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# METROPOLITAN RAPID TRANSIT COMMISSION

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*To the Honorable the Governors  
and the Legislatures of  
the States of New York and New Jersey*

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## INTERIM REPORT

ON

THE ACTIVITIES OF THE COMMISSION  
DURING 1955

New Jersey State Library

MARCH 1, 1956

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## METROPOLITAN RAPID TRANSIT COMMISSION

### Commissioners from New York

CHARLES H. TUTTLE  
*Co-Chairman*

ALLEN S. HUBBARD  
*Treasurer*

CARL WHITMORE

ERNEST W. WILLIAMS, JR.

WILLIAM ZECKENDORF

### Commissioners from New Jersey

EDWARD J. O'MARA  
*Co-Chairman*

WILLIAM F. YOUNG  
*Secretary*

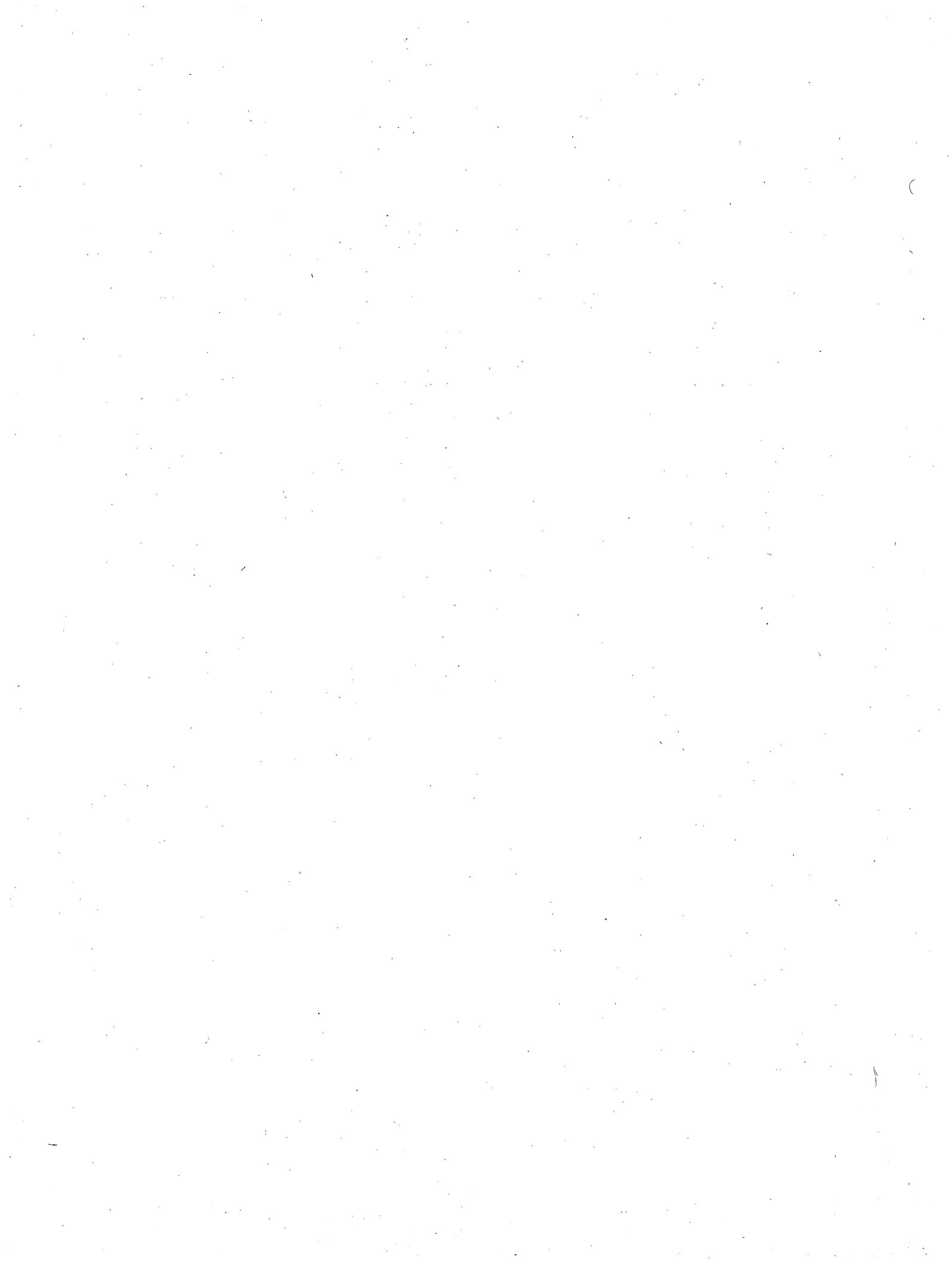
THOMAS J. HARKINS

JOHN A. KERVICK

JOHN F. SLY

FRANK H. SIMON — *Executive Director*

50 BROADWAY  
NEW YORK 4, N. Y.



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# **METROPOLITAN RAPID TRANSIT COMMISSION**

March 1, 1956

To: His Excellency Governor AVERELL HARRIMAN, and  
the Members of the New York Legislature

His Excellency Governor ROBERT B. MEYNER, and  
the Members of the New Jersey Legislature

## **CREATION AND DUTY**

The Metropolitan Rapid Transit Commission, which came into being on June 14, 1954, is a bi-state agency created by Chapter 801, Laws of 1954, of the State of New York, and Chapter 44, Laws of 1954, of the State of New Jersey.

As stated in Section 5 of the legislation, the Commission was established to "study present and prospective rapid transit needs of the New York-New Jersey Metropolitan Area and develop, recommend and report as soon as possible measures for meeting such needs." The Commission has no governmental powers.

## **LEGISLATIVE, ADMINISTRATIVE AND FISCAL CHANGES SINCE THE LAST INTERIM REPORT**

Since the Commission's Interim Report of February 18, 1955, the following changes have taken place.

### **1. Legislation and Appropriations**

In New York State a new legislature came into being on January 1, 1955, and hence, under the provisions of the Constitution of the State of New York, it was necessary to obtain legislation extending the life of this temporary Commission for the life of the new legislature. Such extension was enacted by Chapter 780 of New York Laws 1955, approved April 28, 1955. This Act also appropriated funds for administrative expenses of the Commission and appropriated an additional \$150,000 to finance studies by the Commission, conditioned on a like appropriation by the State of New Jersey.

In New Jersey, the Governor's Budget, as enacted, included funds for administrative expenses of the Commission; and Chapter 182 of the New Jersey Laws 1955, approved August 1, 1955, appropriated an additional \$150,000 to finance studies by the Commission.

## **2. Changes in the Membership of the Commission**

In February 1955, Mr. Michael J. Madigan, member from New York, resigned. On June 2, 1955, the Governor of New York appointed Mr. Ernest W. Williams, Jr. as his replacement.

On June 13, 1955, the five members from New Jersey, Messrs. David Van Alstyne, Jr., John F. Kraus, Charles F. Krause, Frank Scott, Jr. and Alexander H. Elder tendered their resignations. On July 5, 1955, the Governor of New Jersey nominated Messrs. Edward J. O'Mara, William F. Young, Thomas J. Harkins, John A. Kervick and John F. Sly as their replacements. Mr. O'Mara was confirmed by the New Jersey Senate on August 15, 1955, and the other nominees were confirmed on August 29, 1955. They were sworn in on September 7, 1955.

At a Special Meeting of the Commission held on September 20, 1955, the By-Laws of the Commission were amended to provide that the officers shall consist of two (2) Co-Chairmen, one to be elected from among the New York members and one to be elected from among the New Jersey members, a Treasurer and a Secretary.

The following officers were thereupon elected:

Co-Chairman	Charles H. Tuttle of New York
Co-Chairman	Edward J. O'Mara of New Jersey
Treasurer	Allen S. Hubbard of New York
Secretary	William F. Young of New Jersey

## **3. Conduct of Meetings**

At the Commission Meeting of September 7, 1955, it was voted that all future Meetings of the Commission would be open to the public and the press except when, in the judgment of the Commission, Executive Sessions should be conducted. The first Meeting open to the public was the Regular Meeting of October 3, 1955. The press, various civic

organizations and others have expressed interest in attending the open meetings and are being notified regularly by mail as to the time and place of such meetings.

Regular Meetings will continue to be held on the first Monday of each month with Special Meetings to be called whenever necessary.

### THE SITUATION FACING THE COMMISSION

The self-defeating effort throughout the New York-New Jersey Metropolitan Area to thread the increasing volumes of traffic into the needle's eye of congested urban areas has long surpassed the Biblical simile of threading a camel. The race against diminishing returns has become a vicious cycle.

For many years now rapid transit has been not only the forgotten plan amid all the other plannings but also the victim of them.

The moment when further forgetfulness will invite final oblivion is upon us. It confronts us with the issue whether rapid transit shall continue to go down by default, or whether even yet there is still sufficient boldness, unity and farsightedness in this vast Metropolitan Area of fifteen million people to face up to the rapidly cumulating difficulties and costs and to create a balanced system of transportation capable of preserving the Area's preeminence in the world and also adaptable enough to enhance such preeminence in the decades to come.

If, under the spur of necessity, enlightened self-interest and public vision, the Area is ever to determine to go all out for creating an adequate mass transit system and for incorporating it into a total and balanced system of transportation, there is not a moment to lose. Every day the difficulties and obstacles are increasing so progressively, and the costs are rising so steeply, that it seems a fair question whether the long continued default has at last carried us down beyond the point of no return.

If there is to be a return, it can only be on the basis of a common community consciousness and endeavor throughout the Area as a whole. There must be a willingness to conceive of the Area, vast and diversified though it be, as a single economic unit, affected totally for better or worse by what is done or not done in any of its parts. There must be team-work and complete pooling of effort by the two States and by the many municipalities within the Area. There must

be acceptance of the cost of achievement as infinitely less than the cost of loss through inertia, stagnation or dismay.

This concept of planning for transportation of people on a regional basis rather than on the basis of individual municipal communities is not peculiar to New York and is receiving increasing recognition in the other major Metropolitan Areas throughout the country.

In a report dated December 20, 1955, the Urban Traffic and Transportation Board of the City of Philadelphia said—

“The truly regional transportation system—the only adequate cure for this chaotic situation—can be developed only when there is an organizational structure able to undertake the job.”

The report to the Mayor of Baltimore by the Committee on Mass Transportation, dated December 5, 1955, recommended the creation of a Transit Authority to establish transportation policy and direct all transportation activities and that the Authority should be metropolitan in scope.

The report on regional rapid transit submitted to the San Francisco Bay Area Rapid Transit Commission in January 1956 recommended an area-wide regional interurban rapid transit system and stated—

“To meet the standards necessary to divert automobile travel from the urban centers and their approaches, and to serve the high volume of transit travel that such standards would induce during rush hours, a regional system of interurban rapid transit is required.”

There must be no public illusion. The choice is not between, on the one hand, keeping what we have or, on the other hand, getting something better. Actually, the choice is between a continuous worsening of what we have or going all out for the best.

It is no secret that many of the railroads, which in the past have been prime factors in the upbuilding of the Metropolitan Area, are now pushing, and soon will be pushing more clamorously, for a total discontinuance of their commuter services and of their ferries.

Ultimately there will have to be a decision by the Interstate Commerce Commission and other public regulatory commissions, and after them by the courts, as to whether the shippers and consumers who pay the freight charges for the movement of commodities, particularly

from the central and western areas of the country, must indefinitely support a local commuting service which, it is claimed, does not and cannot pay its own way. Operating deficits compel the seeking of redress in the form of increased fares and reduced services, thereby threatening patronage still further, or else they compel resort to the shippers and consumers of freight for the wherewithal to meet the deficits, thereby undermining and depressing the economic interests of the Area itself.

Within our Metropolitan Area, transit, which is the life blood of business, commerce and growth and which holds the future destiny of the Area itself, is daily finding its arteries more and more clogged and hardened with congestion immeasurably costly and approaching complete paralysis.

No large metropolitan area can live without transit; and no transit can live without planning and adequate financial support.

Our own Metropolitan Area has far outgrown its last basic over-all planning in the horse-and-buggy days of a century ago. Now planning must not only catch up with, but be twenty-five years ahead of, our phenomenal growth. Otherwise the growth will stop and even retrogress.

On both sides of streets originally laid out for horse transportation only, buildings, which are cities in themselves, are rising vertically and in serried ranks until the skyline on both sides of the Hudson River is among the foremost wonders of the world. In Manhattan alone buildings and residences have superimposed costly levels upon levels until they have become in themselves huge perpendicular business and dwelling communities. Yet our streets and avenues, with only the width of a motorless age, are still on the single level of a century ago, except where a subway happens to supply a second level. Soon that ancient single level, now congested almost to the point of strangulation, will be called upon to face the wholly impossible task of meeting a future wherein the registered motor vehicles of this country, now numbering 58,000,000, will in ten years have become 80,000,000, with an estimated 45% increase in the mileage they will travel. And what thus confronts Manhattan also confronts the huge and expanding municipalities in all the regions of the New York-New Jersey Metropolitan Area.

The average automobile carries less than two people and requires two hundred to three hundred and fifty square feet of parking space at its destination. There is a limit to such local and temporary palliatives as traffic lights, parking restrictions, one-way streets, and congested parking spaces in even more congested areas. These makeshifts are like local poultices which the basic, galloping disease soon outruns.

Many imposing portrayals of the future of this Metropolis are being widely publicized; but they all seem to be built upon an ever-expanding network of vehicular superhighways financed with billions of dollars through public taxes, public subsidies in the form of tax exemptions, and private taxes in the form of tolls sufficient to liquidate all indebtedness and costs. Nowhere in these impressive visions for vehicular traffic is there the element of rapid transit for people.

It is the mandate and the hope of the Metropolitan Rapid Transit Commission to find and propose ways to reverse the increasing stagnation and decline of interurban rapid transit, and the consequent interferences with natural growth and the free movement of people and commerce under the resultant attack of the avalanche of automobiles.

The majority of people within the New York-New Jersey Area do not possess automobiles. If all did, all movement within the Area would come to a halt. Our task, therefore, is to discover, if possible, adequate ways for the movement of people rather than of vehicles, —to reverse the present withering of the means of moving people in the mass and to substitute a reinvigorated interurban rapid transit system capable of sustaining the daily flow of executives, workers, shoppers and visitors on which the vitality of our urban centers depends.

Such a system must, of course, create an attractive position in relation to the private automobile or the bus. To achieve this it must provide comfortable cars, adequate and convenient service, and economies in cost and time. It must be geared at terminals and in routes to the public's necessities for access and distribution.

What will come out of this great cooperative effort, we cannot now be so presumptuous as to predict.

We can, however, express the faith that, while preserving the worthwhile in what we have, the ultimate pattern will partake of the best in the revolutionary scientific Age which has dawned and will

utilize the new discoveries in power, materials, designs and tools. It should make sufficient modifications in the old forms to recognize the new science of automation and the evolving requirements and potentials of an unprecedented national, regional and personal wealth.

If our great Metropolitan Area is to realize its manifest destiny, rapid transit, which has fallen to the rear, must be brought up in the van. It is to accomplish this goal that the Commission has made the plans and is carrying on the activities described hereafter in this Report.

### **STUDY PLANS OF THE COMMISSION**

The Commission's Interim Report of February 18, 1955 discussed in detail the task confronting the Commission, namely a comprehensive study of means of improving mass transportation of people in and throughout the entire New York-New Jersey Metropolitan Area, which is conceived as including in the State of New York, New York City, Long Island and the Counties of Westchester, Rockland, and the southern part of Orange County; and in the State of New Jersey, the Counties of Bergen, Hudson, Essex, Passaic, Middlesex, Union, Somerset, Monmouth, Morris and Mercer. The study would emphasize transportation within the Area across the Hudson River but will include in connection and coordination therewith auxiliary means of improving mass transportation of people locally within New Jersey and within New York, as well as combining its studies and recommendations into a comprehensive plan for the entire Metropolitan Area.

The Interim Report of February 18, 1955 stated that the Port Authority, concerned with the movement of passengers and freight in the Port District, had offered to furnish financial assistance to the Commission for undertaking such part of the required studies concerning rapid transit improvements between New York and New Jersey. Attached to the Report, as Appendix C, was the Memorandum of Understanding (approved January 13, 1955) between the two Agencies for the conduct of such a study of means to improve mass transportation of people between New York and New Jersey and the Specifications for such studies. These studies are now in progress and are expected to be completed in the late Spring of 1957.

The offer of financial assistance by the Port Authority was limited to the interstate phases of the studies. Hence, to accomplish the Commission's aim of preparing and submitting one comprehensive and coordinated study and report, the surveys of local or intrastate rapid transit problems will be paid for from the aforesaid appropriations made available by the States of New York and New Jersey. Those intrastate surveys will be carried forward concurrently with the interstate surveys and will be conducted under the coordinating direction of the same Project Director.

In order to give practical direction to the studies and to conserve time and funds, the Commission has determined to proceed in the first instance with studies of the present and prospective traffic demands and requirements in the regions involved. On the basis of such studies the Commission can then determine the locations and directions in which improvements in rapid transit service are required, and can thereafter proceed with engineering, economic and administrative studies of the routes and means necessary to provide the required services. However, there are certain possibilities for improving rapid transit facilities which appear to be logical in the light of present knowledge and preliminary studies of their engineering and financial feasibility will be progressed without awaiting the completion of the surveys of traffic demands.

The studies leading to a determination of the traffic demand consist of studies of distribution of population, employment, business and cultural and shopping centers throughout the Area and studies of the origin and destination of passengers, their travel habits, and the factors that cause a traveler to choose a particular mode of transportation. The study being made with the financial assistance of the Port Authority, insofar as it relates to present and prospective distribution of population, employment, and business and cultural centers, will cover the entire Metropolitan Area and no further survey of such factors is required. The origin-destination and correlated surveys in the study being made with the financial assistance of the Port Authority, however, only include the passenger traffic crossing the Hudson River between New Jersey and New York and it will be necessary to implement them with similar surveys in the other Sectors of the Metropolitan Area.

As the studies progress, the Commission will maintain close liaison with the various interests involved such as state and local governments, governmental agencies, planning bodies, business and civic

organizations, railroads and bus companies to keep them currently informed and to assure that the Commission's final recommendations will be in the best interests of all concerned.

Furthermore, inasmuch as mass transit has direct relation to other major problems of transportation of the New York-New Jersey Metropolitan Area as an economic and population unit, consideration must be given to the best means of servicing such relationships. There are many communities in the total Area and their cooperation will be essential to the success of any over-all plan.

Upon submission by the Project Director of the complete factual report and recommendations, the Commission will conduct public hearings throughout the Area to obtain the views of the public and interested agencies regarding the proposals brought forth by the studies. On the basis of the Commission's appraisal of the proposals and the views brought forth in the hearings, the Commission will make its determinations and prepare the recommendations to be included in the final report to the Governors and Legislatures.

It is anticipated that the Commission's final report and recommendations will be submitted in the Fall of 1957. In the meanwhile, however, the Commission will make public Interim Reports as various phases of its studies are completed, and will endeavor to make such interim recommendations as can be deduced therefrom.

## **STUDY ACTIVITIES OF THE COMMISSION**

### **I. The Studies under the Memorandum of Understanding with The Port of New York Authority**

At the time the Interim Report of February 18, 1955 was submitted, the Commission was addressing itself to the matter of designation of a Project Director and the experts to be engaged on the various phases of the problem which is the subject of the total study. Extended negotiations were conducted with the Port Authority with a view to arriving at mutual agreement on the designation of a Project Director and the various consultants required for those parts of the Commission's study encompassed within the Memorandum of Understanding with the Port Authority. On May 12, 1955, the Commissioners of the Port Authority concurred in a recommendation by this Commission that Mr. Arthur W. Page, formerly Vice President of the American Telephone and Telegraph Company and Di-

rector of the Working Group of the President's Cabinet Committee on Transport Policy, be designated as Project Director. In the early part of June, Mr. Page indicated his willingness to serve but no agreement was entered into at that time as the resignation of the five New Jersey members of the Commission left it without a quorum.

With the completion of the organization of the Commission in September, the previous recommendation of the designation of Mr. Page as Project Director and the terms of the Memorandum of Understanding with the Port Authority were re-affirmed by both agencies, and an agreement was executed on September 21, 1955, jointly by the Commission and the Port Authority with Mr. Page, engaging his services as Project Director, effective October 1, 1955.

Immediately thereafter, the staff of the Commission, the staff of the Port Authority and the Project Director conducted joint negotiations with those consultants on whom mutual agreement had previously been reached. Agreements with the consultants were approved by the Port Authority on October 13, 1955 and by the Commission on October 18, 1955 and study activities were immediately commenced. The consultants engaged, the maximum cost of the work to be performed and the expected time of completion are as follows:

*The Regional Plan Association, Inc. of New York*—to undertake various economic studies to determine for the present, and to estimate for 20 years in the future, the distribution of population, employment, industry and commercial and cultural centers throughout the Metropolitan Area as a basis for determining the future demand for mass transportation in the Metropolitan Area.

Expected time of completion—6 to 9 months	
Maximum expenditure .....	\$140,000

*DeLew, Cather & Co. of Chicago*—to conduct a survey of the present travel habits of passengers by rail, bus and auto, including origin and destination; to determine by canvass the factors that cause a commuter to choose a particular means of transportation; and to analyze the results thereof along with the data developed by the Regional Plan Association to determine the present and future demand for interstate mass transportation. As a separate study to make a preliminary evaluation of the physical and financial feasibility of four typical systems for improving interstate rapid transit, including new concepts of transportation media, and a detailed engineering and economic study if one or more of the systems is found to be physically and financially feasible.

Expected time of completion—18 months  
 Maximum expenditure ..... \$275,000

*Coverdale & Colpitts of New York*—for studies and recommendations relative to presently existing rail passenger service problems and methods of resolving them to maintain and improve existing services pending, or in lieu of, more comprehensive solutions. The specific projects are described in Section (e), pg. 51, of the Interim Report of the Commission dated February 18, 1955.

Expected time of completion—9 months  
 Maximum expenditure ..... \$ 80,000

*Ford, Bacon & Davis, Inc. of New York*—to study means and methods of improving bus transportation by expediting travel time and providing off-street bus terminals where new investments in rail lines do not appear to be justifiable and of integrating feeder bus routes with interstate rail routes.

Expected time of completion—It is estimated that six (6) months of effort would be required on their part, but the total time for completion of the final report would be dependent upon coordinating this study with those of other consultants.  
 Maximum expenditure ..... \$ 70,000

*Dr. William Miller of Princeton, N. J.*—to organize a group of experts to conduct studies leading to recommendation of the financial and administrative devices to be used in the development and operation of a multi-community transit system, including methods of financing capital investments and of meeting deficits if they should appear to be inevitable. The group would also determine the legislation required to effect any transit improvements to be recommended.

Expected time of completion—9 to 12 months  
 Maximum expenditure ..... \$ 87,000  
 TOTAL ..... \$652,000

On January 13, 1955, when the Memorandum of Understanding with the Port Authority was approved, it was estimated that the studies encompassed in the agreement would cost \$500,000 and the Port Authority appropriated that sum. At its meeting on October 13, 1955, the Port Authority, in view of the costs as negotiated with the various consultants, revised its appropriation for this purpose

to a maximum of \$800,000. It was estimated that the cost of operation of the office of the Project Director would approximate \$150,000 during the eighteen months required for the completion of the studies.

At this time, the studies have not as yet progressed far enough to allow the Commission to report on any phases of the problem.

## **II. The Studies Financed by Appropriations from the States of New York and New Jersey**

Immediately after completion of the organization of the Commission in September, consideration was given to that part of the Commission's study which was not encompassed by the Memorandum of Understanding with The Port of New York Authority and which is financed by appropriations of \$150,000 from each of the two States.

As it is the intention of the Commission that its activities should result in a single Report of a comprehensive nature covering the entire New York-New Jersey Metropolitan Area, a decision was made that this part of the Study would also be placed under the coordinating supervision of Mr. Page as Project Director and he has accepted the Commission's invitation to so serve.

The Commission sought the advice of its Executive Director, the Project Director, a competent consultant and the local officials in New Jersey and in Nassau and Westchester Counties in New York. As a result, the Commission, at its Regular Meeting of January 16, 1956, approved Specifications for intrastate studies in the Staten Island, Long Island and Westchester Sectors of the Metropolitan Area. The Specifications therefor are attached to this Report as Appendix "A". The Commission is now negotiating contracts for the conduct of these studies to be financed out of the \$150,000 appropriated by New York.

A question has arisen with regard to the proper allocation of funds from the appropriations of the respective states. One view—generally advocated by the New York members—is that the appropriations become a common fund to be used for studies of traffic movements in the New York Metropolitan Area other than those for which the Port Authority regards itself as legally able or willing to pay, with the consequence that the total cost of all such studies would be equally divided between the states. The other view—held generally by the New Jersey members—is that the New York appropriation should be used to pay all costs of whatever intrastate studies are

necessary in New York, and that the New Jersey appropriation be used to pay all costs of whatever intrastate studies are necessary in New Jersey.

The Commission is seeking agreement between the States as to their intention with regard to the most equitable method of paying for that portion of the Commission's work for which the Port of New York Authority is not supplying the funds and for which the taxpayers of New Jersey and New York must pay.

All the Commissioners agree that they are engaged in a single endeavor to evolve a comprehensive plan for rapid transit for the entire metropolitan area. Each Commissioner is using, and will continue to use, his best efforts to make a maximum contribution to the solution of all phases of all the Commission's problems. The Commission believes this difference of opinion to be one capable of reasonable resolution.

In the meantime, studies of travel to and from Staten Island, Westchester County and Long Island proceed, and the scope of various New Jersey intrastate traffic movements is being studied to ascertain what, if any, needs for rapid transit exist there now, and what potential needs may develop in the coming 20 year period.

### **III. Other Study Activities of the Commission**

Since submitting the last Interim Report, the Commission and its staff have continued to collect data on the transportation of persons within the Metropolitan Area; has received and initially considered certain plans for the improvement of rapid transit facilities in the Area; and has discussed various aspects of the problem with interested groups.

Among the groups with whom discussions of the problem were held are:

1. The County Executive and Planning Department of Westchester County.
2. The Director of the Department of Transportation of Nassau County.
3. Commuter organizations in New Jersey.
4. The New Jersey State Chamber of Commerce.
5. The New York Chamber of Commerce.
6. The Real Estate Board of New York.

7. The New York Board of Trade.
8. The Citizens Union.
9. Various railroad officials in New Jersey.

Among the plans offered to the Commission for consideration are a plan for "Aerial Transit" submitted by Mr. Henry K. Norton; a plan for "Improved Rapid Transit" submitted by Mr. John A. Hastings; a plan for Rapid Transit between Staten Island and Manhattan via the proposed Narrows Bridge submitted by the Staten Island Chamber of Commerce; a plan for a circular system of mass transportation operating in Manhattan and on the New Jersey west shore submitted by New Jersey railroads; a plan for improvements in rail service to Monmouth County submitted by the Railroad Transportation Advisory Committee of the Monmouth County Planning Board; and various plans for additional routes submitted by interested individuals in New Jersey and New York. These plans have been submitted to the appropriate consultants for review and no definitive conclusions on any of those plans have as yet been arrived at.

The Commission's Report of February 18, 1955 stressed the importance of considering the factor of Civil Defense in studying the rapid transit needs of the Metropolitan Area. To be fully informed on this subject, the Commission conducted a Symposium on March 25, 1955 on the subject of "The Relation of Rail Transportation to Civil Defense". Appearing at the Symposium were the Civil Defense Directors of the States of New York and New Jersey and the City of New York, with members of their staffs, a representative of the District Engineer, U. S. Corps of Engineers, a representative for the Mayor of the City of New York and top officials of six railroads serving the Metropolitan Area and the New York City Transit System. The information obtained from the full and frank discussion will be of great value in the deliberations of the Commission.

#### **IV. Liaison and Coordination**

To effectuate the close liaison with the various interests involved, as has been described earlier in this Report, the following action has already been taken:

1. On February 8, 1955 the Chairman, Vice Chairman and Executive Director met with Mayor Wagner of New York City and informed

him as to the plans and activities of the Commission. The Mayor expressed his interest and on February 23, 1955 he wrote to the Commission designating a Committee to cooperate with the Commission in putting the resources of the various departments of the City of New York at the disposal of the Commission. The Committee consisted of:-

Gordon Clapp, Deputy City Administrator, Chairman  
 John Bennett, Chairman of the City Planning Commission  
 Sidney H. Bingham, General Manager of the Transit Authority  
 Commissioner Robert Moses  
 Nelson Seitel, Chairman of the Transit Advisory Committee  
 Morris J. Stein

After the resignation of Mr. Clapp from the City service, Mayor Wagner, on September 13, 1955, designated Mr. Charles Preusse, Deputy City Administrator, as Chairman of the Committee. On November 3, 1955 Co-Chairman Tuttle, the Executive Director and the Project Director called on Mr. Preusse who offered, and has since given, full cooperation with the study activities of the Commission.

2. On January 25, 1955, the New York and New Jersey Chambers of Commerce designated a Joint Committee to maintain liaison with the Commission and placed the facilities of the Chambers at the disposal of the Commission. The Committee consists of—

Godfrey Augustus  
 W. C. Gilman & Company  
 John F. Garde, Jr.  
 Sanderson & Porter  
 Harold Riegelman  
 Nordlinger, Riegelman & Benetar  
 Cowles Andrus, Vice President  
 County Bank & Trust Co. of Passaic  
 John E. Begert, Vice President  
 1st National Bank of Jersey City

The Chairman and the Executive Director met with that Committee on February 14, 1955 and discussed the aims and activities of the Commission as well as methods of liaison and cooperation. A further

meeting with representatives was held on November 18, 1955, at which were present the two Co-Chairmen, the Executive Director and the Project Director; and arrangements were made for periodic discussions.

At the time this Report is being written, the Joint Committee is preparing a progress report to their respective Chambers and the Co-Chairmen were invited to discuss the activities of the Commission at the meeting of the membership of the New York Chamber of Commerce held on February 2, 1956. A similar discussion is planned for a membership meeting of the New Jersey State Chamber of Commerce.

#### **OTHER ACTIVITIES OF THE COMMISSION**

1. In that section of the last Interim Report which outlined the aims of the Commission it was stated that—

“This Commission will continue to take steps to study existing urgent problems concerning commuter transportation by rail and also to study interim action wherever deemed desirable and feasible.”

That section of the Report further described the efforts of the Commission in exploring the situation concerning the proposed local abandonments of passenger services, particularly on the River Division of the New York Central Railroad. Since that time, the Commission has kept in constant touch with developments in those proceedings, but, as the Commission was of the opinion that the legislation creating the Commission gave it no powers or duties beyond conducting the Study, the Commission could not actively enter the proceedings for either side. These situations are included in the “existing immediate railroad passenger service problems” which are under study by the Commission’s consultants.

The Chairman of the Commission was subpoenaed to appear at a Hearing in the matter of the abandonment of ferry service by the New York Central Railroad conducted by the Interstate Commerce Commission and did appear on July 26, 1955 and outlined the activities and plans of the Commission. No decision has been reached in the proceeding before the Interstate Commerce Commission.

On November 3, 1955, the Board of Public Utility Commissioners of the State of New Jersey denied the petition of the Railroad for abandonment of passenger service in New Jersey.

On November 10, 1955, the Erie Railroad and the Delaware, Lackawanna and Western Railroad announced a plan whereby Erie Passenger trains would be re-routed to the Lackawanna Terminal in Hoboken and the Erie ferries to Chambers Street would be discontinued. Subsequently, petitions were filed with the Interstate Commerce Commission and the New Jersey Public Utilities Commission for necessary approvals and the case is now pending. This plan, if made effective, would require some passengers on the Susquehanna and the Northern Railroad of New Jersey to use the Hudson & Manhattan to continue their trip to Manhattan and adds immediacy and importance to this part of the Commission's study.

These proposals are part of the subject matter which is under study by the Commission's consultants and Project Director.

2. Another aim of the Commission was stated in the last Interim Report—

“This Commission intends to do everything in its power to plan now for expediting the formation of a comprehensive transportation scheme for the Metropolitan Area which may result from the Commission's studies.

“This Commission will confer with the governmental agencies of both States responsible for the design and construction of expressways, parkways, turnpikes and other such grade-separated highways, for the purpose of arranging that the future planning and construction of such roads make provision for future rapid transit lines, as is being done in other Metropolitan Areas. Thus, at a small present cost, provision can be made for the future savings of large sums for acquisition of rights-of-way for transit purposes.”

On March 16, 1955, the Commission commenced activity on this matter through correspondence with the various agencies involved. The Commission's staff has consulted with the Westchester County Park Commission, the Triborough Bridge & Tunnel Authority, the New York State Department of Public Works and the New Jersey Highway Department to get information on the various arterial high-

way programs to determine those routes which would be susceptible to inclusion of provisions for future rapid transit.

This matter will be more actively pursued when the Commission's Study progresses to the point of developing some definitive conclusions as to those areas where new rapid transit lines should be considered.

3. There has been considerable public interest in the plans of the Commission and many requests have been made for presentation of the problem and the Commission's plans before various groups. Since the last Interim Report, appearances by Commissioners or the Executive Director were made as follows:

- Meeting of the New York Real Estate Board
- Meeting of the New York Railroad Club
- Meeting of the New York Board of Trade
- Meeting of the Staten Island Real Estate Board
- Meeting of the New York Division of Railroad Enthusiasts
- Forum of the Bond Club of New Jersey
- Meeting of the Inter-Municipal Group for Better Rail Service
- Meeting of the Bayonne Chamber of Commerce
- Forum on Transit broadcast as part of the "Tex and Jinx" Radio Program
- Meeting of the American Institute of Planners at Princeton University
- Citizens Union "Searchlight" TV Program
- Meeting of the Hudson County Traffic Committee
- A series of Radio Programs on Station WOR concerning transportation and traffic problems in the Metropolitan Area
- Meeting of the New York Chamber of Commerce.

## REQUIREMENTS OF THE COMMISSION

### (a) Legislative

In New York State, the life of the Commission was extended at the last Session of the Legislature. As that Legislature remains in existence until December 31, 1956 no further legislative action to continue the Commission is required at the present Session.

In New Jersey, there is no requirement for legislative action to continue the Commission.

### (b) Fiscal

#### 1. *New Jersey*

For the current fiscal year there has been appropriated and otherwise made available \$68,216.71 for the administrative expenses of the Commission and \$150,000 for "Special Services" (expenses of the Commission's Study, including fees of experts retained).

During the current fiscal year the New Jersey share of the administrative expenses of the Commission will be considerably less than the available appropriation, and expenditures through June 30, 1956 are estimated at about \$23,200, leaving an unexpended balance estimated at about \$45,000. However, as the Reports of the various experts reach final form during the fiscal year 1956-1957 they will require considerable engineering and economic analysis requiring an increase of staff and other expenses. The unexpended balance of current available funds should be reappropriated and new funds in the amount of \$30,000 should be included in the Budget, making available a total of \$75,000 to the Commission for the fiscal year July 1, 1956 to June 30, 1957.

It is not expected that expenditures for studies within New Jersey will exceed the appropriated \$150,000 during the next fiscal year (1956-1957) and it will only be required to obtain a reappropriation of the unexpended balance remaining at the end of the current fiscal year.

A request for inclusion of the above requirements in the Governor's Budget Request, along with the supporting details, has been submitted to the Director of the Budget and it is recommended that the Governor and the Legislature approve the request.

## **2. New York**

For the current fiscal year there has been appropriated \$50,023.15 for the administrative expenses of the Commission and \$150,000 for "Special Services" (expenses of the Commission's Study, including fees of experts retained).

During the current fiscal year the New York share of the administrative expenses of the Commission will be considerably less than the appropriation of \$50,023.15 and expenditures through March 31, 1956 are estimated at about \$21,700, leaving an unexpended balance of about \$28,300. However, as the Reports of the various experts reach final form during the fiscal year 1956-1957 they will require considerable analysis resulting in an increase of staff and other expenses.

It is the considered judgment of the Commission that the New York share of the necessary administrative expenses during the fiscal year 1956-1957 will amount to \$75,000. The Director of the Budget has informed the Commission that he is not favorably inclined to include in the budget any re-appropriations of unexpended balances and prefers to show the Commission's requirements as a single appropriation for the fiscal year. In accordance therewith, the Commission has forwarded to him a request to include in the budget an item of \$75,000 for the New York share of the administrative expenses of the Commission, along with supporting detailed information as to the Commission's requirements.

It is not expected that the expenditures for studies within New York will exceed the appropriated \$150,000 during the next fiscal year (1956-1957). Although only a minor portion of the appropriation will have been actually expended at the end of the current fiscal year, it is anticipated that substantially all of it will have been obligated through contracts with experts retained to conduct surveys. The services to be performed under the contracts will not be completed and paid for in the current fiscal year. It is thus necessary that the unexpended balance remaining at the end of the current fiscal year continue to be available to the Commission through a reappropriation of such balance, and the Director of the Budget has been requested to include this item in the budget.

It is recommended that the Governor and the Legislature approve the above described budget requests.

The difference in the estimated expenditures for administrative purposes for each State is due to the fact that each State operates on a different fiscal year basis, the New York fiscal year being April 1 to March 31 and the New Jersey fiscal year being July 1 to June 30. The administrative expenses of the Commission are shared equally by the two States.

Respectfully submitted,

METROPOLITAN RAPID TRANSIT COMMISSION

**Commissioners from New York**

CHARLES H. TUTTLE  
*Co-Chairman*

ALLEN S. HUBBARD  
*Treasurer*

CARL WHITMORE

ERNEST W. WILLIAMS, JR.

WILLIAM ZECKENDORF

**Commissioners from New Jersey**

EDWARD J. O'MARA  
*Co-Chairman*

WILLIAM F. YOUNG  
*Secretary*

THOMAS J. HARKINS

JOHN A. KERVICK

JOHN F. SLY



**APPENDIX "A"**

**Specifications of the Local Phase of the Study of  
the New York–New Jersey Transit Improvements**

## APPENDIX "A"

### METROPOLITAN RAPID TRANSIT COMMISSION Specifications of the Local Phase of the Study of the New York-New Jersey Transit Improvements

#### **Scope**

This phase of the Commission's study is in addition to the phase being made under an "Understanding" with The Port of New York Authority which covers the rapid transit needs between New Jersey and New York and which will be known herein as the Interstate Phase Studies. It will include the rapid transit needs between New York City and Westchester County, New York, Fairfield County, Connecticut, Long Island and Staten Island, as well as rapid transit needs local to each of those sectors, and local rapid transit needs in the nine counties of Northeastern New Jersey.

#### **Sponsorship**

It is intended that this phase of the Commission's study will be made by nationally-known consultants retained by the Commission and that the Report will be submitted to the Commission for review and policy determination. The study will be paid for by the Metropolitan Rapid Transit Commission from funds appropriated to it by the States of New York and New Jersey for that purpose.

#### **Organization**

The scope and conduct of the studies will be as defined in these Specifications. The coordination and direction of the activities of the consultants in this phase of the study will be the responsibility of the Project Director. The Project Director will also be responsible for coordinating the activities of the various phases to the end that one complete factual report will be presented to the Commission for its review and policy determinations.

#### GROUP I—*Studies of the Present and Future Demand for Mass Transportation*

At the outset studies will be undertaken which do not involve analysis of specific plans for improved transit but rather the broad

question of the future demand for mass transportation in the Metropolitan Area as a whole, between and within specific sectors, and by various media.

One series of studies, utilizing census data, industrial plant records, and other pertinent data will seek answers to the following questions:

1. What will be the anticipated resident population and how will it be distributed between the boroughs of New York City and each of the surrounding suburban areas?

2. What part of the resident population of each area must be considered as potential employables, needing transportation during commuter hours from residence to place of employment and return?

3. What is the indicated volume of employment in each area and the net excess or deficit in employment opportunities versus resident employables?

4. To what extent and from where are large industrial plants in given communities drawing their employees from points likely to create a demand for mass transportation?

5. To what extent are commercial and cultural centers other than industrial plant locations (department stores and other shopping areas, theatres and other amusement places) expanding in the suburban areas as against the older central areas such as Manhattan?

(The studies to answer the above questions are being conducted in the interstate phase and need not be repeated in this phase.)

Another series of studies in this general group, utilizing data collected directly from commuters in private automobiles as well as rail and bus common carriers and other sources, will analyze the commuter travel habits and the factors influencing these travel habits. Among the questions to which answers will be sought are:

6. What are the up-to-date facts on origin and destination of passengers traveling from Staten Island, Long Island and

Westchester to other sectors of the Metropolitan Area and of passengers traveling within those sectors and within the New Jersey sector.

(The information concerning passengers traveling between New Jersey and the other sectors is being developed in the interstate phase.)

7. By what transportation media do employees travel between their homes and typical industrial plants?

8. What factors in the judgment of the commuters themselves influence them to use their present mode of travel and what elements (comparative travel time, frequency of service, fares, availability and cost of car parking, or other) in the commuters' judgment would influence them to shift to a mass transit system if one were available?

9. In other metropolitan areas where mass transit improvements have been inaugurated, what factors have encouraged commuters to use them?

(This information is being developed in the interstate phase.)

10. To what extent do mass transportation passengers use supplemental personal auto transportation to reach the first train or bus stop and what portion of this personal automobile use requires all day parking in the vicinity of the initial transit station?

The results of these inquiries would be recorded, tabulated, machine sorted and analyzed to determine the extent of the traffic potentials in 1955, 1965 and 1975 for mass transportation systems between the various sectors and the central business areas, from each sector to other sectors and within each sector.

To complete the information required to answer the above questions the following surveys will be required:

## Origin and Destination Counts

### A. Staten Island Sector

- (1) St. George Ferry passengers to and from South Ferry, N. Y., and 69th St., Brooklyn.
- (2) Bayonne Bridge passengers.

(Data on total traffic volume may be obtained from The Port of New York Authority and the N. Y. City Department of Marine & Aviation.)

### B. Long Island Sector

- (1) Long Island Rail Road passengers to and from terminals at Pennsylvania Station, Manhattan, Flatbush Av. Station, B'klyn, and Hunter's Point Av. Station, L. I. City. It is anticipated that the railroad will cooperate to the extent of placing questionnaires on seats of cars on all westbound trains at the various easterly terminals; also questionnaires should be distributed to passengers at some important typical suburban stations, such as Rockville Centre and Hicksville, to reach passengers who do not obtain seats.
- (2) Automobile commuters to and from Nassau and Suffolk Counties on typical or indicative routes at or near the Nassau County line, such as Northern Blvd. (Route 25A), Northern State Parkway, Hempstead Turnpike, and Southern State Parkway (toll booth); count from 7 A. M. until Noon. (Total volume of traffic on *all* main highways and parkways is available from the records of the New York State Department of Public Works, Highway Bureau.)

### C. Westchester County Sector

- (1) Railroad passenger traffic to and from New York on the Hudson River, Putnam and Harlem Divisions of the New York Central Railroad and on the New York, New Haven & Hartford Railroad. It is anticipated that the two Railroads will cooperate to the extent of placing questionnaires on seats of cars on all southbound trains at the various northerly ter-

minals; also questionnaires should be distributed manually at the two Mount Vernon stations to reach passengers who do not obtain seats. Determine origin and mode of travel to boarding station, and destination and mode of travel from alighting station.

- (2) Automobile commuter traffic from the Westchester County Sector to other parts of the Metropolitan Area; make sample survey on Hutchinson River Parkway (toll booth), Bronx River Parkway, Saw Mill River Parkway (toll booth), and Boston Post Road (Route 1).

(Total volume of traffic on *all* main highways and parkways can be obtained from the Westchester County Authorities and from the Poughkeepsie District Office of the New York State Department of Public Works.)

- (3) Bus-Subway Traffic—Total count with origin and destination of bus passengers from Westchester County transferring to City subways at 241st St.—White Plains Road and 242nd St.—Broadway; this count should also cover bus passengers originating in City areas contiguous to these two stations.

#### **D. New Jersey Sector**

(No intrastate transit proposals have as yet been approved by the Commission for study.)

#### **GROUP II—*Studies of the Feasibility of Specific Transit Proposals***

The studies in this field would cover those projects in each of the Sectors which are obvious as logical means of improving rapid transit service between each Sector and the other Sectors of the area and within each Sector and those projects which present themselves upon analysis of the Group I surveys. The studies would define each project as to area served, physical characteristics, general alignment, number of tracks, terminals, proposed frequency of service, required equipment and rolling stock. Each would then be analyzed and considered as to feasibility. This preliminary analysis

would determine whether each is physically feasible, of sufficient potential service to commuter needs to warrant further consideration, and within the realm of administrative practicality if it involves integration with existing municipal or private rail operation. If the preliminary feasibility is established, each project would then be evaluated from a complete engineering and economic standpoint.

The specific projects to be studied at this time are:

#### **A. Staten Island**

A transit line as an extension of the Fourth Avenue Subway in Brooklyn across the proposed Narrows Bridge to Staten Island with:

(1) a connection to the lines of the Staten Island Rapid Transit north through St. George to the Bayonne Bridge and south to Tottenville.

(2) a connecting line via the route of the Clove Lakes Expressway across Staten Island to the Goethals Bridge approach; appropriate bus transfer stations and parking fields to be provided.

#### **B. Long Island**

1. Integration of the Port Washington Branch of the Long Island Rail Road into the New York City Transit System with connection at Woodside and thence through the projected 76th Street-East River tunnel to the proposed Second Avenue subway. The removal of the Port Washington Branch service from the Pennsylvania Railroad East River tubes would enable necessary expansion of service on other branches (Main Line, Montauk Branch, etc.) of the Long Island Rail Road into Pennsylvania Station. (To assist in determining shift of passengers from the Flushing subway to the Port Washington Line, the volume of City bus traffic feeding Main Street I. R. T. station at Flushing, from College Point, Whitestone, Murray Hill and Bayside, can be ascertained from records of the New York City Transit Authority.)

2. A rapid transit line on Horace Harding Expressway starting at or near the Nassau County Line, westward to Flushing River, and thence through Flushing Meadow Park to a connection with the I. R. T.

at Corona Meadows, or a connection with the Long Island Rail Road at the old World's Fair Station. (To assist in determining shift of passengers from other subway lines to the proposed line the volume of City bus traffic feeding Main Street I. R. T. station at Flushing and feeding Hillside Avenue subway stations, from Fresh Meadow, Glen Oaks, and the territory contiguous to Horace Harding Blvd., can be ascertained from records of the New York City Transit Authority.)

3. Consolidation of stations, location of parking fields and bus transfers to enable faster service and more adequate parking facilities. This may involve modification of bus routes.

#### **C. Westchester**

Specific projects in the Westchester Sector will be determined upon analysis of the data developed in the Group I studies.

#### **D. New Jersey Sector**

(No intrastate transit proposals have as yet been approved by the Commission for study.)

#### **Recommendations**

1. Following upon the preliminary inquiries above outlined, the study would anticipate either a recommendation of rapid transit projects in each of the sectors to be coordinated with the results of the studies in the interstate phases into a comprehensive system of rail rapid transit designed to serve the New Jersey-New York Metropolitan Area for at least the next 20 years, broken down into an initial stage and any future indicated extensions, or such other recommendations for the solution of the New Jersey-New York rapid transit problem as the consultants may consider sound and practicable.

If rail rapid transit projects are recommended, it would include general engineering designs of the complete system and detailed designs of the initial stage construction and equipment. For these recommended plans the following details would be included:

(a) Estimated travel time between various suburban points and Manhattan and estimated passenger usage.

(b) Stations to be included in the line, with such adjacent vehicular parking lots and transfer facilities from feeder bus lines as may be required in connection therewith.

(c) Estimates of capital cost of construction and equipment of the initial stage and such future extensions as may be indicated.

(d) Estimates of gross revenue from passenger fares and other sources (advertising, concessions, lease of air rights, parking facilities, carriage of mail or express and such other goods as could be accommodated on a transit system without, however, any attempt to convert the line into a freight operation with extensive belt line connections, yards and terminals.)

(e) Estimates of operating expenses and net operating revenues.

(f) Estimates of interest charges, annual depreciation reserves and resulting net annual surplus or deficit.

(g) A study of whether it would be possible to pay any contribution in lieu of taxes to the communities through which the line would run or in the alternative the prospective loss of tax ratables which the communities might face. As a corollary there would be an attempt to evaluate the general effect of a transit line in specific communities in enhancing or depreciating the total ratables of the community.

(h) In the event that the project shows an indicated deficit or such a narrow surplus margin that it is deemed impossible to finance without supplemental guarantees, a financially and politically acceptable method of meeting such a deficit or of guaranteeing the financing.

(i) The form of transit agency best suited to administer the recommended system and the legislation necessary to effectuate it.

(Studies to define the above outlined details for each project will only be authorized if the project has been found to be feasible in the preliminary inquiries.)

2. In addition to the recommendations with respect to rail transit lines, the report would also include supplemental recommendations for methods of expediting and improving common carrier bus service in territories in which adequate rail service is not feasible and in those instances where common carrier bus service is used as feeders for a rail transit line.

(Studies to develop these recommendations will be ordered as found to be necessary and desirable as other preliminary surveys progress.)



