

1120 SEPT 1964

PROPERTY OF RECEIVED

DETERMINATION OF ESSENTIAL PASSENGER SERVICE JUN 29 1965

FISCAL YEAR 1963-64

Division of State Library
Archives and History
Trenton, N J

Chapter 66, Laws of 1960, lists specifically the following factors to be considered in the annual determination of essential passenger service required by the law:

365
056234

1. The State's need of time and money to develop an orderly program for providing substitutes for or supplements to passenger service theretofore discontinued or in danger of discontinuance thereafter;
2. The likelihood of curtailment or discontinuance thereafter;
3. Comparisons of the contribution made by the State toward the cost of transportation of passengers:
 - (a) By rail under this Act or
 - (b) By vehicle operated on highways, bridges or tunnels;
4. The effect on other transportation facilities of further curtailment of passenger service;
5. The growth trends of population in the State and the economic loss to the State if passenger service is not preserved and, in due course, expanded to meet the transportation needs in areas where such trends indicate increasing population;
6. The danger to the public health, safety and welfare inherent in loading more vehicles on highways, bridges and tunnels;

DEPOSITORY COPY

Do Not Remove From Library

3114.90
R152
1963

7. The effect on tax revenues and economic values in any area of continued construction of highways, bridges and tunnels.

The Act also states that the Highway Commissioner may take into account any other circumstances he believes to be just and reasonable. In making the 1963-64 fiscal year determination, this has included such important matters as the need of the public and individual communities for each train, the usage being made of the service, the relationship of each train to other rail services, the availability and convenience of other forms of transportation, the time at which the trains operate, the area served by each train, the length of passenger trips and the economic results to each carrier of operating passenger service.

In addition a vital consideration has been the cost to the taxpayer in compensating the railroad for operation of a train in comparison with the usage being made of that train. In other words, it is felt that the tax moneys collected from the many should not be utilized to subsidize to an unwarranted extent the travel preference of a small minority.

Translating these considerations into practical procedures has resulted in substantial dependence upon counts of passengers made by railroad train crews on specified dates and supplemented by on-the-ground verifications by State personnel and additional data requested of the railroads. In making a preliminary determination, generally a total volume of 50 passengers, regardless

3.

of origin or destination or whether pay or free, has been a basic factor for qualification as approved service, It is recognized that this number has no magic qualities but it does represent the number that can be accommodated by a single bus thereby having the possibility of adding only one vehicle on the highways should the train not operate.

The use of the volume standard to make an initial compilation of possible non-approved trains was followed by a more extensive examination of those trains not meeting that standard. In numerous cases trains carrying comparatively few passengers but connecting with other trains at outlying points were added to the approved service category. The justification for this action lies in the value of such branch line trains in extending the area served by trains operating over the principal routes. Counts from previous years were also examined to determine if the current data being analyzed were correct in all respects. Finally, the more intangible factors specified in the statute and the other considerations enumerated above were applied.

After the various phases of analysis which have been outlined, tentative determinations were presented to commuter groups, the railroads and the general public by means of meetings, conferences and hearings, for their comments and suggestions, many of which have proved helpful.

A common misunderstanding exists that the determination of a train as not qualifying for compensation automatically marks that train for discontinuance. The record disproves this contention. During the three years of the contract program a total of 319 weekday, 398 Saturday and 353 Sunday trains have been determined to be non-approved service. Of these, the railroads have petitioned for the discontinuance of 34 weekday, 20 Saturday and 55 Sunday trains. A total of 8 weekday, 10 Saturday and 40 Sunday trains have actually been withdrawn as a result of procedures under the Act, or less than 4% of the weekly trips represented by the non-approved trains. Again this year announcements were made at the public hearings attempting to allay the fears of those who were under such misapprehension.

Listed below are the public hearings which were held in connection with the railroad contract determinations, transcripts of which will be filed when completed.

March 20, Newark, N. J.

Reading Company

Central Railroad Co. of New Jersey

New Jersey & New York Railroad

Erie-Lackawanna Railroad

New York, Susquehanna & Western Railroad

March 21, Newark, N. J.

Pennsylvania Railroad (North Jersey Service)

March 22, Camden, N. J.

Pennsylvania Railroad (South Jersey Service)

Pennsylvania-Reading Seashore Lines

As a result of all the procedures described above, the following determination of railroad passenger service essential in the public interest as defined in Chapter 66, Laws of 1960, is made for the 1963-64-fiscal year.

Reading Company

Trains 600, 602, 619 and 621 on weekdays with schedules as shown in attached public timetable No. 4, dated October 28, 1962.

These trains operating between Philadelphia and Jersey City (on the Central Railroad of New Jersey from Bound Brook) provide excellent express service for some 250 New Jersey commuters.

Non-approved service includes weekday trains 616, 620, 628, 601, 627 and 633 between West Trenton and Bound Brook. These trains are operated principally for the carriage of mail. None carries more than 20 passengers boarding at Reading Company stations in New Jersey with trains 628 and 633 falling below 10. The same is true of non-approved Saturday trains 1600, 1614, 1628, 1601 and 1621, and Sunday trains 2606, 2624, 2603, 2627 and 2631, with only trains 1600 and 1621 averaging more than a total of 10 passengers at the Reading stations.

Central Railroad Company of New Jersey

The passenger service determined essential to serve the Jersey Central territory is as listed in attached public timetables 100, 102 and 103, dated October 28, 1962, covering the Phillipsburg, Bay Head-Atlantic Highlands and Main Line-Newark-Elizabethport services respectively, except as follows:

<u>Train</u>	<u>Frequency</u>	<u>Remarks</u>
3339	Weekdays	All of these trains are scheduled to leave or arrive Jersey City between the hours of 1:00 A.M. and 5:50 A.M. It is not felt that the danger envisioned by the sixth specific standard of the law is likely during this period and that highway congestion is so limited as not to need the slight relief afforded by these trains.
101	"	
3303	"	
1001	"	
3367	Saturdays	
1101	"	
3353	"	
1051	"	
3373	Sundays	
2403	"	

<u>Train</u>	<u>Frequency</u>	<u>Avg. No. of Passengers</u>	<u>Remarks</u>	
1006	Weekdays	33	None of these trains operates during the commuter periods and the volumes shown are considered inadequate for approved service.	
444	"	24		
434	"	29		
810	"	30		
436	"	31		
1007	"	33		
1426	Saturdays	31		Most of these trains do not meet the volume standards.
1056	"	3		
1601	"	66		Those that do are trains outside the 1-hour Saturday and 2-hour Sunday pattern of service considered adequate for the territory served by this railroad.
1429	"	38		
2606	Sundays	78		
2426	"	62		
1071	"	7		
2405	"	42		
2427	"	40		

The present Jersey Central contract does not provide for State payments for operation beyond Raritan of Saturday train 1109 and Sunday train 2102, nor for weekday trains 7401 and 810 between Cranford and Elizabethport. It is intended that the new contract will not require operation of these trains between the stations indicated.

Chapter 191, Laws of 1962, authorizes contracts with the Jersey Central and other railroads to accomplish rerouting of main line trains into Pennsylvania Station, Newark and consolidation of shore service under Pennsylvania operation. In view of the extensive schedule revisions likely to permit these service changes, the above determination will be for only a six months period ending December 31, 1963. Jersey Central service will be re-evaluated prior to the end of this period to ascertain if this determination should be extended.

The determination for this railroad affords a good illustration of how trains were added to the approved list notwithstanding their low passenger volume. Many of the Newark Branch and Atlantic Highlands Branch trains carry comparatively small numbers of passengers but because of their feeder value to other through trains they have been determined to be approved service.

New Jersey and New York Railroad

All passenger service operated by the New Jersey and New York Railroad and as shown in attached public timetable is determined essential. These trains all operate in the periods of peak highway congestion and average about 360 passengers per train.

Erie-Lackawanna Railroad

The passenger service determined essential to serve the Erie-Lackawanna Railroad territory is as follows:

1. Northern Branch

All trains listed in attached public timetable form 9, dated October 28, 1962.

2. Morris & Essex Division

All trains listed in attached public timetable dated October 28, 1962 except the following weekday trains:

<u>Train</u>	<u>No. of Passengers</u>	<u>Remarks</u>
648	31	None of these trains operates in the peak commuter periods nor do any meet the volume standard.
650	26	
528	21	
318	33	
644	43	
320	22	
603	22	
301	19	
303	32	
513	38	

Saturday train 948 and Sunday trains 902, 946 and 913 likewise carry light loads, while Saturday and Sunday train 905 and Sunday train 907 operate in the early morning hours when highway congestion is at a minimum.

3. Montclair Branch

All trains listed in attached public timetable dated October 28, 1962 except weekday trains 192, 144, 150, 168, 170, 174, 176, 178, 180, 184, 188, 119, 123, 127, 131 and 189 and Saturday trains 734, 740, 709, 715 and 725, all carrying less than 20 passengers and in some cases as little as 7 or 8. Also, non-approved are weekday trains 136, 140, 154, 158, 160, 162, 164, 135, 143, 145, 147 and 185 and Saturday trains 726 and 735, all of which are carrying more than 20 but less than 45.

4. Gladstone Branch

All trains listed in attached public timetable dated October 28, 1962 except the following weekday trains:

<u>Train</u>	<u>No. of Passengers</u>	<u>Remarks</u>
420	32	None of these trains operates in the peak commuter periods nor do any meet the volume standard.
428	3	
430	13	
432	9	
407	26	
409	39	

Saturday trains 804, 812, 818, 820, 803, 805, 807 and 819 and Sunday and holiday trains 806, 810, 812, 820, 805, 811 and 819 are likewise non-approved inasmuch as all are carrying less than 45 passengers.

Because of the planned rerouting of main line trains over the Boonton Line east of Paterson and the consolidation of Boonton Line and Greenwood Lake Division service, it is necessary to make the following special determinations:

- (a) All rerouted main line, Bergen County line, Newark Branch and Carlton Hill trains approved for operation by decision of the Commissioner dated March 5, 1963 are determined essential for an experimental period beginning on April 1 under the current contract and ending October 26, 1963. A re-evaluation of all of these trains will be made prior to the end of this period to ascertain if this determination should be extended.
- (b) From July 1 to the date of the consolidation of the Boonton Line and Greenwood Lake Division services, all weekday Boonton Line trains listed in attached public timetable dated October 28, 1962, except train 41 carrying only a few passengers and operated primarily for mail, are determined essential, as are Greenwood Lake Division trains listed in attached public timetable form 8 dated October 28, 1962, except trains 1400, 1406 and 1425, as well as trains 1402, 1416 and 1421 between Mountain View and Hoboken. This determination coincides with the decision on the consolidation of Boonton Line and Greenwood Lake services released on November 30, 1962, and is required to implement that decision. Saturday Boonton Line trains 1056 and 1067 are approved, as are Sunday and holiday trains 1068 and 1059

for the period July 1 - September 8, 1963, inclusive.

Saturday trains 1058, 1066, 1061 and 1073 and Sunday trains 1068, 1070, 1057 and 1059 are non-approved, each carrying less than 30 passengers except trains 1068 and 1059 during the summer period.

- (c) For a six months experimental period beginning on the date of the consolidation of the Boonton Line and Greenwood Lake Division services, all trains approved for operation by decision of the Commissioner released November 30, 1962, are determined essential except train 41 which will remain primarily a mail train. A re-evaluation of all of these trains will be made prior to the end of this period to ascertain if this determination should be extended.

The above is an example of how special conditions can affect a determination. Passenger counts for a number of Erie-Lackawanna trains presently operating through Passaic are insufficient to qualify them as approved service. However, since it is not known what effect the rerouting of these trains will have on their usage all are being determined as approved until the pattern of travel is clarified.

New York, Susquehanna and Western Railroad

A year ago a determination was made that none of the service of this railroad qualified for aid under the terms of the Act for the fiscal year 1962-63 because the service then operated did not satisfy the needs of the public. An offer was made to change

that determination and open contract negotiations if the railroad would agree to extend its service to a river terminal and also operate at least four round trips on weekdays. The offer was not accepted and since that time the railroad has continued its efforts to withdraw all passenger service, but without success.

The determination which was made last year for this railroad will continue through the 1963-64 fiscal year with the offer repeated to negotiate a contract on the two conditions outlined above.

Pennsylvania Railroad

The passenger service determined essential to serve the Pennsylvania Railroad territory in North Jersey is as follows:

1. South Amboy, Rahway and New Brunswick services.

All trains listed in attached public timetable form 72, dated October 28, 1962 except:

<u>Train</u>	<u>Frequency</u>	<u>No. of Passengers</u>	<u>Remarks</u>
3918	Weekdays	41	None of these trains operate in the peak travel periods nor do any meet the volume standard. Ample alternate train service exists on this line.
3926	"	24	
3934	"	24	
3911	"	45	
3915	"	35	
3917	"	30	
3919	"	45	
3921	"	46	
3760	"	18	

<u>Train</u>	<u>Frequency</u>	<u>No. of Passengers</u>	<u>Remarks</u>
3768	Weekdays	39	None of these trains operate in the peak travel periods nor do any meet the volume standard. Ample alternate train service exists on this line.
3701	"	39	
3719	"	46	
3780	Saturdays	22	
3768	Sat. & Sun.	37	
4241	Sundays	33	
4243	"	45	

2. Bay Head Service

All trains listed in attached public timetable form 38, dated October 28, 1962, except weekday train 1128 during the period September 10, 1963 to June 12, 1964 when its volume (about 40) cannot be expected to meet the standard.

3. Princeton Service

Applying the feeder concept to this branch regardless of volume totals, all trains between Princeton and Princeton Junction listed in attached public timetable form 12 which are connections for approved service trains listed in paragraphs 4 and 5 are approved. On the present timetable this would result in all branch trains being approved except trains 4173, 4179, 4174 and 4180 weekdays, and trains 4147 and 4148 Sundays.

4. Trenton Service

All trains listed in attached public timetable form 12, dated December 3, 1962, as operating between New York and Trenton only, except weekday trains 3840, 3858 and 3833, each carrying less than 35 passengers and daily except Sunday train

3815 which leaves New York at 4:40 A.M., a time at which highway congestion is minimal.

5. Through Service

The Pennsylvania Railroad is unique among New Jersey railroads in the quantity of suburban service afforded by its through trains. The contribution to good transportation made by this group of trains is recognized and it is realized that if these trains did not render such service many more cars and trains would have to be operated in the strictly local services. At the same time it is true that these trains render service outside New Jersey from which the railroad derives revenue. To give proper recognition and still avoid excessive payments, compensation under a contract will be limited to only those cars whose operation can be attributed to New Jersey suburban passengers. The method utilized to pinpoint such cars was first to obtain data from the railroad showing passenger volumes over the various districts traversed by these through trains. If the total for any train in the district which includes New Jersey was found to be consistently and substantially higher than other districts, it was considered the number of cars on that train was fixed by the passenger demand in the New Jersey district. On-and-off counts for trains coming within this category were then analyzed to ascertain the number of passengers boarding or detraining at New Jersey stations west of Newark (New York-Newark travel was disregarded in these computations as not being pertinent). If that number exceeded 45 or approximately

60% of the capacity of an average car, it was decided that equipment was being operated on that train primarily for the benefit of New Jersey passengers and the train was consequently placed on the following approved list:

- a. Weekday - eastbound trains 108, 60, 254, 200, 256, 204, 206, 172, 212, 218, 174, 220 and 222; westbound trains 201, 111, 207, 211, 173, 219, 221, 263, 223, 225, 137, 227, 155, 141, 231 and 235.
- b. Saturdays - eastbound trains 160, 234, 60, 256, 204, 206, 126, 172, 212, 130 and 174; westbound trains 207, 121, 211, 171, 173, 219, 175, 225, 227, 141, 231 and 235.
- c. Sundays and holidays - eastbound trains 280, 172, 212, 174, 218, 220, 298, 284 and 282; westbound trains 111, 121, 211, 173, 219, 221, 225, 227, 141, 161 and 235.

It is intended that the proposed contract with the Pennsylvania will allow appropriate credit for cars so operated for New Jersey passengers on schedules shown in attached public time table form 12, dated December 3, 1962.

While providing service to New Jersey residents, the following through trains do not come within the category outlined above and consequently are determined to be non-approved service.

- (1) Weekday - eastbound trains 202, 170, 126, 148, 130, 32, 132, 152, 154, 16, 156, 158, 160 and 176;
- westbound trains 177, 131, 25, 115, 121, 171, 23, 149, 153, 175, 137 and 55.

- (2) Saturdays - eastbound trains 108, 170, 148, 130, 218, 32, 132, 152, 162, 272, 156, 12, 158 and 176; westbound trains 177, 121, 201, 25, 111, 115, 23, 149, 153, 137, 155 and 55.
- (3) Sundays and holidays - eastbound trains 108, 170, 126, 148, 130, 32, 132, 152, 154, 16, 156, 166, 160 and 286; westbound trains 25, 115, 171, 23, 149, 153, 175, 159, 155, 55 and 293.

The following Pennsylvania Railroad service in the State of New Jersey is not considered "approved service" under the Act:

1. All trains operated in joint service by the Pennsylvania Railroad and the Port Authority Trans-Hudson Corporation. Since this service is being assisted by the Port of New York Authority, it is not necessary that the State of New Jersey include it in the contract program.
2. All trains in the Trenton-Philadelphia local service, since aid is being given this line by the Southeastern Pennsylvania Transportation Compact.

Chapter 191, Laws of 1962 authorizes contracts with the Pennsylvania and other railroads to accomplish the rerouting of Jersey Central main line trains into Pennsylvania Station, Newark, and the consolidation of shore service under Pennsylvania operation. In view of the extensive schedule revisions likely to be necessary to permit these changes in service the above determination will be for only a six months period ending December 31, 1963. A

re-evaluation of all Pennsylvania North Jersey suburban service will be made prior to the end of this period to ascertain if this determination should be extended.

SOUTHERN NEW JERSEY SERVICE

Pennsylvania Railroad

The Pennsylvania Railroad and the Pennsylvania-Reading Seashore Lines operate joint service between Philadelphia and Atlantic City throughout the year and between Philadelphia and Ocean City, Wildwood and Cape May during the summer season. It is intended that the new contract will allow the Pennsylvania appropriate credit for the operation over its tracks in New Jersey of such of these joint service trains as are approved service in the 1963-64 fiscal year determination for the Pennsylvania-Reading Seashore Lines outlined later.

Weekday trains 982 and 987 between Camden and Pemberton are determined to be approved service, while weekday trains 983 and 984 between Camden and Moorestown, carrying an average of 11 and 31 passengers respectively, and trains 2561 and 2568 between Camden and Trenton with 43 and 45, are not. None of these trains meets the volume standard and in addition these lines are paralleled by extensive bus service. Another consideration is the comparative shortness of trips by most of the passengers on these trains, all of the passengers on the Moorestown trains traveling 10 miles or less, while 60% of the passengers on the Trenton trains have a journey of less than 12 miles.

Pennsylvania-Reading Seashore Lines

All passenger trains operated by the Pennsylvania-Reading Seashore Lines, as listed in attached public timetables dated April 29, 1962 for the summer season and October 28, 1962 for the winter season, are determined approved service except weekday trains 754 and 775 between Camden and Millville averaging 55 and 45 passengers respectively. These trains operate on the fringes of the peak commuter period and over half the passengers travel less than 15 miles. In accordance with the second and fourth specific standards outlined in the law, available alternate means of transportation were considered and it was found that paralleling bus routes are providing service which would be adequate to handle any additional volume which might be diverted from any possible discontinuance of rail service. Likewise, trains 609 and 610 between Camden and Clementon are determined to be non-approved notwithstanding their volume exceeds by a small margin the usual standard of 50. This line is also paralleled by frequent bus service as well as by another rail line a short distance away. The Clementon service is also characterized by the large number of short distance passengers, over half traveling less than six miles.

In these unusual cases, it is apparent that compensation under a contract would mean the spending of the taxpayers' money to support rail lines which duplicate other mass transportation service without making a substantial contribution to the actual transportation needs of the area. This finding does not authorize

removal of the trains nor does it even foreshadow such a judgment involving a discontinuance petition by the railroad. Considerably different and more stringent standards are employed in such proceedings and, as pointed out earlier, petitions for withdrawal of non-approved trains have been denied in the past.

Weekday train 508 from Haddonfield to Camden, carrying about 35 passengers, is also classified as non-approved.

The seasonal characteristics of Pennsylvania-Reading Seashore Lines service require separate determinations as indicated above by the use of two timetables. Exceptions to approved service during the summer period (July 1 - September 7, 1963 and June 14 - 30, 1964) are Saturday train 302-202-402 and Sunday train 337-237-437 between Cape May-Wildwood-Ocean City and Camden carrying 21 and 8 passengers respectively, both well below the volume standard.

During the winter season (September 8, 1963-- June 13, 1964) the following trains operating between Atlantic City and Philadelphia (between Atlantic City and Haddonfield insofar as the P-RSL is concerned) are not approved:

<u>Train</u>	<u>Frequency</u>	<u>No. of Passengers</u>	<u>Remarks</u>
1001	Mon.-Fri.	31	None of these trains meets the volume standard nor do any provide service in the peak commuter period.
1011	" "	23	
1022	" "	31	
1026	Mon.-Sat.	20	
1038	Sun.& Hols.	33	

Saturday trains 406-204 and 427-231, and Sunday trains 424-224 and 433-233, operating between Cape May-Ocean City and Camden, are likewise not approved during the winter season. None of these trains carries more than 40 passengers and reports for one (433-233) show only six persons.

There are those who advocate payment for some of the trains listed above because of their occasional value during conventions. However, the maximum support is required to maintain other services for much larger numbers of daily passengers and to dilute such payments to aid "standby" services would be contrary to the objectives of the Act.

FERRY SERVICE

As required by Chapter 1, Laws of 1962, which amended Chapter 66, Laws of 1960, annual determinations of essential ferry passenger service are required. Pursuant to that requirement, public hearings on ferry service were held as follows:

March 20, 1963 - Newark, N. J.

Central Railroad Company of New Jersey

Erie-Lackawanna Railroad

March 21, 1963 - Newark, N. J.

Perth Amboy Staten Island Ferry Co.

March 22, 1963 - Camden, N. J.

Delaware River Ferry Co.

Central Railroad Company of New Jersey

It was announced at the public hearing that in accordance with one of the provisions of the current contract with this carrier for rail service permission had been granted for a readjustment in ferry schedules to become effective April 28, 1963. The ferry service scheduled to be operated by this carrier after that date, as shown on the attached schedule, is determined to be approved service for the 1963-64 fiscal year.

Erie-Lackawanna Railroad

All passenger ferries operated by the Erie-Lackawanna between 7:00 A.M. and 7:00 P.M. weekdays, as shown on the attached statement, are determined to be approved service for the 1963-64 fiscal year.

Perth Amboy Staten Island Ferry Co.

Ferries operated by this company are not on fixed schedules but instead operate in accordance with passenger demand and as weather conditions may permit. It is determined that the service as now operated qualifies as approved passenger service under the law.

Delaware River Ferry Company

Ferries operated by this company are likewise not on fixed schedules but operate on a headway basis. At the public hearing the position of the State was outlined to the effect that the responsibility for maintaining this service was properly that of the Delaware River Port Authority and that appropriate legislation should be

enacted in Pennsylvania and New Jersey to authorize the Authority to assume such jurisdiction. However, to permit action should such legislation not be enacted and to comply with the requirements of the present law, it is determined that the service as now operated by this ferry company is approved service for the 1963-64 fiscal year.

Passenger Fares

The 1-day round trip reduced fare tickets inaugurated under the contract program by the Central Railroad of New Jersey, Erie-Lackawanna Railroad and Pennsylvania Railroad will be continued by the 1963-64 fiscal year contracts on the basis of a round trip for the cost of a single fare plus 50%. It is intended that all other rail and ferry fares applicable to New Jersey travelers which are now in effect will be continued by any 1963-64 contracts. However, as announced at the public hearings, the various railroads are making studies of their commutation fares to determine if an increase should be requested. If such requests are received, procedures prescribed in Chapter 66, Laws of 1960, will be followed including the holding of public hearings.

March 29, 1963

Dwight R. G. Palmer
Commissioner
State Highway Department