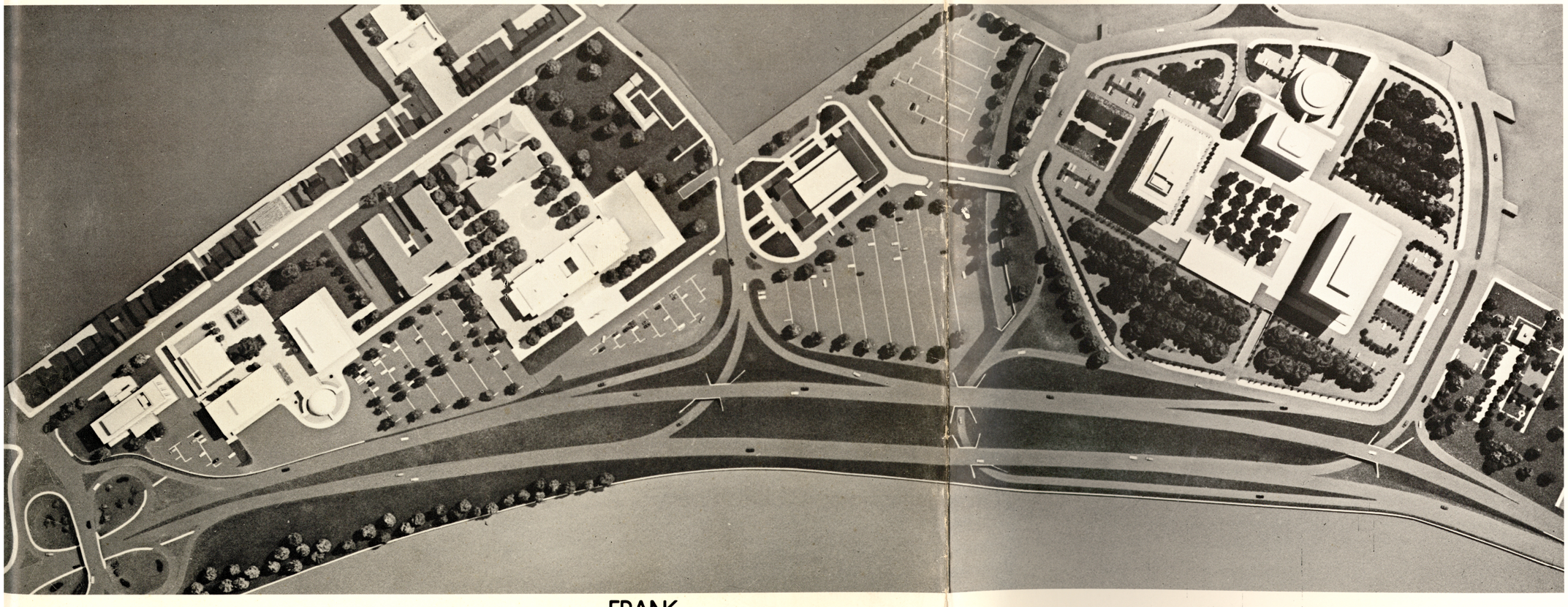
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STATE OF NEW JERSEY

THE STATE CAPITOL DEVELOPMENT COMMISSION — FIRST REPORT — 13 JAN., 1964



THE STATE CAPITOL DEVELOPMENT PROGRAM

PROGRESS 1959-1963

RE-EVALUATION OF REQUIREMENTS

PROJECTION 1963-1983

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FRANK GRAD & SONS
ARCHITECTURE ENGINEERING PLANNING

STATE OF NEW JERSEY

THE FIRST REPORT OF THE STATE CAPITOL DEVELOPMENT COMMISSION ON THE STATE CAPITOL DEVELOPMENT PROGRAM

JANUARY 13, 1964

INCLUDING THE

REPORT TO THE STATE CAPITOL DEVELOPMENT COMMISSION

PREPARED BY

FRANK GRAD & SONS
ARCHITECTS & ENGINEERS

PLANNING CONSULTANTS TO THE COMMISSION

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PART ONE

FIRST REPORT
of the
STATE CAPITOL DEVELOPMENT COMMISSION

THE COMMISSION

Public Members:

Edward A. Curtis, Chairman, Short Hills[1]

Richard G. Macgill, Vice Chairman, Princeton[2]

Nicholas Simonetti, Jersey City[1]

John J. Morrissey, Westfield[3] †

William O. Lippman, Sea Girt[3] *

S. Westcott Toole, Allenhurst[2] ‡

Senate Members:

Richard R. Stout, Monmouth

Joseph W. Cowgill, Camden

General Assembly Members:

Vincent R. Panaro, Mercer

Carmine F. Savino, Jr., Bergen

City of Trenton Liaison – William S. Borden, Sr.

State Highway Department Liaison – James Hamilton

Consultant – Robert W. McLaughlin, Jr., F.A.I.A.

Secretary – William M. Lanning

Footnotes:
1 Appointee of the Speaker of the General Assembly
2 Appointee of the President of the Senate
3 Appointee of the Governor
† Appointed 5/22/61 replacing William Marvel, Princeton, resigned
* Appointed 6/2/61 replacing Harry Loprete, West Orange, resigned
‡ Appointed 12/3/62 replacing Henry W. Johnson, Trenton, resigned.

STATUTORY AUTHORITIES

Public Laws 1959, c. 5, as amended and supplemented by P. L. 1959, c. 19 (NJSA 52:31A-1 et seq.) and P.L. 1960, c. 27;

Public Laws 1960, c. 6, as amended by P. L. 1962, c. 12 (NJSA 18:13-112.85 et seq.)

Public Laws 1960, c. 44 (NJSA 43:15A-33.1 et seq.)

STATE CAPITOL DEVELOPMENT COMMISSION

TO: His Excellency Richard J. Hughes, Governor, and the members of the Senate and General Assembly of the State of New Jersey.

FOREWORD

Chapter 5 of the Laws of 1959, which established a State Capitol Development Program, directs the State Capitol Development Commission also created by that act ". . . to report periodically to the Governor and the Legislature on matters related to the furtherance of the State Capitol Development Program . . .". This, the Commission's first formal report includes summaries of the Commission's work as it relates to the planning and execution of the Program to date, an evaluation of the degree to which the basic concept and master planning have been achieved, and recommendations for the furtherance of the Program to meet the overall objectives of "the acquisition of lands and construction of buildings to provide space and facilities for the administration of State Government in the vicinity of the State House in the city of Trenton".

The State Capitol Development Commission is composed of 2 members of the Senate and 2 members of the General Assembly, appointed by the President of the Senate and the Speaker of the General Assembly, respectively, and 6 citizens appointed for 5-year terms, 2 each appointed by the Governor and the presiding officers of the two houses of the Legislature.

The Commission was established " . . . to act as an advisory group to the Legislature in matters related to the purposes . . . " of the State Capitol Development Program and was directed to consult with the Director of the Division of Purchase and Property, who was directed to keep the Commission informed of plans and proposals related to the development of a master plan and of the successive steps in the execution thereof. The Commission was charged with informing the Director of Purchase and Property of its views and recommendations in connection with the master plan and the planning of individual buildings, their related facilities, services and site planning and to maintain liaison with:

(a) the State Highway Department for the purpose of coordinating highway planning with the program;

(b) officials of the City of Trenton responsible for the John Fitch Way Redevelopment Project; and

(c) the several State departments for whom space is to be provided in furtherance of the Program.

The Commission first met at the call of Governor Robert B. Meyner on May 16, 1960, and organized by the election of members Edward A. Curtis, as Chairman, and Richard G. Macgill, as Vice Chairman and William M. Lanning, not a member, as Secretary. Since its organization, the Commission has held 20 meetings in which, in addition to its members, consultant, secretary, regularly-appointed liaison officers and the Director of the Division of Purchase and Property, who attend all meetings, a total of 52 other persons have participated as representatives of 7 State Departments, 2 agencies of the Federal government, the City of Trenton, 4 architectural firms, a firm of engineering consultants to the State Highway Department and a firm of space consultants to the Department of the Treasury.

In addition to its organization meeting, the Commission has held 3 conferences with the governor of which one was with Governor Meyner and 2 were with Governor Hughes.

HISTORICAL BACKGROUND

Prior to the end of World War II the expanded functions and increased personnel employed in the conduct of the affairs of New Jersey's State government in Trenton had far exceeded the physical facilities of the State House, the State Office Building (built in 1921) and the State House Annex (built in 1929). Consequently, governmental agencies became increasingly dispersed throughout the City of Trenton in rented quarters. In 1945 the Legislature, acting on the recommendation of Governor Walter E. Edge, established a State Capitol Building Commission to undertake acquisition of additional land and construction of buildings for the administration of the State Goverment. Several properties were acquired west of the State House Annex and architectural plans were prepared for a multi-story State office building. A Treasury surplus, accumulated during World War II as a result of curtailed State expenditures, was being looked to as the source of funds to finance this construction. The end of the War, however, resulted in demands on the State to aid its veterans in re-establishing themselves in homes and businesses and the State had to catch up on many needed highway and other construction activities curtailed by dedication of materials to war work. The surplus was thus substantially used; the office building plans lay unused. The only major construction activity for administration of State government in the Trenton area since that time has been the erection of the State Highway Department Building in Ewing Township built in 1950.

Governors Alfred E. Driscoll and Robert B. Meyner, recognizing the tendency of business and industry to remove to the suburbs to escape high urban land costs, traffic congestion and parking problems resulting from widespread use of private automobiles by employees, advocated construction of additional State buildings in the Trenton suburbs.

The Legislature, in 1956, seeking some method of meeting the recognized need for additional office space, created a Legislative Study Commission to study the problems involved on both a short and a long range basis. Its studies quickly indicated not only the inadequacy of the 390,000 square foot office building planned in 1946 to meet the then existing needs, without regard to the future, but also disclosed that those plans did not reflect many significant developments in office building design and construction. During the course of the Legislative studies a proposal for an urban renewal redevelopment project in downtown Trenton, now known as the John Fitch Way Project, was formulated jointly by the City and the Greater Trenton Council, a civic group. Joint discussions concerning participation by the State in this proposal provided what the Legislative Commission reported to be "a once-in-a-lifetime opportunity" for solution of a substantial portion of the State's space needs within proximity of the existing State House. A plan was formulated to reverse the previously proposed decentralization and suburban dispersal of State activities and to centralize the State office and administrative functions in the immediate area of the historic seat of New Jersey's government. The plan envisioned the State House becoming the center of a complex of State buildings extending along the Delaware River from Calhoun Street on the west to a proposed park area surrounding the restored Trent House on the east, with a total area of approximately 42 acres, immediately adjacent to and within easy walking distance of hotels, banks and shops forming the commercial center of the City. This complex would be permanently protected and enhanced by a 3600 foot frontage on the Delaware River and, hopefully, providing within its limits, land for access roadways, parking and appropriate site planning. The crescent or "boomerang" State Capitol complex would, it was projected, provide an efficient and

beautiful governmental headquarters in which the citizens of the State of New Jersey could take justifiable pride. The plan was broad in scope, execution of which would require imagination, talent and extensive expenditures of money, but it also was designed to be developed in stages over a period of time, as dictated by successive legislative authorizations.

EXECUTION OF THE PROGRAM

The aforementioned concept developed by the Legislative Study Commission was adopted and incorporated in P. L. 1959, c. 5, which established the State Capitol Development Program; the statute provided for the preparation of a master plan which, together with subsequent major revisions thereof, should be submitted to the State House Commission for approval. In 1959 the State House Commission reviewed the Legislative Study Commission's concept, as set forth in Part III of its Second Report, dated April 7, 1958, and adopted it in principle as the master plan for the Program. The progress made since adoption of the master plan has been substantial and rapid by any standard. The Program has been implemented, by legislation in 1959, 1960 and 1962, authorizing land acquisition and construction of 4 major projects involving 8 building units, i.e., the Department of Labor and Industry Building, the Department of Education Building, and office building and laboratory center for the Departments of Health and Agriculture and the 4-unit Cultural Center, consisting of a State Library, Museum, Auditorium and Planetarium.

In addition, new boilers have been installed in the rear of the State House and Annex with capacity to meet the needs of the West State Street elements of the complex, and an electrical distribution center to serve the same area is nearing completion.

The land acquisition program, as called for under the master plan, has been completed with the exception of the area between the State House and Willow Street on the south side of West State Street and the final 4-acre element to be acquired from the City in the John Fitch Way project area. Funds for acquisition of these parcels were included in the Governor's budget for the fiscal year 1963-1964 but were not included in the appropriation act for the current fiscal year.

Inherent in the over-all master plan and in the successive building plans and specifications has been provision for a reasonable amount of expansion space to meet the normal growth of State governmental activities over a period of 15 years.

Under chapter 5 of the Laws of 1959, responsibility for execution of the State Capitol Development Program was assigned to the Director of the Division of Purchase and Property in the Department of the Treasury. With the completion and occupancy in May of 1963 of the Department of Education Building, completion of the Department of Labor and Industry Building in November 1963, and completion of the Cultural Center and the Health and Agriculture buildings scheduled for mid-1964, it is apparent the Director of the Division of Purchase and Property and his staff, with the cooperation of personnel of the using agencies, have exercised this responsibility with dispatch and talent. The Director arranged for architectural presentations to the Commission as to each building at the preliminary, intermediate and final design stages. Representatives of the using agencies were invited to attend and participate in these sessions. The Director has kept the State Capitol Development Commission continually informed of each significant step in the Program, has solicited the Commission's advice and recommendations in connection with the perfection of the details of the master plan, and has availed himself of the

advice of the Commission's consultant, Robert W. McLaughlin. The thinking and recommendations of the Commission have been definitely reflected in the exercise of his responsibility. The relationship between the Director and the Commission has been one of entirely mutual and constructive cooperation.

Integration of the highway program with the construction program has been difficult and complicated by the desire to incorporate the access roads with overall State Highway system plans for the area in such a manner as would qualify the projects for Federal aid. The first section of the relocation of the Route 29 Freeway in the rear of the State Street elements of the complex has been completed and the second section from the Assunpink Creek to Market Street is scheduled for construction in the Spring of 1964. Relocation of that portion of South Warren Street bordering the John Fitch Way project area, built by the City, has been in use for several months.

Completion of the reconstruction of Route 29 and connections to the Trenton Freeway are urgently needed to provide proper and convenient access to and from the State complex area.

In the discharge of its responsibility as an advisory body for the State Capitol Development Program, the Commission has been particularly concerned that the design of the several elements in the construction program, the work of several architectural firms, should blend with each other and existing State buildings. To assist the Commission in these considerations, Robert W. McLaughlin, F.A.I.A., Director of the School of Architecture of Princeton University, was retained by the Commission as its architectural consultant. Dean McLaughlin's advice and counsel have been of great assistance to the Commission. The Director of Purchase and Property, the Assistant Director in charge of construction and the several architects involved have also availed themselves of Dean McLaughlin's counsel in a constructive and cooperative manner.

The Commission arranged for the construction of a large scale model of the Program area. This model not only proved extremely valuable for study purposes by engineers, architects and others concerned with the planning and execution of the Program elements, but its public display in various places throughout the State has provided public interest and support for the Capitol Development Program. The model, in keeping with its original and principle purpose of study, has been recontructed to incorporate the recommendations appended to this report.

EVALUATION OF PROGRAM TO DATE

The short range program of priority space requirements, included in the 1958 Legislative Study Commission's report, will have been met in full by the completion of the Education, Labor and Industry and Health and Agriculture buildings. In addition, current construction will provide space for the Department of Agriculture and the State Library and Museum operations, which were not included in the 1958 short-range priority program.

Reallocation of State House and Annex space to be vacated on completion of buildings now under construction and utilization of growth space in the Labor and Industry Building by the Department of Conservation and Economic Development will assist in bringing together some departmental units now dispersed and provide space in the Annex for a new food service facility to serve employees working in the West State Street area of the complex.

While the importance of progress under projects in the Program authorized to date cannot be minimized, the unmet remaining needs become increasingly apparent. The wide dispersion of important divisions and bureaus of the Department of the Treasury and the inadequacy of space assigned to the Department of Institutions and Agencies warrant, it is believed, priority consideration of the space needs of these Departments in furtherance of the State Capitol Development Program. The requirements for the exercise of the functions of the office of the Governor, so greatly expanded under the full realization of the responsibilities of the Chief Executive under the 1947 Constitution, and the serious inadequacies of space and facilities for the Legislative Branch, heretofore not included in any overall study, likewise merit priority consideration in the Development Program.

With the completion of the project elements now well under way, the Delaware River side of the State Capitol complex will become of greater importance than West State Street as the "front door" of the seat of New Jersey's government. The rear facade of the State House, facing the River, unattractive to say the least, will appear by comparison increasingly gloomy and a poor monument as the historic center of the complex. Modernization of the State House as a major office building is impractical but the importance of its maintenance, at least in part, as the core element and symbol of the seat of the State government is recognized.

Relocation of the Route 29 Freeway closer to the River provides an area in which a new building could be erected to meet the needs of the office of the Governor and new Legislative chambers and offices. The open space so utilized could then be replaced by the demolition of the rear portion of the present State House and creation of a Mall.

Necessary land area for a major office building to house the Departments of Treasury and Institutions and Agencies will be available upon the acquisition of the remaining acreage in the John Fitch Way Project, which the State is committed to purchase in 1964.

A decision having been made that the State should not acquire additional land fronting on the north side of West State Street, and a connecting access thereto having been created by the State's purchase of the additional properties immediately opposite the State House, acquisition of an area between the north side of Hanover Street and the Canal Feeder suggests itself as a logical growth area. The Hanover Street area tract is in reasonable proximity to the State House and could be acquired at a relatively low cost with minimum impact upon the tax ratables of the City of Trenton.

CONCLUSIONS AND RECOMMENDATIONS

With the remarkable progress made since the authorization of the State Capitol Development Program by P. L. 1959, c. 5, the Program should be continued without interruption and the master plan should be up-dated as an overall guide to provide space and facilities to meet the State's present unfilled requirements and its reasonably forseeable needs to 1983.

The Commission has reviewed, accepted and approved, in principle, the conclusions and recommendations contained in the annexed report of its consultants, Frank Grad & Sons, and the State Capitol Development Commission recommends :

1. The master plan highway program be expedited.
2. Funds be appropriated in 1964 for acquisition of the remaining section in the John Fitch Way Project area and the properties on the south side of West State Street

between the State House and Willow Street, as called for under P. L. 1959, c. 5, and the existing master plan.

3. The 6 1/4-acre tract bounded by West Hanover Street, Willow Street, Passaic Street and the Canal Feeder be added to the master plan for State acquisition for immediate use for parking, including a headquarters for the central State Motor Pool, and as the site for future building needs, and that legislation be sought to authorize its acquisition.

4. Legislation be sought to authorize detailed feasibility studies looking toward construction of an additional major office building in the John Fitch Way Project area, with priority consideration to providing space therein for the Departments of the Treasury and Institutions and Agencies, including a major central computer facility.

5. Legislation be sought to authorize detailed feasibility studies looking toward construction of a new building to house the Executive Offices of the Governor and the Legislative Branch to be located on the river side of the State House with subsequent demolition of part of the State House and restoration of its river front facade.

Respectfully submitted:

STATE CAPITOL DEVELOPMENT COMMISSION

By: Edward A. Curtis, Chairman

PART TWO

REPORT OF THE

PLANNING CONSULTANTS

TO: THE STATE CAPITOL DEVELOPMENT COMMISSION

This Report has been prepared in accordance with
letter authorization of the State
Capitol Development Commission dated 30 Oct. 1962

FRANK GRAD & SONS
ARCHITECTS & ENGINEERS
11 COMMERCE STREET
NEWARK, N. J.

PLANNING CONSULTANTS TO THE COMMISSION

REPORT FOR THE STATE CAPITOL DEVELOPMENT COMMISSION

I. PURPOSE AND SCOPE

This report is made pursuant to the authorization and direction of the State Capitol Development Commission to the undersigned, Frank Grad & Sons, Architects and Engineers, to (a) evaluate progress on implementing the State Capitol Development Program, to date, in the light of prior studies and space requirement estimates and (b) to project the direction and means of meeting remaining requirements and fulfillment of a unified capitol complex, including the modernization of facilities for the Executive offices of the Governor and the Legislative Branch.

Prior to the creation of the State Capitol Development Commission by P. L. 1959, c. 5, a preceding body, the Legislative Commission on Provision of Additional Office Space for State Departments, had under date of 7 April 1958 issued its Second Report to the Governor and Legislature, hereinafter referred to as the Second Report. This Second Report contained as Parts II and III thereof a report of Frank Grad & Sons, Architects and Engineers and Planning Consultants to the Legislative Commission, setting forth a concept of a master plan and offering a series of recommendations for further action if the master plan were to be implemented. Before the organization meeting of the State Capitol Development Commission was held, the State House Commission, upon the recommendation of the Director of the Division of Purchase and Property of the Department of the Treasury, adopted the concept as the basis for development of a master plan. While injection of new elements into the State Capitol Development Program have dictated changes and additions thereto, the concept and recommendations as set forth in the Second Report, with such refinements as necessitated by the construction program, have contined to serve as a guide and master plan.

However, in the five-year interval since publication of the Second Report of the Legislative Commission, inauguration of the State Capitol Development Program, pursuant to law and the subsequent adoption of the master plan concept, the number of new elements that have been injected into the Program has become significant. Furthermore, several changes have occurred which have affected the relative importance of various aspects of the Program. These injections and changes, it has been believed, must be analyzed at this point to determine their impact upon the previous concept. At the same time it has been considered necessary to review the previous findings and conclusions of the Second Report to establish their continuing validity and, as a result of this review and analysis, to define what modifications or refinements to the earlier master plan might be advisable. It has been noted the Second Report was dedicated to the subject of Provision of Additional Office Space for State Departments whereas the State Capitol Development Program and the concern of the State Capitol Development Commission are directed toward the provision of "Space and facilities for the administration of State Government". The master plan which reflects the concept of the Second Report is, therefore, not sufficiently comprehensive and must be adjusted to meet the present broader scope of statutory direction and interest.

The Second Report recognized that periodic revision to, and refinements of, the master plan concept would become necessary, and P. L. 1959, c. 5 establishing the State Capitol Development Commission refers to the responsibility for answering this need. Aside from the factors generated by the activities of the State Government itself, there are to be reflected in such revising, refining and general up-dating of the master plan those developments which have been brought about by the City of Trenton or through the work of the State Highway Department.

To assist it in filling its function as an advisory group to the Legislature in matters pertaining to the master plan, the State Capitol Development Commission has engaged as its Consultants this office of Frank Grad & Sons, Architects-Engineers. It has authorized the preparation of this new report with the intent there be developed therein suggestions and professional advice in regard to updating the master plan and in respect to action which might be found to be essential or desirable in view of needs it is anticipated will arise in the future. To fulfill this intent, this report will thus review and re-evaluate findings stated in the Second Report in light of developments and progress on building projects since that time. It will consider again the matter of land acquisition. It will analyze the work that has been undertaken or is planned currently by the City of Trenton and the State Highway Department. It will incorporate in one comprehensive survey and in recommendations for further implementation of the State Capitol Development Program all additional data that have become available through studies made by and for agencies of the State Government and such new data as are found to supersede information which formed the basis of the Second Report. Finally, it will suggest the direction development might follow to best preserve and enhance the architectural values and the image of the Capitol of State Government.

II REVIEW OF THE SECOND REPORT OF THE LEGISLATIVE COMMISSION ON PROVISION OF ADDITIONAL OFFICE SPACE FOR STATE DEPARTMENTS

The Second Report as published 7 April 1958 originated from the determination made by the Legislative Commission in January 1958 that it was desirable to continue the centralization of State Government headquarters in the State House area of downtown Trenton, if expert opinion indicated the problems of building space, access highways and parking facilities to be capable of solution. To obtain such expert opinion, the Legislative Commission engaged as Planning Consultants this office of Frank Grad & Sons, Architects and Engineers, and authorized the preparation of a survey and report to contain an estimate of office space needs over a period of twenty-five years, an analysis of the transportation services and highways that had been proposed to better serve the area and an indication of the extent of land requirements for future construction undertakings. When completed and published, this survey of the Consultants served to confirm the feasibility of centralizing State Government functions in the desired area and, further, pointed up the opportunity offered the State for economical acquisition of land through the City of Trenton's John Fitch Way Redevelopment Project, which was then in its early planning phase.

As part of the Grad survey and as Part III of the Second Report, graphic illustrations were offered to show how a plot of 25 acres, proposed for acquisition through the City of Trenton's John Fitch Way Redevelopment Project, might be used as a site for a complex of office buildings. In addition, proposed future buildings were shown on sites along the south side of West State Street between the State House Annex and Calhoun Street, and the rear portion of the State House was indicated as considerably reduced in size to reflect the eventual moving of present occupants to new buildings. Finally, there was indicated a further tract of 3.5 acres in the John Fitch Way Area recommended for acquisition if agreed to by the City, and if funds were available. To serve the projected office building complex, there was illustrated a pattern of roadways between the Calhoun Street Bridge on the West and the Trenton Freeway on the East that was largely theoretical in design, since at the time the survey was made the State Highway Department had not reached a decision on the routing or design of the Route 29 East-West Freeway, nor had the City of Trenton

developed a new street pattern for the John Fitch Way Redevelopment Project area. Although such details were not then worked out, it was assumed a highway network of adequate capacity would be a part of the ultimate project. The projected office buildings would thus be accessible from freeways and superhighways and a large percentage of drive-to-work employees would need to be taken into account. Correspondingly, extensive parking areas were required and provided by use of open space and areas under terraces.

The estimate of anticipated office space needs as prepared by the Consultants was based on interviews with the various departments of the State Government. The time available for these interviews was severly limited and in no sense could the results obtained be compared to those detailed space analyses which have been prepared subsequently for specific buildings by specialists in that field. It was noted that whereas the requirements of individual departments due to incomplete information, might be under-estimated in some cases or over-estimated in others, the total of all could be expected to be reasonably accurate as a 25-year forecast. A hazard inherent in such a forecast was acknowledged; that is, changes in functions of departments or unforeseen expansion of Government activities could always occur to upset all predictions or estimates. But, apart from this aspect, it was believed the figures developed were realistic and logical, and offered a fair indication of the ultimate scope of office space needs. It had been intended originally by the Legislative Commission that the space-need forecast be projected to cover a 50-year period, but this was not done because of the many variables that appeared and the reluctance of State personnel to give firm opinions for so long a period. Instead, it was concluded a new forecast would be desirable after needs for the earlier years had been met in part and trends in growth had become more apparent.

The estimate given in the Second Report of space needs by 1983 was 1,388,400 sq. ft. gross area, which was broken down into short-range and long-range programs as follows:

Short-Range Program

Dept. of Labor & Industry	350,000 sq. ft.
Dept. of Health	222,000 sq. ft.
Dept. of Education	75,600 sq. ft.

Long-Range Program

Dept. of Law & Public Safety	125,000 sq. ft.
Dept. of Institutions & Agencies	130,500 sq. ft.
Dept. of Defense	52,000 sq. ft.
Dept. of Banking and Insurance	30,500 sq. ft.
Dept. of Civil Service	50,750 sq. ft.
Dept. of Conservation & Econ. Development	99,000 sq. ft.
Dept. of Public Utilities	3,000 sq. ft.
Dept. of Treasury	250,000 sq. ft.

Provision for the Department of Agriculture was not included in the Second Report, since at the time of writing it was projected this department be housed in an outlying installation. The above tabulation also does not cover needs of the Legislative Branch, the Executive Offices of the Governor and several other agencies, since the Second Report was concerned only with the Departments in the Executive Branch of the State Government.

For the graphic presentation included with the Second Report the Consultants, for convenience only, set up certain combinations of space requirements and assigned names or functions to proposed future buildings. This was not included to represent in any way a serious attempt at allocation of space or of individual structures, since the Consultant's survey did not deal with the subject of relationships between departments nor with selection of specific

locations. The intent was only to show one way of organizing space into groups of buildings that could be sited appropriately on those plots it was proposed be acquired. To complete the picture, suggestions were included that space to be vacated in the State House Annex, when present tenants were moved to proposed new buildings, be utilized for possible expansion of the Judicial or Legislative Branches. It was also proposed that the State Office Building be demolished when new building space was constructed for its present occupant.

In its appraisal of parking needs the Consultant's survey in the Second Report accented the impracticality of providing space for a high percentage of employees and the compensating advantage to employees of a working location in a downtown area where public transportation was available. A ratio of one car space to each three employees was suggested, this to be achieved in part by using areas under terraces. It was estimated there would be 6,839 employees in the above tabulated office space by 1983 which, at the ratio of one to three, would require 2280 parking spaces. Substantial benefit was seen as possibly arising in this situation from the planned erection of extensive middle-income housing within walking distance as part of the City's John Fitch Way Redevelopment Project.

III PROGRESS ON IMPLEMENTING THE STATE CAPITOL DEVELOPMENT PROGRAM

In the five years since issuance of the Second Report of the Legislative Commission, substantial progress has been made toward meeting the requirements for office space of State Departments and toward implementing the State Capitol Development Program. The contributions by the City of Trenton and by the State Highway Department toward realization of the State's Program are discussed in later sections of this report. This section will deal with action taken by the State Government itself in regard to general planning, land acquisition, building construction, provision of parking facilities and landscaping.

State action has adhered closely to the concept of a master plan put forth in the Second Report, and most of the recommendations contained in that report have been followed. This has been particularly true in regard to acquisition of land to meet future building needs. The authorization of construction of buildings has followed the proposed schedules and has met in full the requirements of the projected short-range program.

Properties actually purchased or in the process of being acquired by the State include the following:

1. Twenty-five acres in the John Fitch Way area, purchased from the City of Trenton by which it was made available through the John Fitch Way Redevelopment Project. Possession of land has been taken in increments as required by the progress of the State's building program.
2. All plots remaining in private ownership on the south side of West State Street between the State House and Calhoun Street.
3. Parcels of land and buildings on the south side of State Street, between Willow Street and the State House. (Included in Governor's budget for Fiscal Year 1963-64, but funds not yet appropriated.)
4. Parcels of property totalling approximately 100 feet of frontage on West State Street and directly opposite the entrance to the State House. This acquisition was recommended to increase the width of the mall leading to the present State Office Building.

5. Land bordering Assunpink Creek north of John Fitch Way and directly opposite the new Labor and Industry Building. Negotiations are underway also to adjust property lines of the State-owned portion of the adjoining Parking Authority lot so as to provide a usable facility for the State.

Construction that has been authorized, is being undertaken or has been accomplished by the State is as follows:

1. A building of 453,000 square feet gross area for the Department of Labor and Industry, completed in November 1963.
2. Twin buildings for the Departments of Health and Agriculture comprising office and laboratory spaces and totaling 250,850 square feet gross area and scheduled for completion by September 1964.
3. A building of 100,000 square feet gross area for the Department of Education, which was completed and occupied on 24 May 1963.
4. A Cultural Center of 213,700 square feet gross area, in which are provided a Library, Museum, Auditorium, Junior Museum and Planetarium, and which is scheduled for completion during the summer of 1964. The first two items, which contain 111,000 square feet and 74,100 square feet gross areas, respectively, provide new space for facilities presently housed in the State House Annex. The Library Building has been planned to have an underground tunnel connection to the State House Annex and, in turn, by an existing tunnel to the State House.
5. An extension to the Boiler House and a new Electrical Sub-Station adjacent to the south (or rear) ends of the State House and State House Annex, nearing completion as of 1 December 1963.
6. Outdoor parking facilities adjoining the Labor and Industry and Health and Agriculture Buildings with a capacity of 733 cars; others adjacent to the Cultural Center and Education Building with a capacity of about 600 cars.

The first four of the foregoing items are illustrated and described in greater detail at the end of this section.

In addition to the direct action outlined above, the State during the past five years has carried out several surveys and investigations which have developed detailed information useful for the next phases of master planning. Among these have been the following:

1. A study entitled "State Parking Needs in Downtown Trenton", prepared by the Division of State and Regional Planning, Department of Conservation and Economic Development.
2. A Feasibility Study for a Food Service Facility for the State House area, prepared by Gilbert L. Seltzer, Architect and Consultant to the Division of Purchase and Property, Department of the Treasury.
3. A Space Requirements Report on Utilization of Space in the State House and State House Annex, prepared by Duffy Inc., Planners and Designers and Consultant to the Division of Purchase and Property, Department of the Treasury.

Going beyond the many separate achievements listed above and considering accomplishments as a whole, it can be seen the basic policies advocated in the Second Report have been followed. First, the establishment of an office building complex in the John Fitch Way area has been assured and its construction has been well advanced. Second, the development for State use of the entire length of the south side of State Street, between Wil-

low and Calhoun Streets, has guaranteed that the concept of the Architect-Engineer Consultants in the Second Report of a continuous frontage on the river for State structures– the so-called "boomerang" – will be realized. The importance of this remarkable site having been so utilized can well be emphasized; the "chance of a life-time", noted when the Second Report was issued, has been accepted with great credit to the foresight of those responsible for planning for the State Government.

And what has been perhaps the most significant development from the Second Report and was a strong recommendation therein, a continuing authority has been created by the State in the form of the State Capitol Development Commission to review long-range building objectives and to act as an advisory group for maintaining a Master Plan.

An element injected into the State Capitol Development Program since the Second Report was issued in 1958 has been the Cultural Center. The Legislative Commission on the Provision of Additional Office Space for State Departments, as its title implied, was limited in authority to consideration of that subject. Its Second Report thus made no effort toward the evaluation of other space needs for facilities such as the State Museum and Library. It was the logical assumption at the time the Second Report was written that these facilities would remain housed in the State House Annex. The land on which the Cultural Center is presently being built was therefore assigned to other uses. Introduction of this group of buildings has led to a deficiency of one building site which, as discussed later in this report, will now have to be met elsewhere. But, of more importance, it has introduced into the West State Street area a new concept of character and function of State buildings. It has caused that area to again become the center of interest, architectural and aesthetic, and has established a new standard to which all adjoining future work should be made to relate.

As stated above, the Second Report indicated the projected building for the Department of Agriculture was not likely to be included in the downtown group, and that siting on a rural location had been tentatively approved. Decision to locate it in the John Fitch Way area, in combination with the new structure for the Department of Health, was taken when ready access by highways became assured and when the advantages of merging certain facilities with those of the Department of Health became apparent. Given consideration was the expectation that the State would experience in the future a decline in agriculture and the functions of that Department at the same time as an increase in population widened the responsibilities of the Department of Health. Thus facilities useful and necessary at present to the Department of Agriculture would ultimately become surplus and could be taken over by the Department of Health.

Prior to the preparation of final plans of new buildings listed above for the Departments of Labor & Industry, Education, Health and Agriculture, detailed studies were made by consultants to the Division of Purchase and Property of the space needs of the various departments. These studies dealt with existing conditions, current demands and anticipated increased needs in the future. The new buildings were then sized to meet current demands plus allowances for future growth. In the Labor and Industry Building, substantial provision was made for increase in the Department's needs as seen developing after ten years, and until that need actually arises, this additional space will be available for use of other agencies. Under current planning, it will be occupied by the Department of Conservation and Economic Development.

Implementing the State's building program to the degree described above has brought up for consideration the use of centralized facilities such as boiler plants, cafeterias, computer installations, etc. When the Second Report was prepared, it appeared that economies might be achieved, especially in the proposed John Fitch Way complex of buildings, by such centralization. Realization of such advantages has occurred where in the case of the Labor

and Industry Building, the first authorized, the heating plant has been designed with sufficient capacity to take the Health and Agriculture Buildings plus a future major structure. The Cafeteria, too, has been given extra capacity to serve adjoining buildings. Tunnels have been provided between these structures for installation of interconnecting utilities and for pedestrian communication.

Another factor – one not foreseen at the time of the 1958 Report, but which has required some degree of common treatment and coordination between buildings – has been the State's Fallout Shelter Program. Each of the new structures has been studied individually to determine its shelter capabilities, and common sources of emergency power and water supply have been planned. Actual installation of such emergency equipment and services has not been carried out, but provisions have been made to accomplish this quickly in case of need.

That part of the State Capitol Development Program related to development of parking facilities has proceeded on a local or immediate need basis. This has in effect amounted to making the best possible use of land available without adherence to any formal policy in regard to the level of parking capacity it was desired to achieve. In the John Fitch Way area, paved parking fields have been designed to serve the new structures presently under construction, and it is assumed that when the balance of the 25-acre tract is acquired from the City, it, too, may be assigned interim use for parking. As part of the Cultural Center project, a parking area of about 500 cars capacity is being constructed which will take care of the special requirements of that group of buildings plus some of those of the State House and State House Annex. Parking has also been provided in conjunction with the new Department of Education Building. The report referred to above prepared by the Department of Conservation and Economic Development on parking needs in downtown Trenton has put forth several tentative recommendations that could lead to a comprehensive solution to this problem. The State has in recent months begun operation of a general central motor pool for State-owned vehicles.

As appendices to this report are included a Site Plan and an aerial photograph which illustrate physical progress as discussed above.

BUILDINGS COMPLETED OR AUTHORIZED – 1959-1963



DEPARTMENT OF EDUCATION
Kramer, Hirsch & Carchidi – Architects

Description:	5 Stories; 100,000 sq. ft. gross area.
Cost:	$3,147,000 - Financed by Teachers' Pension and Annuity Fund
Ground Broken:	August 1961
Completed:	May 24, 1963



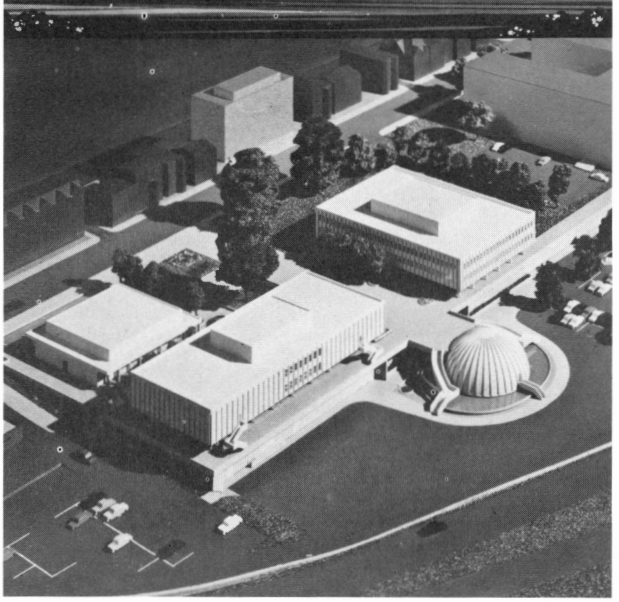
DEPARTMENT OF LABOR & INDUSTRY
Frank Grad & Sons, Architects & Engineers

Description:	13 Stories, 453,000 sq. ft. gross area
Cost:	$13,000,000, financed by N. J. Unemployment Compensation Auxiliary Fund and Federal "Reed Act" Funds.
Ground Broken:	July 1961
Completed:	November 1963



DEPARTMENTS OF HEALTH & AGRICULTURE
Alfred Clauss – Architect

Description:	8– Story Administration Building – 165,850 sq. ft. gross area; 5-Story Laboratory Building - 85,000 sq. ft. gross area
Cost:	$7,750,000 – Financed by Public Employees Retirement System Fund
Ground Broken:	December 1962
Scheduled for Completion:	September 1964



CULTURAL CENTER
Frank Grad & Sons, Architects & Engineers

Description:	Library - 3-story 111,050 sq. ft. gross area. Museum - 2-story 74,134 sq. ft. gross area. Auditorium - 1-story 17, 330 sq. ft. gross area, Planetarium - 11,220 sq. ft. gross area.
Cost:	$6,000,000 - Financed by Teachers' Pension & Annuity Fund
Ground Broken:	January 1963
Scheduled for Completion:	Fall 1964

IV ESTIMATE OF SPACE REQUIREMENTS REMAINING TO BE MET BY 1983

It was necessary that the estimate of space needs for State Departments, which formed the basis of the Second Report, be related to some fixed period of time. A period of twenty-five years ending in 1983 was chosen for consideration, it being determined this represented the longest period over which growth could be predicted with reasonable accuracy. It was proposed there be recorded through continuing or periodic studies and reviews of space requirements such experience over the years as would help to predict trends beyond that date. This present report represents the first of such proposed periodic reviews and is made approximately five years after issuance of the Second Report.

It is the intent of the following discussion to evaluate what has been done during the past five years and to estimate what remains to be accomplished to meet requirements for space at the end of the original twenty-five year period – now twenty years – ending in 1983. In the preparation of this new estimate dealing with remaining space demands, there will be taken into account not only the construction programs now authorized or underway, but the fact that forecasts of space needs made previously by some departments are subject to revision because of experience in the interim. In addition, the needs of certain agencies or branches of the State Government, not included in the subject of the Second Report, will be considered in the present study.

The findings in the Second Report were based upon interviews with representatives of the many State Departments concerned. The short period available for research made necessary, in many cases, use of rough guesses regarding future needs. Since the Second Report was issued a series of detailed surveys have been made by office lay-out specialists acting as consultants to the Division of Purchase and Property, Department of the Treasury. The information developed therein has been applied in the design of the several structures now under construction. This report will assume, therefore, that all foreseeable space requirements for the Departments of Labor & Industry, Health & Agriculture and Education, as determined by the detailed surveys, have been met in the new buildings and are not subject to further consideration for the period of the next twenty years.

Another report by Duffy, Inc., Planners and Designers and consultants to the Division of Purchase & Property, has recently become available, however, and is being referred to in this writing. It deals with anticipated space requirements in 1965 and 1970 of those departments, agencies and branches presently housed, wholly or in part, in the State House or State House Annex. It was prepared from information obtained through detailed interviews. To repeat the data gathering process to obtain estimates of space requirements for 1983 in addition to 1965 and 1970, has been considered unnecessary since the rate of increase found in the 1965 to 1970 interval could be used as a basis for projection. Such a projection method is believed sufficiently accurate for the broad picture this report will present. Thus in the tabulation below the average rate of growth of individual departments or agencies shown between 1965 and 1970 is assumed to continue for the following 13 years until 1983.

The information from the Duffy report pertains only to those Agencies now housed wholly or in part in the State House or State House Annex. There are three other departments with no space in those buildings. These were covered in the Second Report and have been again interviewed to update data furnished by them at that time. The results have been as follows:

(1) Department of Institutions and Agencies - - -
Experience has indicated the 1958 estimate of future space requirements to have been too low. A present requirement exists for 88,130 sq. ft. and a current pro-

jection foresees a requirement of 160,000 sq. ft. net area for 1983 to accommodate 780 employees. Further, if and when a new building is erected, 15,000 square feet net area should be added to provide for 80 employees of the Commission for the Blind, now in Newark. This Department should be located where large-scale and convenient access by the public is possible. Its work is most closely associated, among other State Agencies, with that of the Treasury Department, but contacts with Departments of Civil Service, Conservation and Economic Development, Law and Public Safety, and Health are also frequent. An estimate of space distribution is roughly 33% private offices, 50% general offices and 17% conference and meeting rooms. Use of a central computer facility appears feasible. Close-in parking is required to accommodate a number of State-owned cars assigned to the Department and in daily use.

(2) Department of Conservation and Economic Development - - -
The area now occupied totals 63,000 square feet, but it is estimated 70,000 square feet net area is required to adequately house the present operation. This area is expected to grow by increments to a total of 110,000 square feet by 1983 with no allowance contained therein for new functions or duties that may be assigned. This figure includes an allowance for the Division of State and Regional Planning that now occupies approximately 10,550 square feet net and which, it has been assumed, will remain a part of this Department. At the present time this Department is preparing to move into 81,200 square feet gross area of space in the Labor and Industry Building that will not be required by that Department for the next few years. A means of large-scale and convenient access by the public to this Department is desirable. The Department's most frequent contacts with other State departments are, in this order: (1) Treasury, (2) Health, (3) Law and Public Safety, (4) Civil Service. Space distribution is 68% private offices, 30% general offices, 1-1/2% laboratories and 1/2% libraries. Numerous hearing rooms are required. No use of a central computer facility is foreseen, but a printing shop is a necessary adjunct, perhaps in cooperation with another department. State-owned motor vehicles are assigned to the department and should have convenient parking. Of the 30 assigned, 10 must be garaged overnight.

(3) Department of Defense - - -
This Department holds to its position stated in 1958, that no essential purpose would be served by having its functions housed in a building in the State House area. Its plans continue to be to move eventually to a site on the outskirts of Trenton where armory facilities already exist. A new building containing office spaces, classrooms and special training facilities would be erected with an area of 45,000 to 50,000 sq. ft. net, and this area would be expected to meet all foreseeable future needs.

In addition to the above three Departments, there is a part of the Department of Law and Public Safety, the Division of Motor Vehicles, which has not been covered by the Duffy survey and has, therefore, had to be considered as a separate unit. Data obtained by interview with this Division are as follows:

The Division now occupies 138,000 sq. ft. gross area, and between the present and 1970 will require an added 13,000 sq. ft. A further increment of 15,000 sq. ft. must be provided between 1970 and 1975 and another of 24,000 sq. ft between 1975 and 1983 for an ultimate total of 190,500 sq. ft. This Division could be logically expected to have a greater rate of increase in space needs, in view of the accelerating growth in use of motor vehicles, were it not that greater dependence upon automation and use of computers are anticipated.

The following tabulation summarizes space needs, in net square feet, of those Departments or Agencies which are not to be housed, other than on a temporary or interim basis, in any of the new buildings now authorized or under construction. Thus those areas shown are what should be provided either in now existing structures or in future building programs to meet space needs which will arise by the dates indicated. Where figures named above are for gross areas, they have been converted in this tabulation to net areas by dividing by 1.33. This conforms to the commonly accepted relationship in multi-story office building design of net area being equal to 75 percent of gross.

TABULATION OF SPACE REQUIREMENTS IN SQ. FT. OF NET USABLE AREA

Department or Agency	Present Area	Present Reqm't.	1965 Reqm't.	1970 Reqm't.	1983 Reqm't.
Interviewed for this Report by Frank Grad & Sons					
Institutions & Agencies	78,000	88,130			175,000
Conservation & Economic Development	63,000	70,000			110,000
Division of Motor Vehicle (Dept. of Law & Public Safety)	103,500	113,250			143,000
Obtained from Report of Duffy, Inc.					
Treasury	153,490		204,288	209,218	222,200
State	9,220		14,970	15,510	16,800
Law & Public Safety (Attorney General)	14,767		17,426	18,265	20,450
Banking & Insurance	18,198		29,340	30,504	33,530
Civil Service	20,698		37,963	40,366	46,600
Public Utilities	2,515		3,222	3,348	3,675
Auditor	1,415		2,133	2,187	2,330
Executive	7,446		10,279	10,279	10,280
Judiciary	40,728		54,741	57,965	66,350
Legislature	28,998		43,653	43,815	44,335
Press	2,618		3,200	3,200	3,200
					897,750

Omitted from the above tabulation is any space for the Department of Defense, whose present quarters have no relation to actual needs and whose plans for the future call for separation from other State facilities as stated above. A nominal allowance for a headquarters office only is suggested for inclusion in space near to the Executive Branch, but this will have no effect upon the general picture.

From the foregoing it is seen that a total of 897,750 square feet of net area must be made available by 1983 through use of old buildings or through new construction not yet authorized.

V A PROPOSED PROGRAM TO SATISFY REMAINING PROJECTED SPACE NEEDS BY 1983

The previous article indicates that by 1983, 897,750 square feet net area will be required to meet the space needs of State Government in Trenton, in addition to that which will become available under the presently authorized construction programs. Assuming that the presently authorized new buildings by that time will be occupied entirely by those departments for which they were designed, this amount of space will have to be found either in buildings now existing which can be modernized or otherwise maintained in acceptable condition, or in new structures not yet authorized. This, or course, also assumes continuation of the State policy of providing its own buildings for government use instead of renting space in commercial structures.

Buildings presently owned by the State and to be considered for continued use are as follows:

1. The State Office Building on Hanover Street. This structure is now 40 years old, obselete and not suited to modernization or enlargement. The recommendation contained in the Second Report that it be demolished when new space becomes available to the Department of Institutions and Agencies is reaffirmed, and no allowance will be made herein for its future use.

2. The State House Annex. This structure, now about thirty years old, is of sound construction and worthy of the expenditure of such amounts as will be necessary to keep it up to date over the next twenty years. A project recently approved calls for the installation of a Food Service Facility in one wing which will replace, on a much larger scale, a cafeteria now existing in the State House. Exclusive of this facility and of basement areas, the Annex contains 73,000 square feet net area, all considered usable in meeting the above total requirements. The first floor of the west wing is presently occupied by the State Museum which will move in 1964 to the new Cultural Center. The Duffy, Inc. report suggests its present space be utilized for Court Record Storage, but such a development is considered unlikely in view of the high-ceilinged and generally desirable nature of the area. For present purposes, however, it will be assumed that the space will be available for some function that can be charged against the requirements tabulated in the previous section.

3. The State House. This structure, containing approximately 105,000 square feet of net usable area on its first and upper floors, is discussed in detail in Article VI of this report. Its usefulness in meeting future space needs is certainly limited, and for purposes of the present computations only a nominal allowance can be made. A figure of 25,000 square feet net area will be used herein.

   It is to be noted that the above-referred-to Duffy report indicates the possibility of continued and extensive use of the State House in its present form except for partition changes, etc. The writers of the present report agree that such use would be possible, but point out the building does not lend itself to efficient use as office space and that cost of modernization and conversion would be high. It is believed that a decision ultimately must be made to replace the structure in part. Reasons for this position are set forth in the following article.

Deducting the above allowances for existing buildings from total net area requirements,

there will remain 799,750 square feet to be provided. Using the 75% relationship between net and gross areas in office-building construction, this figure translates into 1,066,333 square feet of gross area. This, then, is the amount of new construction remaining to be programmed and accomplished by 1983.

Establishment of a schedule of building construction to meet these requirements depends to a large extent upon action taken in regard to the State House as proposed in Article VI below. However, aside from provisions that might be made for the Executive Offices of the Governor, the Legislative Branch, and several smaller agencies, it is clear that large blocks of space will be needed in new structures by the Departments of Treasury, Institutions and Agencies, Conservation and Economic Development, and by the Division of Motor Vehicles. The last two being now housed or proposed to be housed as tenants in modern quarters, can be assigned lower priority. The other two, the Departments of Treasury and of Institutions and Agencies should receive consideration for assignment in the next building project. A structure of 397,200 square feet net area or of 529,600 square feet gross area is estimated from the tabulation in the previous article as required to fill this need.

If, as discussed later in this report, a further 100,000 square feet gross area were assigned to a new structure in the State House area, there would remain from the total of 1,066,333 square feet named above the amount of 436,733 square feet gross area to be met in a third future building.

To recapitulate, a program to meet remaining space requirements by 1983 could be as follows:

Total Net Area Required		897,750 sq. ft.
Provided Thru Use of Existing Buildings		
1. State House Annex		73,000
2. State House		25,000
	Total	98,000 sq. ft.
Balance to be provided in new buildings, net area		799,750 sq. ft.
Equivalent gross area – 799,750 (1.33)		1,066,333 sq. ft.
Proposed New Buildings:		
a. Office Bldg. #1 for Treasury & Institutions and Agencies		529,600 sq. ft.
b. Building for Legislative Branch & Executive Offices of the Governor		100,000 sq. ft.
c. Office Building #2 to fill balance of needs		436,733 sq. ft.
	Total Gross Area	1,066,333 sq. ft.

Although consideration up to this point has been directed chiefly to the ultimate and total requirements for 1983, it is logical that space needs be met in stages. In this connection, it could have early and obvious advantages to combine all the presently widely scattered portions of the Department of the Treasury into a single building. It would also seem advisable, if such a building is to be authorized, that the State not undertake any extensive renovation of the old State House as recommended by the above-referred-to Duffy report for execution if the Treasury Department were to remain housed there. The Duffy report

points out the several disadvantages of continued use of the State House space for the Treasury Department and the evident need for a new building to be ready for occupancy by 1970. To this, the writers of the present report add the thought that in the same new structure should be provided an additional large block of space for at least one other department.

The proposed new structure for the Legislative Branch and the Executive Offices of the Governor is discussed in the following article. It would be preferable this be authorized for construction simultaneously with the first office building. This would permit that Branch and the Executive Offices to move out of the State House at approximately the same time as the Treasury Department moved into its new quarters. The demolition of the rear portions of the State House could then be carried out, the proposed new terraces and plaza constructed, landscaping accomplished and this area given its final form.

Office Building #2 projected above for the future, as foreseen at this time, should be completed by 1983, but earlier erection may prove desirable, with sufficient area being allowed therein for anticipated expansion of occupants' needs.

VI THE ARCHITECTURAL CONCEPT OF THE STATE CAPITOL

The Second Report mentioned a restored and rehabilitated State House as continuing to serve to house the Legislative Branch with the Judicial Branch remaining in the State House Annex. The extent of restoration and rehabilitation to be carried out on the State House was not detailed, but was suggested by drawings incorporated in the Report as Part III. Drastic treatment, calling for demolition of the rear extension housing the present Legislative Chambers, was foreseen as an ultimate possibility. The need was felt strongly to recreate in the center and heart of the new river-side group of State Government buildings a structure worthy of its prominent location and of serving as a symbol of the seat of Government activity.

To the taste of today, only a minor portion of the present State House, if any at all, could be termed pleasing. Taking into account possible changing of tastes over the years, however, it is well to apply other criteria to judge the value of the building. Such criteria could be (1) its emotional appeal as an historic monument and symbol of Government, (2) its effectiveness in filling the practical use which it is intended to serve.

In the latter case there is no question that a structure 50– 100 years old, built piece-meal and largely for other uses, provides poor space in which to accommodate the efficient office layouts essential to modern business administration. Air-conditioning, flexible utility services and other such important features of today's office planning would be very expensive, if not impossible, to achieve. Of other purposes beyond office use the structure now serves, those of housing the Executive Offices of the Governor and the Legislative Chambers and services are most important. Its deficiencies in these respects are obvious and can be said to be a logical result of 50 years of evolution both in building science and in governmental functions, responsibilities and procedure. On the basis, thus, of its utility, efficiency and effectiveness, it would be most reasonable to replace the State House in its entirety.

However, in considering its position as a symbol of the headquarters of State Government and as an historic monument, the opposite position can be strongly supported. Although not actually old in an historic sense – only small, if any, remnants exist of the late 18th and early 19th century building – the activities that have revolved around the State House and personalities that have been associated therewith have created and attached to it a certain degree of tradition. It is certain that a very large segment of the public as well as

their elected and appointed representatives in the State Government would regret elimination of the present building.

The writers of this report share to a certain extent the sentiments favoring retention of the State House. It is considered necessary, however, to make clear such retention can be justified only on the basis of historical and traditional values, and that it can never be satisfactorily explained from an economic standpoint.

This belief has led to a search for a solution on the matter of preservation of the building. That which appears most feasible would call for retention of those portions of the present building that are most representative of its history and tradition, and the removal of other portions and the construction of a new building close by to house in a modern fashion the Executive Offices of the Governor and the Legislative Branch. The retained portion of the State House would have, for the most part, only nominal functions but could fill the periodic need for special meeting and hearing rooms for Commissions, etc. In either the proposed new structure or in the remaining sections of the State House, an office for each Department Head could be provided, in close proximity to the Governor's suite and the Legislative chambers, to serve as a temporary headquarters when his presence is required there by the Governor or Legislature. Further and detailed study would be required to finalize this solution, but in general form the concept is illustrated in the drawings and photographs included as appendices to this report. The concept calls for the demolition of those rear portions of the State House housing the Legislative Chambers and adjacent offices and the erection of a new structure of approximately 100,000 square feet separated from the State House by a broad plaza. There would thus be created by this new building, the modified State House and the State House Annex that which is referred to in the appendix illustrations as the "State House Complex."

The need for replacing the present Legislative Chambers with more spacious accommodations is readily apparent during sessions of the two bodies, when the lack of space for circulation around members' desks and for use of secretaries, assistants and others causes great inconvenience. Further sources of inconvenience and difficulty are the absence of a sufficient number of committee rooms, telephone rooms and of adequate office space for members and the poor provisions offered by existing facilities for the various Legislative services and for the press, radio and T.V. activities. The visitors' galleries in both chambers are too small to hold the public, which on frequent occasions takes interest in the legislative proceedings. The Duffy report, referred to previously, notes in its analysis of the needs of the Legislative Branch that a considerable increase in area of both the Senate and General Assembly chambers together with their galleries is urgently required, but because of the nature of the building, alterations to provide additional space could prove economically impractical. The writers of this present report, as Architects and Engineers, can state such alterations would involve drastic structural changes and must be termed non-feasible on the basis of cost. It is further believed that other alterations as proposed by the Duffy report to meet space needs of the Legislative services, offices for members, committee rooms, rooms for press, radio and T.V., although relatively minor in scope, would fall substantially short of satisfying the full need and leave much to be desired in terms of adequacy, efficiency and convenience. This is considered to be equally true of those alterations proposed to provide more space for the Executive Office of the Governor and his staff. In the case of all these proposed alterations, it would be a matter of compromising the more desirable features of space utilization and organization to meet existing and unalterable conditions, and the question must always be asked as to whether the result would justify the effort and cost.

The concept of a new building for the Legislative Branch and Executive Offices of the Governor has developed as the result of two other factors, in addition to the obsolescence of

present the State House as discussed above. One factor, of new and great importance, is the construction of the new Freeway along the River. This has converted what were formerly the rear faces of buildings to their most important facades. State Street, the former approach, will be used far less hereafter by the buildings' occupants or visitors. The general public traveling by automobile will see the Capitol from almost exclusively the river side. The new Education-Cultural Center Complex and structures in the John Fitch Way Area are designed to be viewed from all angles. This is, of course, not true of the State House. The proposed new building would be designed to overcome this deficiency and its terraces, architectural treatment and landscaping would made it a dominant element on the River front.

The other factor leading to the illustrated concept is the evolution during the past five years of an architectural pattern in new State buildings along West State Street, which should be adhered to in any proposed program in the State House area. By this pattern is not meant the exterior architectural treatment of the buildings, but rather their general mass, size and siting in relation to terraces, landscaping and planting. A key has been established by the Education-Cultural Center Complex which calls for low structures with liberal space and air between, and it is believed great distinction would be achieved by consistently following this principle throughout the entire area between Calhoun and Willow Streets. The more massive and the high-rise buildings to provide the required large amount of normal office space would be developed in the John Fitch Way or other areas. The State House area would retain in all its aspects the scale in architecture suggested by present buildings. A special character would be achieved by combining building, terraces, walks and landscaping in an open manner with pleasing views of the river. This character, it is believed, would offer a most attractive image of a Capitol of State Government, one that would rival and in many ways be more interesting than those found in the more usual hill-top sites.

It may also be noted that the present State House dome, which is to many of the public a symbol of the State Government headquarters, would under this proposed method of treatment again become a dominant feature architecturally, no longer hidden behind the badly massed forms of the existing rear portions of the building.

From a practical point of view, it may be pointed out the present system of underground passages could be readily extended to provide protected communication between buildings. Also, the siting of the proposed new building could be arranged to permit construction prior to the demolition of rear portions of the State House. Also, its siting could be such as to either avoid interference with the adjacent electric sub-station, now being completed or, depending upon later detailed study, the sub-station might be incorporated into the lower levels of the new building.

An open question also subject to later further study, should be the exact point to which the rear portions of the State House would be demolished. The present illustrations show the two northern wings and the dome between as being retained. This would require some extensive reconstruction on the then newly exposed south facade to achieve a balanced and pleasing architectural result. Later study might well establish a better procedure to be the retention of only the front, northern wings and the dome, with some new architectural treatment added in the nature of a portico at the base of the latter.

VII RELATED PLANNING AND DEVELOPMENT BY THE CITY OF TRENTON

The Second Report discussed the opportunity afforded the State to acquire land for expansion through the John Fitch Way Redevelopment Project being undertaken by the City of

Trenton. It was recommended that the State take steps to acquire approximately 25 acres in this fashion. This recommended action was subsequently authorized by the Legislature. The authorization provided that the entire site be acquired over a period not longer than six years, but in portions from time to time. Successive acquisitions have been or are being carried out for three separate parcels to make up the total tract and its anticipated full possession by the State will be accomplished in 1964.

In its inception the City's John Fitch Way Redevelopment Project derived substantial impetus from the State's interest in centering some of its large and important activities in the area. The character of structures the State would erect and the accompanying landscaping and site development were considered to have a beneficial effect potentially upon the whole rebuilding effort in this part of the City. The City no doubt welcomed, too, the State's concrete expression in this form of its intent to concentrate the State Government in Trenton rather to disperse its functions as proposed earlier. At any rate, the State was able to purchase land on which to build at an advantageous price, due to the existence of the City's Redevelopment Project and the Federal Government's participation therein through its Urban Renewal Program.

Aside from the John Fitch Way Redevelopment Project, the City of Trenton does not have underway any other similar project nor, to present knowledge, is planning any that would have direct influence on the State Capitol Development Program. Its Planning Authorities express concern over the inevitable loss of ratables when the subject is discussed of possible expansion of State activities and the corresponding need of more land for building sites. The land with frontage on the North side of West State Street, between Willow and Calhoun Streets, is looked upon as very desirable for private development. The City has sought the cooperation of the State in preserving it for that use and in the setting up of appropriate zoning controls.

The City Planning Authorities acknowledge that the siting of a new State building in a blighted area could have the effect of up-grading the surrounding nearby properties, thus bringing a corresponding increase in ratables.

In the five-year period since 1958 the John Fitch Way Redevelopment Project has been initiated in its full scope and covers, exclusive of land sold to the State, a gross area of approximately 80 acres. Most of this area has been cleared of buildings and substantial work has been done toward establishing a new street layout and utility network. Current plans call for major commercial development in that portion adjoining the State's John Fitch Area on the Northeast and for housing, mostly multi-story, in those portions to the east and south. That portion of the site lying to the south of Trent House was recommended in the Second Report for acquisition by the State if funds were available. Such a possibility must now be considered to have ceased to exist.

From the City, and through the John Fitch Way Redevelopment Project, Mercer County also has acquired land to the rear of its Court House for future expansion. At historic Trent House the City has arranged for enlargement of the garden to open up a vista to the River. An agreement currently being negotiated will assign to the City land bordering Assunpink Creek from the River to Stockton Street, which was formerly held by the State Highway Department. It is planned that this be developed with landscaping treatment and planting.

Not having any immediate bearing on the State's program, but of interest because it reflects a new and long-range outlook on the part of the City, is the planning being undertaken for a group of new Government buildings adjacent to the present City Hall. Consideration may be given ultimately by the City to the acquisition of the Armory building in this area,

now occupied by the Department of Defense, as a training center for police and firemen or other municipal use.

The City of Trenton anticipates no significant change in the degree or type of public transportation service to the State House area. Upon completion of new State construction in the John Fitch Area, some re-adjustment of routing of buses would be in order. The City also does not comtemplate the construction by itself of any new major traffic arterials and contends this would be the function and responsibility of the State Highway Department.

VIII THE STATE HIGHWAY PROGRAM IN THE VICINITY OF THE STATE HOUSE

As stated above, the concept of a complex of State Office Buildings in downtown Trenton as put forth in the Second Report of the Legislative Commission depended very directly upon those buildings being served by a highway network. At the time the Report was prepared, this network was authorized but not designed in its final form. The chief element in the network as far as the State's interest was concerned was an extension of the East-West Freeway or Route 29 from what was then its termination at the Calhoun Street Bridge, eastward to its intersection with the toll bridge across the Delaware River. In 1958, consideration was being given by the Highway Department to the construction of an elevated or surface roadway along the line of Assunpink Creek from the River to the traffic circles at Stockton Street. Opposition to this plan developed and extensive further study was undertaken to work out an alternate solution, the main problem being an interconnection between the North-South Freeway leading to the toll bridge and the East-West Freeway along the River.

Present planning, as well as construction initiated in the spring of 1963, provides that the East-West Freeway be placed considerably closer to the river than previously shown. This change in alignment substantially reduces the area of Stacy Park, a tree-lined strip of public park along the river, but by an equivalent amount it increases the area between the highway and the south or rear faces of existing State buildings. In recognition of its relinquishing part of Stacy Park for highway use, the City of Trenton is being assigned by the State Highway Department a right-of-way along Assunpink Creek that was intended formerly for a roadway. The new East-West Freeway is to have incorporated near the mouth of Assunpink Creek over-passes and access roads to serve the local street system and thus the State Buildings in the John Fitch Area. Overpasses and ramps as well as the general vertical alignment of the new Freeway will serve to create a dike that would offer substantial benefit in the event of abnormally high water in the Delaware River and resulting flooding of low areas.

As noted in a previous article, the completion of the East-West Freeway will provide an important vehicular route that will receive heavy use. As a result, the "front door" or that side of the State Buildings most commonly viewed will be toward the river instead of toward West State Street as was previously the case. New buildings of the current construction program have anticipated and recognized this development, and have included provisions for access from that direction. Convenient ingress and egress from the Freeway has been arranged to serve their adjacent parking facilities.

IX PARKING REQUIREMENTS

The scope of the parking problem, as it has developed and currently exists, has been well illustrated in the survey entitled "State Parking Needs in Downtown Trenton" prepared by the Department of Conservation and Economic Development in 1962. This survey indicates

approximately 55% of State employees drive their cars to work. Since free parking in State-owned lots is not available to this large percentage, many apparently use commercial facilities. There are, in addition, under prevailing conditions approximately 350 State-owned vehicles in daily use. Daily visitors having business with the State average 1,300 and other daily visitors number between 500 and 1,500. Most of these visitors have to park on metered streets or in commercial lots, a large number of which are reasonably close to State buildings.

The survey conjectures that if free and convenient parking were available, as many as 80% of State employees might drive to work. The writers of this report agree such might be the case, particularly after the projected highway program is completed. However, all current concepts of urban planning carry some restrictions on use of individual vehicles and certainly some such restrictions would be reasonable in a City like Trenton, where there is adequate public transportation and where organizing of car pools would be feasible. What is required is formulation of a firm policy by the State in regard to the amount of parking to be made available to employees and a determination as to what part of the total should be in the immediate area of State Buildings. Many means can be used to reduce the demand for nearby parking such as the charging of fees or creation of outlying lots with bus service to downtown areas. Decision in this matter lies in the State.

Lacking at this time a definite statement of policy from the State, the writers of this report have made an assumption based upon what experience shows as good practice in large business organizations. This assumption is that nearby parking should be provided for 30 to 33% of employees. In 1958 the larger figure of 33% was stated as a goal. At the present time the 30% figure appears the maximum that might be achieved. This means, based on the estimates of numbers of employees used in the survey of the Department of Conservation & Economic Development, that from a requirement for 1,980 spaces in 1962 there would be increases to 2,190 by 1964, 2,400 by 1970, 2,550 by 1975 and, projecting at the same rate, 2,790 by 1983. These figures of course, include no allowance for visitor parking which, from experience in the year 1962, could cause an increase of 22%. Also not included is any allowance for State-owned vehicles which, it is assumed, if not housed in a State motor pool as is currently the case, would be properly counted among private vehicles comprising the 30%.

According to the survey of the Department of Conservation and Economic Development, there were approximately 1,540 spaces available in State parking lots in 1962, and it was estimated this number might grow to 2,572 by 1964 when buildings presently under construction were completed. After 1964 it was indicated increased requirements would have to be met by double-decking existing lots.

Developments and changes in the Master Plan discussed in the preceding articles have affected many of the parking areas whose capacities were tabulated in the totals quoted by the Department of Conservation and Economic Development. Thus, in light of these developments and probable scheduling of construction programs, the new capacities could be computed as follows:

Area	1964	1970	1975	1983
John Fitch Way	1,200	930	930	930
Existing Lot #5	300	650	650	650
State House Area	425	175	175	175
Cultural Center	250	225	225	225
Education Building	100	100	100	100
Hanover Street Area	100	700	700	600
Total Capacity	2,375	2,780	2,780	2,680
Estimated Requirement	2,190	2,400	2,550	2,790

This relatively favorable relationship between capacities and requirements is founded upon assumptions that (1) the projected 3rd building in the John Fitch Area will be erected in the 1964-70 period, (2) that area between the State House and Annex and the realigned freeway will be used as parking space prior to erection of a new Legislative Building in the 1964-70 period and (3) that the Hanover Street tract proposed for acquisition be made available for parking by 1970 and have a building erected thereon by 1983.

The above figures for requirements do not, of course, include allowance for visitor parking. If, by 1983, 2,790 employee spaces are required, an additional 22% may be counted for visitors for a total of 3,400. The deficit of approximately 700 then prevailing, as well as lesser deficits in previous years, could be met adequately, it is believed, through use of nearby commercial or Parking Authority facilities. It is also to be noted that some present State lots in the area between State Street and Hanover Street might still continue to be available and that a certain amount of covered parking would be considered in planning terraces surrounding the projected new Legislative Building.

Thus, as now foreseen, if parking for employees is limited to 30% of the total, if the Hanover Street site is acquired in the near future and if other parking lots are constructed in sizes indicated by the revised master plan, there will be no need for the State to consider use of multi-deck parking during the 20-year period of this report. The provisions proposed herein could be carried out without leading to domination of the landscape by unsightly paved parking areas, and the distribution of parking facilities would relate well to population centers.

It is to be noted that a central Motor Pool for State owned vehicles is presently under operation and that in the future a structure might be required to house this function. A location convenient to the center of State activities would be desirable and economical. The tract of land north of Hanover Street proposed for acquisition elsewhere in this report could well provide a site for such a structure, if designed in multi-tiered form, in addition to the proposed future office building.

X LAND REQUIREMENTS FOR FUTURE BUILDING SITES

From Articles IV and V above, it is seen that by 1983 the State Government will need approximately 1,066,333 square feet gross area of additional office space aside from any which might be provided by the modernization or continued use of existing buildings. Apart from such use as may be made of the area at the rear of the State House for a new building for the Executive Branch and Executive Offices of the Governor, sites for new structures must be found either in the John Fitch Way Area or on other plots yet to be acquired.

The Second Report suggested that a total of 1,188,000 square feet gross area of office space might be provided on the proposed 25-acre John Fitch Area site. At this present writing, authorized buildings being constructed thereon total 700,000 sq. ft. thus leaving 488,000 square feet remaining of the earlier figure. This approaches closely the size of 529,600 sq. ft. projected in Article V for a structure to house the Departments of Treasury and Institutions and Agencies.

Although the total area of office space projected for the John Fitch Area in 1958 was related to total ultimate requirements as foreseen at that time, it is believed that it still represents about the highest density of land occupancy it would be desirable to apply. If there were under consideration a building in a substantially larger city than Trenton, where land costs were correspondingly higher and where the mass of employees were to be considered as traveling by public transportation, it might be feasible to erect a building of much greater height and area. Such a structure could also be most imposing on its riverside site.

However, the presently implied policy of the State of providing parking area for a considerable percentage of employees (approximately 30– 36%) would require some form of multi-tier or built-in parking facilities if the structure were to be made significantly larger than 500,000 square feet. Up to that size parking on surface lots can be provided for approximately 30% of employees. Multi-tier or built-in facilities, if they were required, would raise the building cost materially.

But, looking at the history of the past five-year period and its record of increase in space needs, it would seem advisable to hold open, pending further detailed economic studies, the exact size of this building. It will no doubt become increasingly difficult and costly to acquire land in the future for State buildings. Thus it is important to make certain that fullest possible use consistent with economic soundness is made of existing holdings. Determination of the final size should result from consideration of many factors and from detailed analysis of costs, and is beyond the scope of this report.

Aside from whatever may be the final decision regarding the exact size of the building in the John Fitch Area it is now evident that thought should be given to acquiring an additional building site. The loss of the West State Street site proposed for an office building in 1958 and taken for the Cultural Center, and the addition of the Department of Agriculture to the John Fitch Complex have created a shortage based on the requirements given in the Second Report alone, without taking into account increased office space needs which have since become apparent. It is unlikely, no matter what its size as finally determined, that any single structure erected as the last increment in the John Fitch Area could meet the entire anticipated need for new space, and for present purposes it is believed preferable to assume only about 530,000 square feet would be constructed there. This would leave, exclusive of the 100,000 square feet to be found in the proposed Executive-Legislative Building, a balance of approximately 437,000 square feet to be provided in a future building for which a site must be found. To accompany this building, it would be desirable to have a parking area for 600 cars.

XI CONSIDERATION OF SITES FOR EXPANSION

With the erection of an additional structure, as discussed in preceding articles in the John Fitch Way area, that tract will have become fully developed. A further area of approximately 3.5 acres lying to the south of Trent House, which the consultants to the Legislative Commission recommended in 1958 be considered for acquisition, is believed to be no longer available. There are not known to be any other tracts in the area of the State House

currently subject to redevelopment by the City of Trenton, wherein participation by the Federal Government through its Urban Renewal Program might make more land available for purchase by the State at advantageous prices. To meet future needs, the State thus must rely upon its own procedures of purchase or condemnation.

A site to be eligible for consideration as the location of future State buildings should possess several definite characteristics, the most important of which are:

1. Proximity to the State House and other Government Buildings.
2. Convenience of access from Freeways and major roads.
3. Reasonableness of cost.

Parcels of land to the south of West State Street between Willow and Calhoun Streets that have been acquired or are in the process of being acquired as recommended by the Second Report, offer no additional building sites beyond those assigned to the Cultural Center and the Education Building. The land area to the south of the present State House recaptured as the result of the realignment of the Freeway should be reserved for the proposed Executive-Legislative Building and in any case would not be an appropriate location for a large office building.

Expansion across State Street to the north thus appears the only solution if the requirement of proximity is to be met. On the north side of State Street two possible sites may be considered: The first, extending north from West State Street to Hanover Street and west from Willow Street to Greens Place, has a total area of approximately 10-2/3 acres. The second, extending from Hanover Street north to Passaic Street and west from Willow Street to the Feeder Canal, has an area of approximately 6-1/4 acres. The following comparison of these two sites if offered.

SITE NO. 1

Considerable attention was paid this area in 1958 as an alternative to the John Fitch Way Area, the latter finally being given preference because more land was availabe there and the cost aspect was favorable. At this time, five years later, the need for acquiring such a large tract in the near future does not present itself; only a single office building is projected on the site for the twenty-year period in question. For this, the area of 10-2/3 acres would be adequate and would also fill parking requirements. The property would in all respects be a prime location for such a project.

However, strong objections exist to its use for this purpose. Chief of these are by the City of Trenton, which would stand to lose important ratables if the State took the land. The State is, of course, not eager to cause hardship to the City by causing such loss of ratables, and has given assurances to the City that might preclude taking of any further parcels having frontage on the North Side of West State Street. It is the hope of the City's Planning authorities that the properties along West State Street will be improved with good quality office and residential structures, and certain action has been initiated in regard to zoning to preserve a good character in the neighborhood. At any rate, the fact this land is valuable raises the second objection: the cost of its acquisition would be very high. A third objection raised in the Second Report to the effect City streets could not absorb the traffic load generated by new buildings, is still valid, but to a lesser degree since only a single building is now under consideration. This same objection must pertain to Site No. 2 as well, but it can be noted that from both sites the new Freeway access at the foot of Willow Street and the existing interchange at Calhoun Street would be very easily accessible.

SITE NO. 2

Although access to Freeways and major roads from this area is no better than from Site No. 1, there are compensating advantages. The Planning Authorities of the City of Trenton would prefer that if the State must take more land for proposed future buildings, it be this tract, and assures cooperation in working out problems generated by the resulting traffic. The City probably would not construct any new arterials or major access roads, but would restudy traffic routing on existing streets to find the most helpful solutions. This area being presently in somewhat a blighted condition, its assessed valuation is relatively low (approximately $425,000) and its corresponding actual value about $1,060,000.00. The City Planning Authorities anticipate that development by the State of the tract would have a strongly beneficial effect on the entire surrounding neighborhood. The Feeder Canal, bordering on the West and North, is seen as a potential feature of a landscaped area.

The site is, of course, further removed from the State House than Site No. 1. However, the State has already taken action toward acquiring property, as suggested in the Second Report, on either side of the present passage leading from State Street to the State Office Building to create a mall of significant proportions. This would be developed with planting and terracing to create an attractive and monumental connection between the State House and the new site. This connection having been once created, any further extension into the area beyond this site, not presently foreseen, but always a possible future need, would be greatly facilitated. In other words, the use of this site and the creation of the Mall would constitute a bypassing of the expensive State Street frontage and open up a large area for possible future acquisition at moderate cost. This could provide the most practical, if not the only method of planning for a time range of 50 years.

The foregoing comparison of the two sites leads to the conclusion that the area of 6-1/4 acres between the north side of West Hanover and Passaic Streets and extending from Willow Street west to the Feeder Canal offers the better solution to the problem of land acquisition, taking into account the period of the next twenty years ending in 1983.

The writers of this present report have arrived at the foregoing conclusion with some reluctance. This has been caused by awareness as Architects-Engineers and Planners that the twenty-year period under consideration is a very short one by most standards and that the dynamic growth the State is very likely to experience could well lead to a greatly accelerated demand for space to house the State Government. In terms of actual building space, structures could be sized later when the need for them developed, but the important thing at this time would be to assure possession of land on which to build them. In this respect the present writers would like to see the State adopt a longer range program than put forth in the discussion and conclusion in the preceding paragraphs.

It has been said above the acquisition of Site No. 2 could lead in the future to the creation of a new building complex on additional land that might be purchased later, if needed, further to the north. Though this would be a hedge against unforeseeable future needs, the disadvantages that would develop from the creating of a second separated group of buildings are obvious particularly when compared to the corresponding advantages of an adjacent site such as would be offered by Site No. 1. The writers of this report have been advised by the State Capitol Development Commission that the City of Trenton has been assured by the State that there will be no consideration given to taking of further properties on the North side of West State Street. It, therefore, serves no purpose to pursue the subject further beyond repeating the opinion that (1) the potential growth of the State and

a long-range outlook suggest a considerably greater need for land than is presently proposed for acquisition, (2) by all means of evaluation the ideal area for future development would be along West State Street opposite the State House and present Government buildings and (3) land could be acquired at this time for less cost than at that future time when, it is believed, it might well have to be taken.

XII CONCLUSIONS

The data obtained during the preparation of this report and the foregoing analysis thereof have lead to the following conclusions:

1. Re-examination and re-evaluation of the space requirement estimates contained in the Second Report issued in April 1958 re-affirms their validity and general accuracy. Construction presently authorized and underway for four departments meets the Short Range Program proposed in 1958 and will meet the needs of these agencies at least until 1983. The increase in total space requirements from the 1958 projection results chiefly from the decision to provide facilites in Trenton for the Department of Agriculture and from the more detailed studies prepared by consultants to the Department of the Treasury since the 1958 Report.
2. Approximately 1,066,333 square feet gross area of new buildings will be needed over the next 20 years.
3. An office building of approximately 529,600 square feet gross area will be required in the near future. If this were sited in the John Fitch area the desirable ultimate capacity of that tract would be achieved. This building would most logically be assigned to the Departments of Treasury and of Institutions and Agencies. Both of these Departments could be expected to make increased use of computers and a large central facility of that nature might be feasible in this structure.
4. The balance of office area needed by 1983 could be obtained in a second building to be built after 1970 on a site to be selected.
5. The State House Annex will provide satisfactory space for the foreseeable future.
6. While the State House has limited value as office space, it is the central element in the State Capitol complex and is the present symbol of the Government of New Jersey. The rear portions which house the Legislature and its services and, at the present time offices of the Department of the Treasury are obsolete and poorly suited to their purposes. Completion of the elements of the State Capitol Development Program heretofore authorized and now under construction, with the adjacent major highway, will made the river facade of the State House equal to or greater in importance architecturally that the State Street facade and thus worthy of consideration for replacement. Demolition of the rear sections of the structure and the erection of a new building as proposed herein for the Executive Offices of the Governor and the Legislative Branch would enhance the appearance of the remaining and original portions of the State House, particularly the dome.
7. Acquisition of land by the State in the John Fitch Area through the Redevelopment Project of the City of Trenton has provided excellent building sites at advantageous prices. This means of procuring land can no longer be used.
8. The most desirable available land from the standpoint of cost and location and suitable for the construction of a single future building, is that 6-1/4 acres lying between West Hanover and Passaic Streets and extending West from Willow Street to the Feeder Canal.

9. Parking in open lots, screened by planting, is feasible for up to 30% of the total number of employees if the 6-1/4 acre tract of land on Hanover Street is acquired and added to those other areas now available for such use. A central motor pool for State owned vehicles could be provided in a multi-tiered structure at this location also.

10. Changes in scope or responsibilities of State government reflect themselves directly in space requirements. The rapid growth of New Jersey will result in a corresponding growth of government function and personnel. To assure space for growth as well as to replace facilities becoming obsolete it is desirable that periodic studies be continued to provide a current record of anticipated needs and to permit orderly scheduling of construction.

XIII RECOMMENDATIONS

From the above conclusions and the preceding consideration of the problem of meeting future space needs of the State Government, the writers of this report recommend to the State Capitol Development Commission that:

1. Action be initiated by the State to acquire that tract of land of approximately 6-1/4 acres lying between West Hanover and Passaic Streets and extending West from Willow Street to the Feeder Canal.

2. A detailed space study, projecting requirements to at least 1983 be made for the Department of Institutions and Agencies and further refinement of space studies for the Treasury Department be made to establish the size of a further and final building for location in the John Fitch Area. A concurrent study should also be made of the need or use of computer facilities by these departments to determine whether this building would be the most feasible location for a major installation that would in addition serve other departments and agencies.

3. Action be initiated toward construction of the final building in the John Fitch Area at the earliest possible date.

4. A detailed study be made to advance further the proposal, made in Article VI of this report, that the rear portions of the State House be removed and a new structure to house the Legislative Branch and Executive Offices of the Governor be erected immediately to the south. This study should consider the feasibility of erecting the new building prior to demolition of any part of the State House and should deal with the matter of most effective restoration and re-use of remaining parts of the building.

5. The existing State Office Building occupied by the Department of Institutions and Agencies be demolished as soon as its present tenant is housed in a new building.

6. Advance study be made of a second office building which would be erected on the 6-1/4 acre Hanover Street site and which would be required for occupancy by 1983.

7. Landscaping work be planned and executed on the mall between State Street and the Institutions and Agencies State Office Building utilizing the increased width resulting from acquisition of land by the State on West State Street.

8. The Hanover Street Site when acquired be cleared and developed for interim use for parking. A landscaping plan should be prepared which should take advantage of the Canal frontage and which should accommodate ultimately the second office building referred to under Item 6.

9. If recommendations 3 and 4 are adopted the State take no action toward converting any part of the State House to such further uses as proposed in the recent report of Duffy, Inc. except as required to meet interim needs.

10. A policy be established in regard to the providing of parking space for employees and that for long-range planning for buildings in downtown Trenton an allowance of 30% of total number of employees be accepted as adequate.

11. The master plan as proposed in this report be again reviewed by the State after a five-year interval to determine whether its general concepts remain valid or should be adjusted to meet any new developments.

12. Planning agencies of the State give particular attention to any indication State Government functions might expand to an abnormal degree in any one direction. Such an indication should lead to consideration of action to acquire additional land beyond that recommended in this report.

Respectfully submitted
Frank Grad & Sons
Architects and Engineers,
Planning Consultants to the Commission

Bernard J. Grad, F.A.I.A.

Date: 1 December 1963

STATE OF NEW JERSEY
BERNARD JOHN GRAD
NEWARK
NEW JERSEY
REGISTERED ARCHITECT

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FOR THE STATE OF NEW JERSEY

Department of Institutions and Agencies

Joseph L. Grodeck, Director, Division of Business Management.
Cantwell Walsh, Deputy Director, Division of Business Management.

Department of Conservation and Economic Development

Joseph T. Barber, Deputy Commissioner.
Frank A. Tracey, Purchase and Property Officer.

Department of Defense

Major General James F. Cantwell, Chief of Staff
Brig. General John P. Read, Deputy Chief of Staff
Major Frank E. Dubel, Jr. Director, Engineering Division

Department of Law and Public Safety, Division of Motor Vehicles

Ned J. Parsekian, Director
Seymour Blaustein, Chief, Methods & Planning

Department of the Treasury

Charles E. Sullivan, Director, Division of Purchase and Property
Alfred Busselle, Assistant Director for Construction

Departments of Highways

James Hamilton – Highway Department Liaison to the Commission

FOR THE CITY OF TRENTON

William S. Borden, Sr. – City of Trenton Liaison to the Commission.
Harvey Mandel, Director, Department of City Planning
Richard Cylinder – Planning Director
Peter Bardos, Assistant Urban Renewal Director

As stated in the body of this report, there have been many occasions to refer to documents prepared in recent months by other consultants to the State Government or by the Government itself. Among these documents have been the following:

Space Requirements Report, State of New Jersey – prepared by: Duffy, Inc. Planners & Designers

Feasibility Study, Food Service Facility for State House Area, Prepared by: Gilbert L. Seltzer, Architect.

State Parking Needs in Downtown Trenton, Prepared by: Division of State and Regional Planning, Department of Conservation and Economic Development, State of New Jersey.

Very helpful cooperation has been received, particularly in the form of advance information on the contents of these documents from Mr. C. M. Haring of Duffy, Inc. and from Mr. Donald Stansfield of the Department of Conservation and Economic Development.

The photographs and other data used in the descriptions of buildings in the currently authorized program have been obtained from the Architects. Drawings prepared by Fay, Spoffard & Thorndike, Consulting Engineers to the State Highway Department have been used for information on the East-West Freeway. For the garden proposed to adjoin Trent House the source of information has been drawings prepared by Abram L. Urban, Landscape Architect to the Trent House Association.

Finally, Frank Grad & Sons wishes to express its thanks to William M. Lanning, Secretary, and to Robert W. McLaughlin, F.A.I.A., Consulting Architect to the State Capitol Development Commission. Mr. Lanning has provided invaluable general direction and guidance, has arranged meetings with the Commission for review of work in progress and has advised on terminology and phrasing to accord with legal background and authority. Mr. McLaughlin has been the source of several very constructive and helpful criticisms during the process of development of the master plan concept shown in the appendices attached to this report.

APPENDICIES

Photographs of Model (4)

MODEL: STATE CAPITOL DEVELOPMENT PROGRAM, VIEW FROM NORTH-WEST

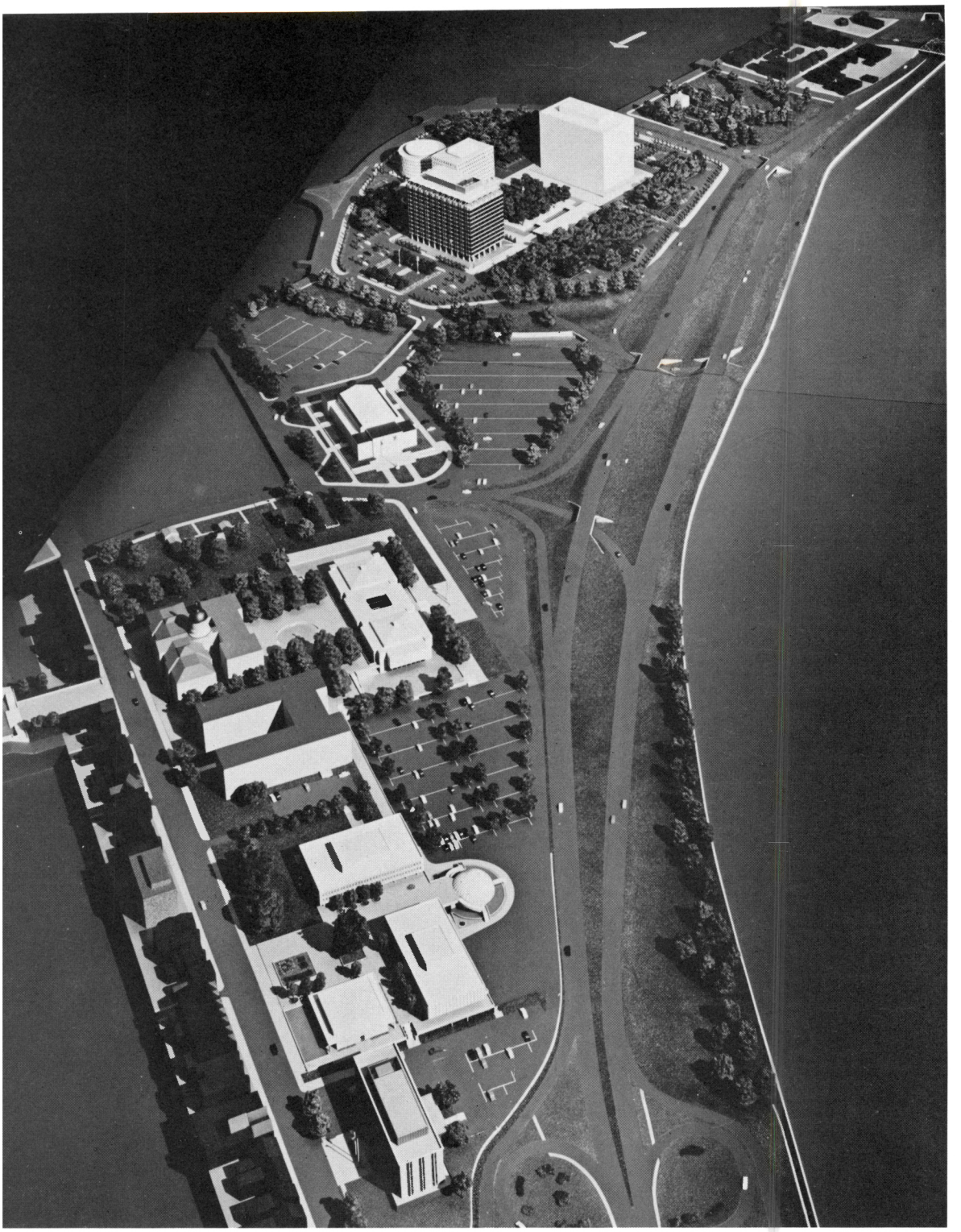
VIEW FROM SOUTH-EAST

STATE HOUSE COMPLEX IN FOREGROUND,
EDUCATION-CULTURAL CENTER COMPLEX IN BACKGROUND

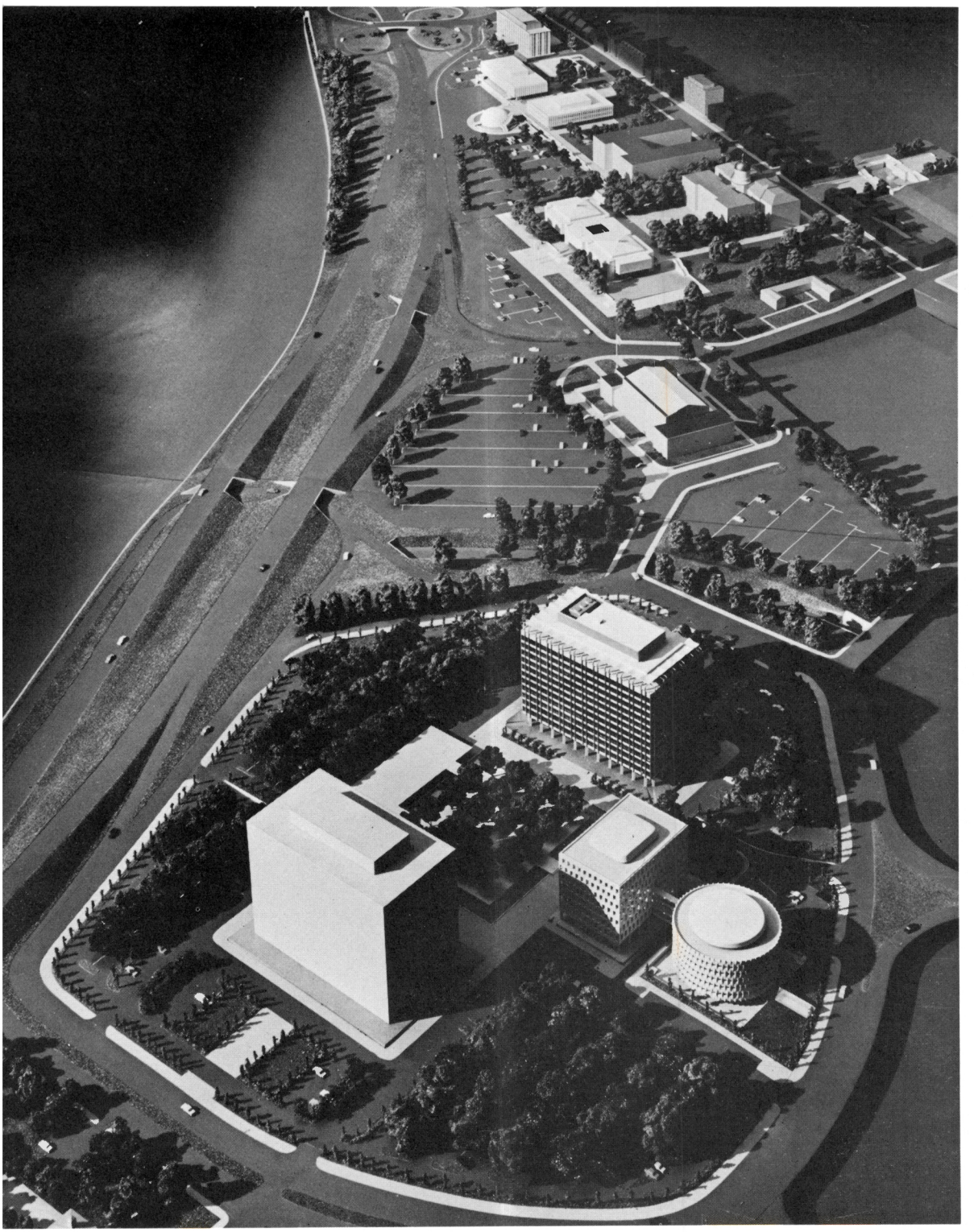
STATE HOUSE COMPLEX: STATE HOUSE AND EXECUTIVE LEGISLATIVE BUILDING

Site Plan – State Capitol Development Program

Aerial View – Sept. 1963 – Area of State Capitol Development Program



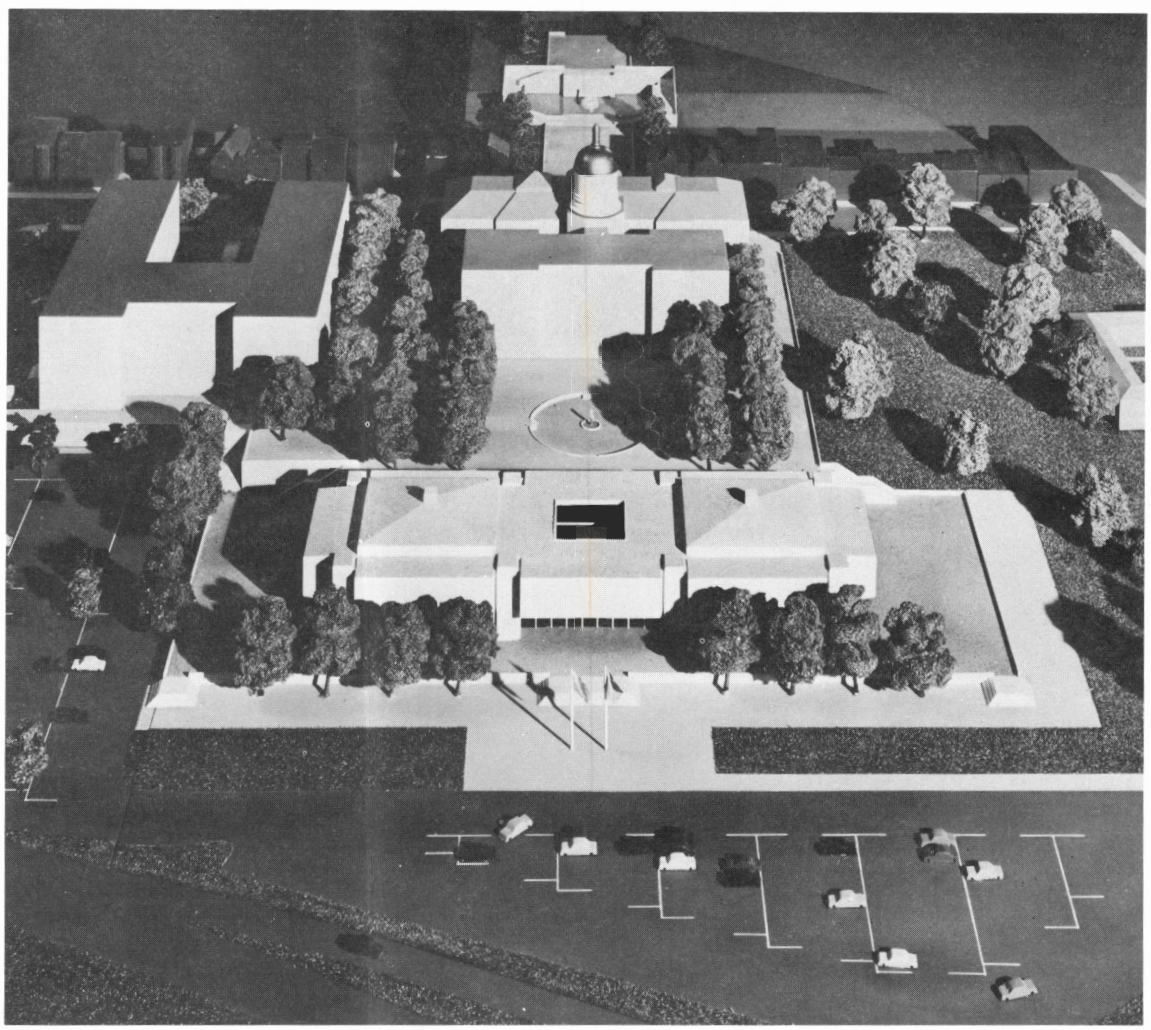
MODEL: STATE CAPITOL DEVELOPMENT PROGRAM, VIEW FROM NORTH-WEST



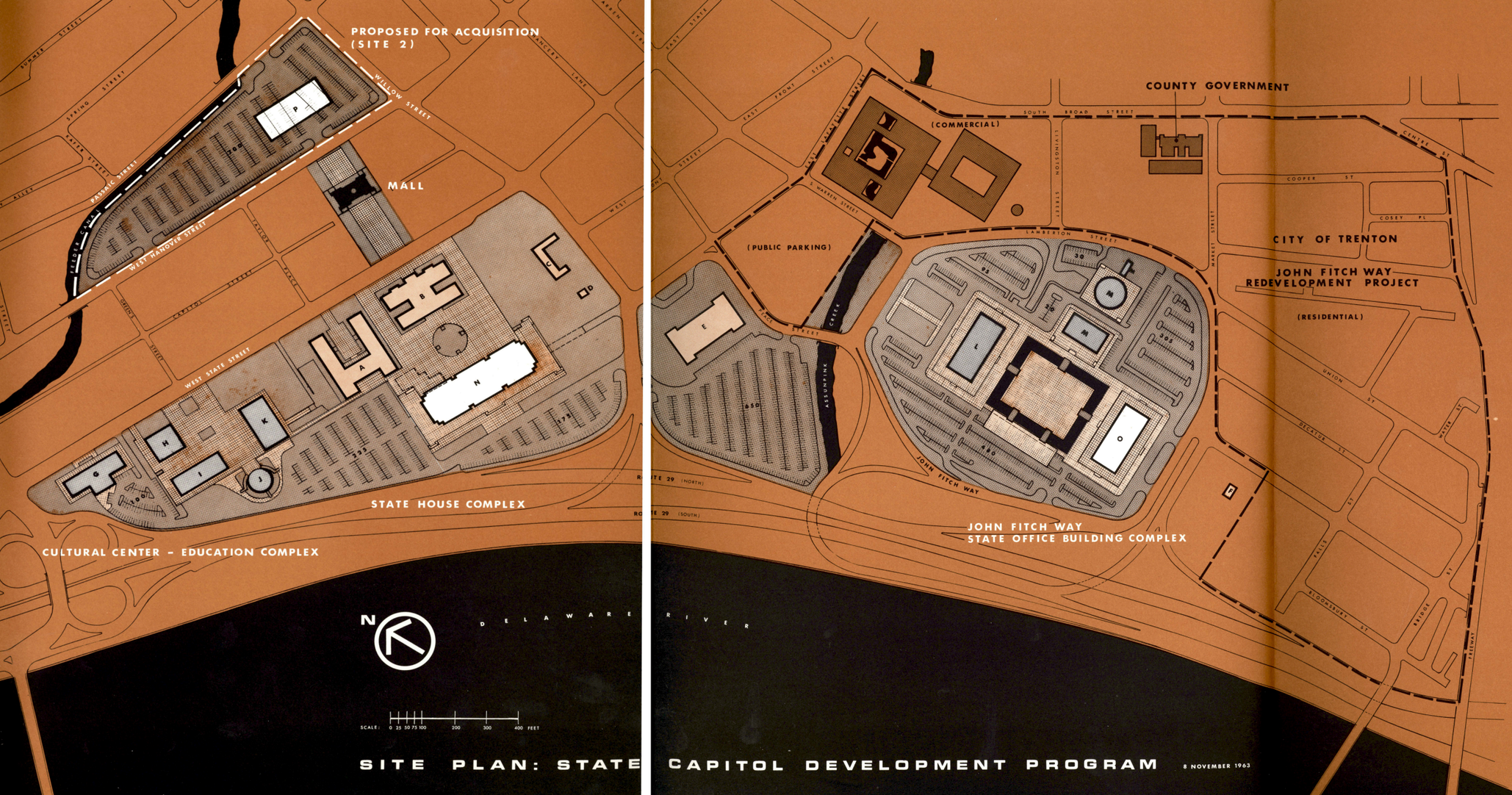
VIEW FROM SOUTH-EAST



STATE HOUSE COMPLEX IN FOREGROUND, EDUCATION-CULTURAL CENTER COMPLEX IN BACKGROUND



STATE HOUSE COMPLEX: STATE HOUSE AND EXECUTIVE LEGISLATIVE BUILDING



LEGEND

BUILDINGS EXISTING PRIOR TO 1958

A. STATE HOUSE ANNEX
B. STATE HOUSE
C. BARRACKS
D. DOUGLAS HOUSE (RELOCATED)
E. WAR MEMORIAL AUDITORIUM
F. TRENT HOUSE

BUILDINGS CONSTRUCTED OR AUTHORIZED FOR CONSTRUCTION 1958 - 1963

G. DEPARTMENT OF EDUCATION BUILDING
H. AUDITORIUM
I. MUSEUM
J. PLANETARIUM
K. LIBRARY
(H, I, J, K: CULTURAL CENTER)
L. DEPARTMENT OF LABOR & INDUSTRY BUILDING
M. HEALTH & AGRICULTURE BUILDING

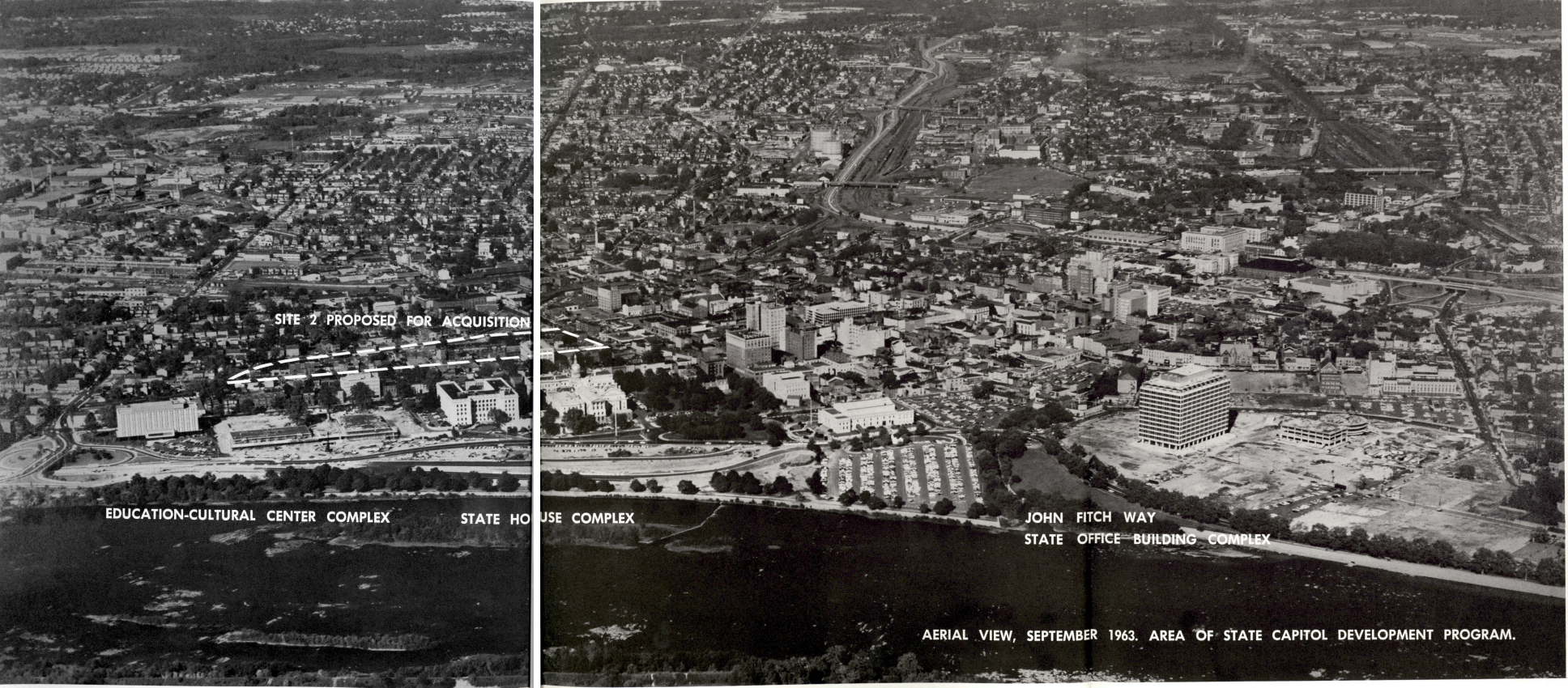
BUILDINGS PROPOSED FOR CONSTRUCTION 1963 - 1983

N. EXECUTIVE - LEGISLATIVE BUILDING
O. OFFICE BUILDING #1
P. OFFICE BUILDING #2

SITE PLAN: STATE CAPITOL DEVELOPMENT PROGRAM

8 NOVEMBER 1963

FRANK GRAD & SONS
ARCHITECTURE ENGINEERING PLANNING



AERIAL VIEW, SEPTEMBER 1963. AREA OF STATE CAPITOL DEVELOPMENT PROGRAM.