possible revisions, schedule changes and additional routes required will also be included in the study.

The Committee issued in December 1962 a report on the Status of Regional Highways, representing the first phase of the overall study. This report sets forth, for the first time, the collective current status and progress of the highway programs of Connecticut, New Jersey and New York in the Tri-State Region. It was compiled from data supplied by the highway departments of the three States in cooperation with the Bureau of Public Roads.

The report lists and describes the major freeways, expressways and parkways completed in recent years; those under construction and planned for in the near future; and those which have been proposed but are still under study.

As listed in the report, the portions of highways within the Region represent a total of 2500 route-miles and 12,500 "lane-miles." About half of this regional highway network is completed.

As a subsequent phase of this study, the highway departments of the three States, utilizing a highway inventory manual developed by the Tri-State Transportation Committee, are currently assembling basic information and data on all major routes in the regional highway network of the three States. This inventory is essential for both the immediate-action study on highways as well as for preliminary information on the highway network as a part of the long-range study.

Utilizing the data on 1963 and projected 1970 travel movements from the passenger potential study and the information from the factual surveys conducted by other agencies in the Region, the Committee will report this fall on whether the current highway improvement plans and programs will meet the present and immediate future highway transportation requirements of the Region. These findings will also highlight necessary adjustments and priorities in the current highway programs of the three States.

Improvements in Freight Handling

Studies are being made with the objective of achieving improvements in freight handling within the Tri-State Region in order to make these services more effective, efficient and economical from the standpoint of the carrier, shipper and public.

The initial study, involving only marine operations, was undertaken by the General Managers' Association of New York (representing the twelve New York Harbor Railroads) and the Port of New York Authority, under the overall responsibility of the Tri-State Transportation Committee. Preliminary analysis of this indicates that consolidation of railroad marine operations in New York Harbor is feasible and would yield economies.

On the basis of discussions with the railroad industry, the Tri-State study has been extended to cover the possible coordination and consolidation of both the marine and lighterage facilities in the Harbor. The Committee, with the assistance of the railroads and the Port Authority, is therefore, currently conducting supplemental studies as follows:

- (1) The consolidated marine study is being expanded to develop a plan which will include the whole gamut of marine and lighterage operations, the establishment of fees and charges, the organization of an operating agency, the establishment of marine maintenance guidelines and the necessary applications to the Interstate Commerce Commission.
- (2) A Consolidated Lighterage Terminal study is underway to determine the feasibility of combining several existing duplicate waterfront rail terminals where

freight is transferred between rail car and marine equipment. The study will estimate the economic benefits which might be obtained in lighterage, marine and switching operations due to such combination. Opportunities for economies in such a consolidation lie in the potentialities of: - release for other purposes of valuable real estate; reduced structure, track and materials handling maintenance; pooling of equipment; heavier loading on lighters; some reduction in floating and floatbridges.

The Port of New York Authority, in close cooperation with the Tri-State Transportation Committee, is developing for the Committee tentative plans and estimates for a Consolidated Lighterage Terminal as part of the general consolidation study.

A general study of lighterage commodities, presently handled and forecasted to be handled, is also underway and will be used as a partial basis for facility requirements.

- (3) A study of a terminal railroad is being initiated to determine the feasibility of a coordinated rail freight operation in the core of the Region to serve various waterfront

rail terminals in the Harbor. Its scope will be governed by exploratory work but will have as a minimum objective, the providing of an efficient and economical rail operation in connection with the Consolidated Lighterage Terminal.

- (4) An implementation plan for an integrated consolidation of marine services and lighterage terminals is being developed by the Committee.

The Tri-State Transportation Committee believes this overall series of studies will indicate benefits of significant magnitude to the railroad industry and the Region.

The objective of the Committee is to work closely with the railroad industry to produce, as quickly as possible, a plan of action so that the benefits of both a Consolidated Lighterage Terminal and Consolidated Marine Service operation in New York Harbor can be achieved without undue delay.

The Committee will report to the Governors on its findings and recommendations on the coordination and consolidation of railroad freight operations and services in the Tri-State Region as these studies are completed.

A report on the first phase of the rail freight studies will be issued in the near future.

General Aviation Requirements

The Tri-State Transportation Committee is examining as part of its immediate-action program, the present and future requirements of the Tri-State Region for handling general aviation aircraft; this includes all flights other than those of commercial airlines. Up to now, no single agency has had this responsibility. As a result, the general aviation needs of various communities have been studied in varying depths by a number of different governmental entities, without any regional determination of requirements.

The need for such a regional survey is urgent since the space now available for general aviation facilities is being rapidly developed for other purposes. The Region requires a policy and plan to meet these needs.

At the request of the Tri-State Transportation Committee, the aeronautical agencies of the three States, the Federal Aviation Agency, the Housing and Home Finance Agency and The Port of New York Authority have designated representatives to serve on a steering committee for this study. This steering committee has met on several occasions and agreed on a work outline and procedure for conducting the study.

The general study includes the analysis and forecast of demand, the inventory and analysis of airport facilities for general aviation, the evaluation of demand as to its importance to the Region, the potential effect of business and executive flying on the economy and the analysis of probable economic feasibility of general aviation facilities.

Actual initiation of the field work and related activities on this study has been held up pending agreement between the three States and the Housing and Home Finance Agency on the Committee's application for urban planning assistance funds. With the approval of the application by the Housing and Home Finance Agency, the study will be started at once. Much of the field work is expected to be undertaken and completed in the summer of 1963.

Ground Access to Major Commercial Airports

Tri-State is examining the problem of ground access between central core areas and the three major commercial airports, New York International, LaGuardia and Newark, with the objective of seeking both immediate-action and long-range means of improving access to airports.

On behalf of Tri-State, the Port Authority undertook and completed a six-month survey of passenger origins and mode

of travel to the airports. Following tabulation of the data, volumes of airport travel will be projected to 1970 as a basis for determining the needs for and the alternate means of improved access.

The Committee directed immediate attention to the improvement of access between Manhattan and New York International Airport in the light of the much heavier volume of passengers handled at that airport (11.5 million at New York International, 3.1 million at LaGuardia and 3.1 million at Newark Airport in 1962). Further, the problem of travel in Queens will be even more severe with the World's Fair in operation during the next two years.

The Committee has also looked into the matter of ground access between Manhattan and LaGuardia and Newark Airports. However, it does not believe that any immediate improvement measures are needed.

Improved Mass Transportation to New York International Airport

The Tri-State Transportation Committee and the Port Authority have studied present conditions and various alternatives for improved ground access to New York International Airport. This study indicated that the present highway travel between Manhattan and New York International Airport is subject to extreme variations, with total travel time ranging anywhere

from approximately 30 to 75 minutes. These variations are brought about by severe traffic congestion at peak hours, particularly on the Long Island Expressway portion of the route to the Airport. No immediate improvement can be expected as a result of new highway facilities, special routings of airport buses or express highway lanes for airport buses.

The Committee and the Port Authority have investigated a number of alternate modes for improving the ground access to the airport. On the basis of the findings, Tri-State has submitted a proposal to the Housing and Home Finance Agency for a two-year mass transportation demonstration grant to finance the initiation of a joint rail-limousine bus transportation service between Manhattan and New York International Airport. This project will be carried out in cooperation with the Long Island Rail Road, Carey Transportation Company and the major airlines.

Under the proposal, this service would utilize the Long Island Rail Road between Pennsylvania Station in Manhattan and Jamaica and a stepped-up connecting limousine bus service between the Jamaica Station of the Long Island Rail Road and the airport. It would thus make use of the individual advantages of railroad and bus operations. It would relieve the

problem of highway congestion, increase the usage of the Long Island Rail Road and at the same time provide a flexible direct service for passengers to and from the individual terminals and employee areas at the airport.

The demonstration proposal contemplates no change in the present Carey limousine bus Service to and from the East Side Airlines Terminal in mid-Manhattan.

The Jamaica Station of the Long Island Rail Road is located some eleven miles east of the railroad's terminus at Pennsylvania Station in midtown Manhattan and about four miles north of New York International Airport. Some 170 Long Island trains in each direction stop at this station on a normal week-day and about 110 on Saturdays, Sundays and major holidays. Midday service operates at about fifteen-minute intervals. Peak period service averages about five to ten minute headways. Running time between Pennsylvania Station and Jamaica averages about eighteen minutes.

The Long Island's service from Flatbush Avenue in Brooklyn to Jamaica exhibits similar frequency and travel time characteristics. East of Jamaica, the railroad operates through the well-populated Nassau County and on to the more remote stretches of Suffolk County on eastern Long Island. Even communities as far as fifty to sixty miles from Manhattan are

served by fifteen to twenty trains in each direction every weekday.

Thus, from Manhattan, downtown Brooklyn and most parts of Long Island, airport users would have generally frequent and fast service to Jamaica, the proposed rail-limousine transfer point.

Between Jamaica and New York International Airport, the Carey Transportation Company proposes to operate limousine bus service at a fifteen-minute average headway between 6:00 a.m. and 10:00 p.m. The limousine service would be on call to serve any of the eight passenger terminal areas at the airport as well as the many hangars and airline offices along the approach road within the airport boundary.

Jamaica Station is located less than one-half mile from Van Wyck Expressway, the major north-south airport access route. The running time between the Jamaica Station and the first airline passenger terminal is estimated at ten minutes.

With the existing Long Island Rail Road schedule and the fifteen-minute headway service on the Carey limousine service, running time between Pennsylvania Station and the airport will range between forty and fifty minutes, depending on actual transfer time at Jamaica Station and the number of stops that the limousine makes at the airport. While this is a little slower

than the best existing highway travel times in off-peak hours, the average is as much as thirty minutes faster than highway travel time during peak hours. Airport travellers using this proposed coordinated service will have the benefit of the many means of access to Pennsylvania Station by rail, subway and bus.

The Carey limousine fare will be \$0.50 per trip between Jamaica and International Airport. Both Carey and the Long Island Rail Road propose to sell through-trip tickets between Pennsylvania Station and the airport for \$1.35.

Comfortable equipment and facilities will be provided for the airline passengers. New limousines will be purchased to be used in Carey's Jamaica to New York International Airport service. The Long Island Rail Road has, in its fleet, many new and rehabilitated cars.

An airport information booth on the principal concourse passageway at Pennsylvania Station will be staffed during the hours the access service is available to provide general information about the service and flight departures. The railroad will also install adequate directional signs for the airline passengers at Pennsylvania, Flatbush Avenue, and Jamaica Stations.

At Jamaica, the railroad is on an elevated structure. The connecting limousines will stop on Sutphin Boulevard under

the bridge carrying the railroad over the Boulevard, at the bottom of stairways leading directly to the station's train platforms. This loading area for limousine passengers will be refurbished to improve its attractiveness.

The Tri-State Transportation Committee has submitted this proposal to the Housing and Home Finance Agency for a two-year mass transportation demonstration project.

MASS TRANSPORTATION DEMONSTRATION GRANT PROJECTS

As part of its general program, the Tri-State Transportation Committee has developed plans for mass transportation improvements and submitted five applications for demonstration grant funds to the Housing and Home Finance Agency in order to put these projects in effect. The projects have been prepared in close cooperation with all government agencies concerned and the carriers, and would qualify for two-thirds financing by the Federal Government under the 1961 Housing Act. They are part of a coordinated plan to improve, facilitate and increase mass transportation services in the Tri-State Region.

The five trial projects are scheduled to run on an experimental basis for a fixed time period ranging from one to two years. The demonstration grant projects will be carried out in areas where the need for additional or improved services seems essential and where the test will be most suitable.

In each case a final report giving detailed results of the demonstration will be prepared by the Committee. These results will determine whether the experimental demonstrations warrant permanent installation and whether the experience has applicability elsewhere.

After thorough consideration, the Committee chose the following five projects and submitted applications to the Housing and Home Finance Agency.

"Park and Ride" Station on Pennsylvania Railroad

The first project will be on the Pennsylvania Railroad's suburban service to and from New Brunswick, New Jersey. The New

Brunswick station, which is typical of many other suburban cities, is located in the center of the city and has proved inadequate during the last decade due to a considerable increase in population, particularly in its surrounding areas. Under the project, a new experimental station will be built in the outskirts of New Brunswick on Jersey Avenue, one and one-half miles west of the present city-center station. This new facility will provide ample free parking and is expected to attract passengers from newly developed areas in the vicinity of New Brunswick.

This "Park and Ride" project was approved by the Housing and Home Finance Agency in December 1962, at a total cost of \$256,185. The Housing and Home Finance Agency grant will pay for two-thirds (\$170,790) of the cost; the remainder will be borne by the State of New Jersey except for Tri-State administrative costs which will be paid by all three States.

The Railroad has recently completed the preparation of construction plans and specifications for the station. It is anticipated that construction will be started in June 1963. Work is expected to be completed and the actual demonstration put into operation by September 1963. It will run on an experimental basis for a total of 18 months.

A survey consultant has been retained to perform all station and marketing surveys for this project. Five turnstiles have been ordered and will be installed at the present New Brunswick city-center station to obtain passenger counts prior to commencement of the new service at Jersey Avenue.

The final report should yield answers to important questions relating to the present efficiency and possible improvements

of mass transportation services in the area. It will show:

(1) whether easy access to railroad service outside a suburban city center will generate additional use of mass transportation by rail; (2) whether the project will divert passengers from a central city station and thereby relieve local street traffic congestion; and (3) whether the demonstration will divert passengers from other modes of travel.

Fare Collection on Long Island Rail Road

The Tri-State Transportation Committee's second demonstration grant project, approved recently by the Housing and Home Finance Agency, will provide for the installation and testing of automatic fare collection and ticket validation at the Forest Hills and Kew Gardens stations of the Long Island Rail Road. The stations are located on the main line between Jamaica, Long Island and Pennsylvania Station in Manhattan. Several types of equipment which offer an automatic machine that will collect the passenger's fare before he boards the train, are being reviewed at the present time.

An Equipment Study Committee has submitted recommendations on equipment for this project. The experimental project will run from 16 to 18 months from the date of installation.

It is hoped that such a system will speed passenger flow and take care of additional riders as the need arises. Passenger surveys will be undertaken at the Kew Gardens and Forest Hills stations to determine any changes in the volume of

ridership and the reasons therefor.

The total cost of this demonstration is estimated at \$272,140 of which the Housing and Home Finance Agency will provide \$181,426; the remaining sum will be borne by New York State, except for Tri-State administrative costs which will be paid by all three States.

The final report, in which the results of the project will be evaluated, should provide an answer as to how effective automatic fare collection is and to what degree it can speed up passenger flow at a railroad station.

Expanded Off-Peak Service on Long Island Rail Road

The proposed demonstration on the Port Washington Branch of the Long Island Rail Road will determine whether a suburban railroad serving a heavily populated area and providing direct access to a major metropolitan center can, with more frequent and faster service during off-peak hours, reverse a long-term and continuing attrition of its patronage and attract enough patronage to justify the improvements. A total of 30 trains would be added in each direction during mid-day and late evening hours, utilizing the already available facilities and equipment. Expanded parking would be provided at certain stations.

Several factors make the Port Washington Branch an ideal testing ground for determining the role of mass transportation for

non-commuter traffic and for journey-to-work traffic during non-rush hours. Most important are the population density and character of the communities served by the Port Washington Branch, which constitute a typical cross-section of urban and suburban development, and the virtual isolation of the branch from other operations of the railroad.

The Long Island Rail Road's Port Washington Branch project was formally submitted to the Housing and Home Finance Agency in December 1962 and is yet to be approved.

Hell Gate Bridge Routing of New Haven Railroad

The proposed demonstration project on the New Haven Railroad calls for adding rush hour trains from Stamford, via the Hell Gate Bridge to Astoria in Queens where a convenient transfer would be provided to the New York City Subway System (Astoria line of the BMT). The Housing and Home Finance Agency has not taken action on this project which was submitted in January 1963.

In the meantime a feasibility study is being proposed regarding such matters as the shifting of some existing commuter services to a Queens service, the location of other possible subway connections in Queens, the need for improved commuter car maintenance commensurate with an adequate car supply, the possibility of reactivating certain stations in the Bronx on the Harlem River Branch of the New Haven and the need for coordinated bus service at New Haven Railroad stations.

Faster and Expanded Schedules on New York Central Railroad

The proposed demonstration project on the Harlem Division of the New York Central Railroad consists of faster schedules, more frequent service and expanded parking facilities. The purpose of the experiment is to determine whether these improvements in suburban rail service for an "outer ring" suburban area will attract substantial journey-to-work and mid-day traffic.

It is proposed to speed up and improve service by providing express service on rush-hour trains from and to stations north of White Plains and by providing additional off-peak trains. Mid-day and evening service would be improved by establishing express service with uniform hourly departures from each express station. Other stations would continue to be served by local trains and a coordinated bus-rail operation would also serve the express stations. Substantial expansion in parking facilities at several of the express stations would be provided to accommodate the increased demand resulting from the proposed project.

A formal application to the Housing and Home Finance Agency for Federal assistance for this project was submitted on April 19, 1963.

Other Proposed Demonstration Projects

As part of its immediate-action program, the Tri-State Transportation Committee is giving careful study to other possible mass transportation improvements on various carriers in all parts

of the Region. Innovations in techniques and methods whereby mass transportation usage can be increased, are being explored and tested, to determine their potential and eligibility for demonstration grant funds. The Committee will continue to examine such possibilities. If found feasible new proposed projects will be submitted to the Housing and Home Finance Agency.

As described under the immediate-action study section of this report, two new proposals are being submitted for Federal financial assistance under the mass transportation demonstration program. These are:-

Coordinated Bus-Rail-Auto Service for Bergen-Rockland Counties
Improved Mass Transportation to New York International Airport

LONG-RANGE LAND DEVELOPMENT AND
TRANSPORTATION PLANNING STUDY

The second phase of the Tri-State Transportation Committee's program is the comprehensive long-range land development and transportation planning study of the Region. This study, to be carried out for the next three years, is designed to identify the inter-action of transportation, land development, economy, population and employment characteristics on a broad regional basis, leading to projections of travel patterns and land development. This knowledge will be used to evaluate alternate patterns of land development and appropriate transportation facilities in order to develop recommendations for meeting the Region's needs for the next 25 years.

The long-range studies and plans will embrace the following segments of the three States: the ten Northeastern New Jersey Counties of Bergen, Essex, Hudson, Mercer, Middlesex, Monmouth, Morris, Passaic, Somerset and Union; the City of New York and Rockland, Orange, Dutchess, Putnam, Westchester, Nassau and Suffolk Counties in New York State; and in Connecticut, the Southwestern, Danbury, Greater Bridgeport, Ansonia-Derby, South Central Connecticut and Central Naugatuck Valley planning regions.

The Committee's long-range study, undertaken with the cooperation and collaboration of the three States and local governments, will be financed in large part by the Federal highway planning survey funds of the Bureau of Public Roads and

the urban planning assistance funds of the Housing and Home Finance Agency. Matching funds will be provided by the three States.

This approach to metropolitan planning is given added emphasis by the requirements of current Federal legislation.

Under the 1962 Federal-Aid Highway Act, the Secretary of Commerce, after July 1, 1965, shall not approve any highway projects in an urban area "unless he finds that such projects are based on a continuing comprehensive transportation planning process carried on cooperatively by States and local communities." The Act stresses that the States shall undertake the "development of long-range highway plans and programs which are properly coordinated with plans for improvements in other affected forms of transportation and which are formulated with due consideration to their probable effect on the future development of urban areas."

The Housing Act of 1961, in its provision for grants of urban planning assistance funds, calls for assisting State and local governments "to facilitate comprehensive planning for urban development, including coordinated transportation systems, on a continuing basis."

In addition, the urban mass transportation bill recently passed by the United States Senate and now before the House of

Representatives stipulates that Federal financial assistance for a mass transportation project can be provided only if it is needed for "carrying out a program for a unified or officially coordinated urban transportation system as a part of the comprehensively planned development of the urban area, and are necessary for the sound, economic and desirable development of such area."

The long-range study being undertaken by the Tri-State Transportation Committee with the assistance of other public agencies, will permit this Region to qualify for Federal financial assistance on highways and mass transportation, under the provisions of the Federal laws.

The study program requires careful and extensive planning and coordination, using the most modern techniques for the huge task of data collection, processing and analysis while taking advantage of the cumulative experience of similar studies in other metropolitan areas.

Substantial progress has already been made. The work outline for the long-range study has been prepared; the cooperation and participation of Federal, State, county and local public agencies has been assured; aerial photographic coverage of the entire Region has been completed; a professional staff is being assembled; and the first stages of the actual surveys are under way.

The magnitude and complexity of the task is clearly evident by the fact that the Tri-State Region contains more people than all the other metropolitan areas combined that have undertaken similar comprehensive land development-transportation planning studies:- Detroit, Chicago, Philadelphia, Pittsburgh, Washington, and Seattle. It is therefore of great importance that the groundwork for data collection be carefully planned.

The long-range study is moving this spring from the design stage into the field work or data-gathering phase. These factual surveys will provide the data base that will be the underpinning upon which land development and regional transportation plans can be established.

Three major surveys are planned: land use, transport facilities and travel. The principal land use and travel surveys will be started this summer and completed before the World's Fair opens in April 1964.

The land use survey will measure specific buildings and land area in each block of the 150,000 blocks distributed over 8,000 square miles of land area within the Tri-State Region. These land uses are the key to explain traffic demands. They generate freight shipments and provide the measures that attract workers, shoppers and all other segments of the travelling public. The type, intensity and location of land uses establish the traffic demands which require the great networks of rails, highways

and utilities that constitute the transport system of the metropolitan Region. This inventory of land uses will record the main ingredients of the Region's capital stock of homes, institutions, businesses and factories. It is crucial to the understanding of the current transport requirements and will provide the platform from which to project future growth and transportation needs. The inventory is also crucial as the point of departure for preparing regional land development plans. How homes and work places are organized, and how land is used, has much to do with the efficiency and liveability of a metropolis.

To record all of the land uses, to measure them, and to store them on magnetic tape in their exact geographic location, is a major task requiring ingenuity and the use of the most modern computer and electronic data systems. New electronic plotting, measuring and processing equipment and the necessary temporary manpower are being organized by the Committee to collect and store this information. This summer, many sources must be tapped to find the clerks and field workers needed to make this survey.

Land use is but one of the three basic inventories needed. The second is a full record of the existing transportation facilities. Detailed measurements of nearly 15,000 miles of major streets constituting the principal road networks of the Region are underway. In this stocktaking, the condition, width,

traffic volume, accident history, and other pertinent data related to each section of this principal road network will be recorded and tabulated. This work is now being accomplished by the three State highway departments in accordance with uniform procedures.

Additional extensive work is underway to record the physical location and condition of all rail facilities, stations and rolling stock. Likewise, an inventory is being taken of all rapid transit facilities and of all ferry and bus routes. These surveys will note both condition and volume of traffic carried on each route. This work is now being carried out in collaboration with the carriers and the appropriate agencies in the three States.

The third and final major inventory is one of travel movements. The movements of people and of vehicles are being recorded for one average weekday. This is a most difficult census problem because the item being recorded, i.e., journeys or trips, does not stand still like persons or land uses. It is, instead, a fast moving and shifting ingredient that must be caught almost in flight, frozen, and recorded until the entire picture is in "stock."

Movements of persons are recorded for a sample of the population by going to homes. It is planned to visit over 50,000 dwellings in the area later this year and to have interviewers record the detailed comings and goings of all members

of those households for one day. Non-residents will be interviewed at designated locations on highways along a cordon line or outer limit of the core area, to record those coming in by auto or commuting into the area by rail or bus. Additionally, interviews will be taken of visitors at hotels and motels.

Trucks and taxis must also have a day's travel recorded. Some 15,000 of these vehicles will be sampled and their travel noted. Special studies of pedestrian movements and of freight shipments also are planned as a part of the total record.

Taken all together, the travel surveys will provide a working picture of the Tri-State Region's estimated 27,000,000 daily person-trips by private and public transportation and also the origins and destinations of some 12,000,000 to 15,000,000 daily vehicular journeys. By this summer, temporary staff persons will be working at roadside stations; be riding commuter trains and noting passengers; be visiting homes or working in field offices recording and transcribing information.

In a region of 17,000,000 people, it obviously will be an immense job to sample, record, code and process these very complex travel patterns and to describe the metropolis as it operates today.

The inventories represent the first phases of the long-range study. The facts produced become the basic tools for projecting future growth patterns and the transportation

improvements that must be undertaken in the coming decades.

Using these facts and projections, the planning agencies of the Region can develop the best regional land use development policies.

These long-range factual inventories will be kept readily available for use by the local governments and concerned State agencies. This kind of central data service will be a major regional asset provided by the Tri-State Transportation Committee. The inventories are being designed so that the records can be kept up-to-date.

Plans also are being made to develop a regional planning staff to work on land development plans for the Region in collaboration with the other planning agencies of the States, Counties and municipalities. It is not possible to plan transportation facilities without considering the entire urban growth and development problems. Work is proceeding on the staffing for the planning phase of the program.

Finally, a separate research and development group will aid in the development and execution of the long range program. This group will be working on new techniques of urban research, economic analysis and computer simulation. New ideas will be generated and tested before being incorporated in either the planning or analytical-technical operations. Preliminary work has also begun on this phase of the overall project.

In summary, the long-range as well as the immediate-action phases of the Tri-State Transportation Committee program

are being rapidly progressed, with the full cooperation and assistance of the Region's public agencies responsible for land development and transportation planning. The Committee's many activities are designed to carry out the Governors' directive to conduct a broad scale examination and make recommendations for meeting the Region's immediate and long-term needs.

ORGANIZATION

Following the creation of the Tri-State Transportation Committee by the Governors of Connecticut, New Jersey and New York on August 30, 1961, the three States entered into an official Agreement, spelling out the responsibilities and procedures for carrying out the Tri-State program.

In order to facilitate the Tri-State activities and the receipt of Federal funds for planning assistance, legislation has been developed for the enactment of a three-State Compact which would establish a Tri-State Transportation Commission as an interstate Compact agency, to replace the present Committee. As of this time, legislation to this effect has been passed in New York State; it has been passed by the State Senate in Connecticut and is in Committee of the General Assembly; and it will be submitted at an early date for affirmative action in New Jersey.

As part of the Tri-State program, each Governor and the Mayor of the City of New York in September 1961, designated Local Cooperating Committees representing their respective jurisdictions in the essential local liaison and exchange of information with the Committee. Since then, the Tri-State Transportation Committee has met on a number of occasions with these local committees and has kept them informed of Committee activities and plans.

The Tri-State staff has also met regularly and frequently with a Technical Advisory Group consisting of staff representatives of the State, County, City and Federal agencies participating and assisting in the program. This provides a means for reviewing the Tri-State studies and exchanging views on their technical aspects as well as keeping all concerned parties informed on related planning and transportation activities.

The Federal government is assisting the Tri-State program through financial aid for planning studies and demonstration projects. The Bureau of Public Roads has approved applications by the three State Highway Departments for the allocation of highway planning survey funds to assist in both the immediate-action and long-range studies. The Housing and Home Finance Agency has approved two of the five applications submitted by Tri-State for mass transportation demonstration grants. The Housing and Home Finance Agency also has under consideration the applications by the State planning agencies for urban planning assistance funds to help finance Tri-State's immediate-action study program.

The Committee's headquarters and staff are located at 100 Church Street, New York, in lower Manhattan. The staff

includes personnel loaned by State, interstate and Federal agencies as well as those recruited directly by the Committee.

Respectfully submitted,

Tri-State Transportation Committee

LOCAL COOPERATING COMMITTEES
FOR TRI-STATE TRANSPORTATION COMMITTEE

Connecticut

J. Walter Kennedy, Mayor of Stamford, Chairman
Herbert E. Baldwin, First Selectman of Westport
J. Eric Chadwick, Mayor of Torrington
Griffith E. Harris, First Selectman of Greenwich
Edward R. Henkle, City Manager of New London
Richard C. Lee, Mayor of New Haven
Carleton F. Sharpe, City Manager of Hartford
John Shostak, Chairman, Regional Planning Board, Norwalk
Samuel J. Tedesco, Mayor of Bridgeport

New Jersey

Karl E. Metzger, Director, Middlesex County Board of Chosen
Freeholders, Chairman
Cassius H. Daly, Jr., Director, Bergen County Board of
Chosen Freeholders
Henry L. Fetherston, Director of Somerset County Board of
Chosen Freeholders
Joseph C. Irwin, Director of Monmouth County Board of
Chosen Freeholders
John F. Lewis, Director of Hudson County Board of
Chosen Freeholders
James L. McKenna, Director of Essex County Board of
Chosen Freeholders
Robert A. Roe, Director of Passaic County Board of
Chosen Freeholders
Henry R. Sperling, Director of Morris County Board of
Chosen Freeholders
Jay A. Stemmer, Director of Union County Board of
Chosen Freeholders
Arthur R. Sypek, Director of Mercer County Board of
Chosen Freeholders

LOCAL COOPERATING COMMITTEE MEMBERS (continued)

New York State

Edwin G. Michaelian, County Executive of Westchester, Chairman
H. Lee Dennison, County Executive of Suffolk
Albert C. Howell, Chairman of Orange County Board of Supervisors
Eugene H. Nickerson, County Executive of Nassau
Edwin E. Wallace, Chairman of Rockland County Board of Supervisors
Harry G. Silleck, Chairman of Putnam County Board of Supervisors
Kenneth J. Utter, Chairman of Dutchess County Board of Supervisors

New York City

Henry A. Barnes, Commissioner, New York City Department of Traffic
Joseph E. O'Grady, Chairman of New York City Transit Authority
William Reid, Chairman of Housing Authority
William F. Shea, Director of the Budget
Charles H. Tenney, City Administrator

TECHNICAL ADVISORY GROUP

TO STAFF OF TRI-STATE TRANSPORTATION COMMITTEE

Connecticut

David S. Johnson, Director, Planning and Design, Connecticut State
Highway Department
Isreal Resnikoff, Chief of Planning, Connecticut State Highway Department
Francis E. Coleman, Highway Senior Engineer, Connecticut State
Highway Department
James S. Klar, Managing Director, Connecticut Development Commission
Harold I. Ames, Planner, Connecticut Development Commission
Walter A. Wachter, Planning Director, Stamford
Norris C. Andrews, Director, South Central Connecticut Regional
Planning Agency

New Jersey

Harry A. Hartmann, Supervising Engineer, Bureau of Planning & Traffic,
New Jersey State Highway Department
B. Budd Chavooshian, Director, Division of State and Regional Planning,
New Jersey Department of Conservation and Economic Development
Donald H. Stansfield, Statewide Planning Chief, New Jersey Department
of Conservation and Economic Development
Douglas S. Powell, Director, Middlesex County Planning Board
Robert A. Day, Assistant Director, New Jersey Division of Railroad
Transportation

New York State

Maynard A. Bebee, Director, Bureau of Highway Planning and Programming,
New York State Department of Public Works
Edwin F. Clarke, Director, Highway Transportation Studies, New York State
Department of Public Works
Charles L. Crangle, Director, Bureau of Planning, New York State
Department of Commerce
Robert B. Shoemaker, Transportation Engineer, New York State Office
of Transportation
Archibald L. Gillies, Assistant to Director, New York State Office
for Regional Development
Seymour J. Schulman, Commissioner, Westchester County Department of
Planning
Thomas B. Vaughan, Chief Planner, Westchester County Department of
Planning

TECHNICAL ADVISORY GROUP (continued)

New York City

Jack C. Smith, Chief, Office of Master Planning, Department of City Planning

Allan K. Sloan, Director of Programming, Department of City Planning

Joseph M. Leiper, Director, Transportation Planning, Office of Master Planning, Department of City Planning

U. S. Bureau of Public Roads

Robert E. Johnson, Chief, Planning & Research Section, Region I, Delmar, N. Y.

T. J. Morawski, Chief, Urban Transportation Branch, Washington, D. C.

U. S. Federal Aviation Agency

Harvey Wells, Air Commerce Division, Policy Branch, O.P. - 23, Washington, D. C.

U. S. Housing and Home Finance Agency

Thomas F. McNamara, Assistant Regional Director for Special Programs, Region I

Frank Batstone, Chief, Urban Renewal Planning, Region I