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**WHY
NEW JERSEY
WORKS FOR**



**BALANCED
TRANSPORTATION
FACILITIES**

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An Address By
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New Jersey State Highway Department

Before The
Second Annual Meeting
Institute For Rapid Transit
Washington, D. C.

Friday, May 10, 1963

**WHY
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IT IS INDEED a pleasure and an honor to be permitted to address such a distinguished gathering of transportation experts, and to be afforded the opportunity to review our area's transportation situation for you. We in New Jersey feel highly complimented for your interest in our program and your implied endorsement of our efforts to revive rail commuter transportation and bring it back to an effective role as an indispensable ally of our highway network.

You have requested me to tell you why New Jersey works for balanced transportation facilities. The answer is simple and a short one -- we must; rails are our indispensable ally. We simply cannot afford to throw away the rail facilities we now possess and depend exclusively upon highway transportation. As many of you here know full well, this situation also holds true in many cities and metropolitan areas throughout the Nation.

You are in agreement, I judge, with the proposition that rails provide the most efficient method of moving large numbers of people into and out of congested urban centers, especially during peak travel hours. However, most of the problems facing the country's urban centers, even one as large as the San Francisco Bay area, might be described as "local". In our case, the problem extends beyond our State borders. It covers an entire region, which is growing in size, density of population and volume of travel every year.

As far as New Jersey is concerned, the most recent statistics paint a very alarming picture. For example, Paul Mac Murray, Executive Director of the Delaware River Port Authority, will probably mention later some of the reasons why the Authority feels a rapid transit line between Philadelphia and Kirkwood, New Jersey is a good investment. The Authority is thinking in terms of the additional vehicular facilities which it might otherwise have to construct --- new crossings between New Jersey and Pennsylvania.

One of the statistics which the Authority may not have available, however, is that the traffic crossing the New Jersey - Pennsylvania border is greater than that which crosses any other state boundary in the country. And, as if this were not enough, the traffic crossing the New Jersey - New York border ranks second. There is no doubt whatsoever that the interstate traffic between New Jersey and its neighbors is the greatest in the Nation.

Now then, what is this doing to our State highway system? The most recent figures from the Federal Bureau of Public Roads show that out of the total surfaced mileage of the Federal Highway System, slightly less than 10% passes through urban areas. In New Jersey, more than 38% passes through urban areas. This high percentage of urban mileage is surpassed only by Rhode Island.

What about traffic volumes on these highways? Out of the total urban mileage in the nation, 4.3% carries traffic amounting to 40,000 or more vehicles per day. In New Jersey, the figure is 20.8%. This is the highest percentage in the nation -- five times the national average.

We are doing all we can to accommodate this tremendously dense travel within our small compact State by building highways in the areas of greatest need as swiftly as possible. But it is no secret that we are far behind the demand. At the present rate of accomplishment, it will take us many years merely to catch up, let alone provide for the anticipated great increase in traffic.

Imagine then, our situation if we are forced to try and get along without the aid of our rail commuter lines. They now handle in excess of a quarter of a million passenger trips per day in New Jersey. Without the rails, these people would be forced to travel on our highways. Of course, some of them would use buses and thus somewhat diminish the impact, but there is no doubt that the congestion would still be tremendous. We would be totally unable to cope with it.

New Jersey's situation is further complicated by the fact that a great deal of its peak hour commuter travel is interstate. This travel must cross two great natural barriers -- the Hudson and Delaware Rivers. In order to cross, it must utilize vehicular and rail crossings which are restricted in capacity -- the waistline of the "hour glass" if you will. Between New Jersey and New York, for example, the Holland Tunnel has already reached capacity during peak hours.

The Lincoln Tunnel will soon approach that condition unless steps are taken to provide for greater capacity through increased use of its lanes by buses rather than private passenger cars. The George Washington Bridge, as you know,

has just added a second deck, however, this crossing is not in the direct path of most commuters desiring to reach the business districts of New York City.

On the other hand, the rail crossings afford an opportunity for accommodating much heavier traffic than they now carry. This is particularly true of the former H & M Tubes.

In short, the New Jersey situation might be summed up like this: only continued use of our rail commuter lines provides the possibility of keeping our present highway congestion within reasonable limits and this regardless of how many miles of roads we can provide for the load which will flood our highway facilities in the future. We must utilize every possible facility of travel to the fullest possible extent -- that is certain. And all of this also adds up to good sound business from a dollars and cents point of view.

Due to the terrific operating costs of rail commuter operations which must provide for maximum capacity during peak hours, and the tremendous competition from other modes of transportation, New Jersey railroads are in precarious financial condition. Without the action taken by the State, there can be no doubt but that some of the lines which have a heavy commuter patronage would by now be out of business, or in the hands of receivers. Or even worse, operating under State ownership. We know for a fact that even with our help, some of the lines are managing to keep only "one jump ahead of the sheriff."

Our direct aid -- "subsidy" if you will -- to the commuter lines in an effort to keep them alive until more permanent solutions to their financial woes can be found, amounts to approximately \$6 million a year. This is about the same amount that a mile of modern freeway in our urban area would cost the Highway Department to build.

A recent estimate indicates it would cost us about \$2 billion to build all of the highway facilities required to handle the traffic volumes which we expect to experience in 1975. This is far beyond the reach of our present highway construction budgets. Also our estimates are based on continued operation of the commuter railroads. It is obvious to us that we have neither the money nor the time in which to build all of the highways which would be needed if the commuter railroads went out of business.

Another missing ingredient is space. Land in our crowded northern metropolitan area is at a premium. Right-of-Way is becoming more difficult to acquire. The alignment of every new highway becomes a major source of controversy as residents and businessmen fight displacement. Every municipality wants good transportation, but none of them want to give up the ratables which would be lost through acquisition of the necessary right-of-way despite the fact that good transportation always produces an increase in property values.

It is not impossible that we might in the foreseeable future be forced into some of the procedures now evident in Japan. The Director of our Railroad Transportation Division recently spent some time there studying the new high speed rail line, and was much interested to observe the wide use of elevated design in order to preserve as much land surface as possible.

So, lacking money, time and space, we must depend upon the rail lines to continue carrying their rightful share of the traffic. And, by their rightful share, we mean a greater share than they now carry. Our job is to bring the two different forms of transportation into proper balance.

Now then, I think I have outlined why New Jersey works for balanced transportation facilities. I doubt I needed to answer this question for you, because I am certain that you folks, knowledgeable as you are with the virtues of rapid transit and versed in similar problems in your areas, are well aware of the benefits of what many people have referred to as "integrated transportation".

As you know, New Jersey is the only State which has created a Railroad Division in its Highway Department. This action some years back was greeted with considerable skepticism in certain quarters, however, our Governor and our Legislature responded to the great need for preservation of rail service by affording us the opportunity to assume this responsibility.

You may have questioned why the Highway Department of New Jersey was given this job. Why not some other outfit? The Public Utility Commission, for example, or some entirely new set-up.

We can't give a quick answer to this. One facet of it is, however, that we in the Highway Department have regarded our responsibility as more than the mere construction and maintenance of highways. We feel it is our job to provide for the safe, swift and convenient movement of people and of goods.

Another angle, and one of which there has been considerable discussion over the years, is that the type of railroad regulation that prevailed in the past is no longer capable of meeting the present day overall need. Public Utility Commissions and similar agencies set up in the past to regulate the giant utility monopolies very properly were concerned with railroads, but this was in the days when railroads had a monopoly on transportation. We all know that

no such monopoly exists today, Indeed, the most potent problems faced by the railroads are created by the competing travel facilities and we in the various Highway Departments are providing our share.

We do not believe that the answer to the railroads' difficulties lies in the area of greater governmental regulation. I like to describe our function as a proprietary one rather than a regulatory one. What we are attempting to do is manage our transportation resources, of all kinds, in order to provide maximum utilization for all of the travelers -- private and commercial -- in our State. The rail commuter lines are certainly one of the most important resources we presently have. It is in our interest to conserve this resource and to extend it. So, we are engaged in a management type enterprise, not the mere function of regulation.

And when you face up to it, what agencies other than the State Highway Departments have greater experience in managing transportation resources in the broadest sense? We are already managing the greatest transportation resource of all -- the Federal and State Highway Systems. They are the main support of all transportation, not only in our State, but across the Nation. All other modes of transportation today are, may I say, supplemental.

They are vital to our life for the backbone of our economy would be burdened beyond endurance without them, but they do not carry the main load.

Though commercial users of our highways state accurately that they are paying a share of the cost of building them, the railroads pay the entire cost not only of constructing their facilities but also of operating them. What they need is help with their basic management problem -- how to cut operating costs.

Lest there be any misunderstanding, it is not our objective to attempt to force people to use rapid transit in place of highways. Any such effort would fly in the face of the clearly expressed preference of a large percentage of our people for the convenience provided by the passenger automobile. Until the day when every private garage houses a helicopter or every commuter has his own "Buck Rogers flying belt", nothing as I see it can replace the automobile as a means of door to door transportation. And we might as well recognize that.

We know that highway traffic is going to increase to an extent undreamt of a few decades ago. Our competent and outstanding Secretary of Commerce, Mr. Luther Hodges, is quoted as stating there will be 108 million motor vehicles on our highways in 1975. This amounts to about a 36% increase in the ensuing 12 years. The question is will we be able to cope with it?

Our program is based on the belief that even though alternate methods of transportation are available, a considerable number of people -- particularly commuters -- will find rail transportation more convenient. It is our policy to provide the right kind of state assistance so that the rail carriers can be kept alive until this condition prevails. We know that if we allow the rail commuter lines to go out of existence as a transportation resource, that it will be far more difficult and costly to rebuild them, as some areas in our country have already learned to their regret. We feel that sooner or later it will be recognized by everyone that mass transit is an absolute necessity in urban areas.

Accordingly, our job becomes one of keeping the railroads running. We cannot allow ourselves to be "carried away" by any of the grandiose schemes which have been proposed for the New Jersey-New York metropolitan area by some

"planners" with no conception of "the bell on the cash register"; that is, the cost of executing their plans. Rather, we must "half sole and heel" what we already possess in the way of transit facilities.

Our railroad transportation law in New Jersey defines our task as one of preserving essential rail service. The key is that word "essential". There are some people, particularly among the commuter groups who should look into the situation a little more deeply, who think that every train now operating is essential, regardless of the fact that it may only carry half a dozen passengers.

They do not seem to realize that surgery is sometimes necessary with a complicated ailment which has been allowed to go untended for so long a period. We are attempting to perform that "surgery" in New Jersey by means of certain consolidations and re-routings.

We have eliminated trains which are not essential. In short we are taking every constructive step to cut operating costs. At the same time, we plan to make rail commuter service more attractive by providing air-conditioned coaches, more parking space around stations and so on. We think that all of these moves will have a beneficial result and lure more people back to the rails.

But there is no assurance that this will be so. Naturally, we would be very pleased if it turned out that it was possible for our major commuter railroads to provide basically the same service they now afford and break even. I am sure that they would be extremely elated at such a prospect.

However, even that goal must be tempered somewhat by the harsh winds of reality. For example in order to enable the former Hudson and Manhattan tubes to function as an

essential segment of our regional transportation network, arrangements were made for their acquisition and operation by the Port of New York Authority of what is believed will be a deficit operation. In this particular case the loss will be more than offset by the value to the continued economic vitality of the region as a whole. The Tubes are part of a comprehensive and complex transportation system in our tri-state area and as such their continued operation will produce benefits to the economy of the region.

All of our attempts to preserve the rail commuter lines as the "essential ally" of our highways run into one hurdle after another. Such temporary set-backs are no doubt similar to the problems many of you have encountered in your localities. But we feel we have been greatly aided in our efforts by our authority to synchronize rail and highway improvements.

Now I would like to sketch for you some of the facets of a few individual projects. We have just concluded agreements under which the main line of the former Delaware, Lackawanna and Western Railroad -- now a part of the Erie-Lackawanna Railroad -- will be abandoned.

The right-of-way will be sold to the Highway Department and used for an eight lane interstate highway (Route 80). This may shock you -- it sounds contrary to our expressed transit philosophy -- but just wait. In this particular case, the railroad has agreed to use a substantial portion of the proceeds from the sale of the right-of-way -- approximately \$1,300,000-- to upgrade a parallel railroad route over which added passenger trains will be integrated with those currently operating over that line. This is an instance where the interests of the Highway Department will coincide with those of the Railroad. As a result, all interests benefit.

1. The Railroad will have one less route to operate and maintain with practically no loss in revenue. Actually, annual savings will net about \$150,000.
2. The State and Federal Government will have a net saving in highway construction costs of some \$3 million by using the Railroad right-of-way.
3. The commuters will have one comparatively strong rail line with sufficient patronage to justify further improvements, rather than two weak lines both of which have been slowly deteriorating. The threat of the loss of all service has been eliminated.

The second project deals with the Camden area and you will hear much more about it from Paul MacMurray this afternoon as the program indicates, but my subject would not be treated adequately without discussion of at least one phase of the proposed Camden-Kirkwood Rapid Transit Line.

An impasse developed in the City of Camden concerning the location of the proposed transit route through the City. The City, supported by a capable civic organization, advocated construction of the proposed transit line on new right-of-way and sought removal of an existing five track "Chinese Wall" elevated railroad line bisecting a downtown section of Camden.

At the same time, we in the Highway Department were engaged in the study of an interstate highway traversing the City in a North-South direction roughly parallel to and a few blocks away from the transit line. The City of Camden was dissatisfied with the Highway Department's proposed alignment and to complicate matters further, the civic organization expressed the need for an industrial route to service the existing and potential industrial section along the Delaware.

The Delaware River Port Authority, our Highway Department, the City of Camden, the railroad and the Greater Camden Movement working more or less separately were creating problems for each other that had all the appearance of intentional frustration. In this instance the Interstate Route, which had been regarded as the "devil" for complicating design of the transit line and upsetting land use patterns outlined by others, suddenly became the "angel" that made possible a compromise plan acceptable to all parties.

It developed this way. The interstate route was originally designed to underpass a railroad "y", several streets and cross the proposed transit line in a fully developed section of downtown Camden. The extent of the railroad facilities made the depressed highway route - about 40 feet below the level of the railroad tracks - a very costly section of highway. And this point on the elevated railroad was part of the "wall" that the City of Camden wanted removed. We determined that the railroad could function on another alignment, permitting removal of the embankment, if funds were available to insure success of the project. We agreed to provide the means of accomplishment.

We then added up the cost of constructing the highway on the assumption that the elevated section of railroad would be removed, making construction of the costly depressed highway section unnecessary. We found that the saving would be more than twice the cost of providing the alternate railroad route. Incidentally we will use the material from the railroad embankment in the construction of the highway. Armed with this weapon of economy, we are presenting to the Bureau of Public Roads a plan under which the Bureau will participate in a utility relocation agreement for the cost of moving the railroad at the same time enjoying considerable savings on this new interstate route.

This solved the problem to the satisfaction of all parties at interest, and here I would like to commend the Mayor of Camden, the Greater Camden Movement, the Pennsylvania Railroad, and the Delaware River Port Authority, all of whom worked hard for the benefit of the City and its environs. Their explanations of their needs made it far easier for us to grasp the complex and far-reaching economic factors involved.

In the northern metropolitan area, our most important project currently is the re-routing of the Jersey Central Railroad mainline service into Newark, where it will connect both with the Pennsylvania Railroad and the Port Authority Trans-Hudson PATH tubes into New York City, and the consolidation of the shore service with that now operated by the Central Railroad of New Jersey and the Pennsylvania Railroad. This work, of course, is intimately connected with the rehabilitation and extension of the former H & M tube service by the Port of New York Authority.

As far as the PATH operation is concerned, this will require many changes and improvements on the line between the Hudson tubes and Newark. Since this section is also used by the Pennsylvania Railroad you can appreciate that a great many details remain to be worked out, not only for this service but also for connections with the Erie-Lackawanna Railroad at new transfer stations in the Jersey Meadows.

Earlier this week we held a lengthy conference with representatives of both railroads, the Port Authority, and engineering consultants retained by us. We reviewed all of the ramifications. I might say that we made considerable progress, but we certainly did not come up with all of the answers. I am sure that you can appreciate what an involved and time-consuming process this is, and I am

certain you can well understand the difference between this kind of management of transportation resources and regulation via a public utility format.

You might question why I have taken so much of your time to describe these projects. Well, they show the kind of action which would have been exceedingly difficult if not impossible, had the Division of Railroad Transportation been placed in another Department of State Government or set up as a separate agency.

We have heard much lately about "integrated transit" and "balanced transportation," a lot of it from "planners" and other "experts" who have limited knowledge of the problem. The projects I have just reviewed define our approach to the subject of "integrated transportation."

There is possibly one more advance in philosophy in the field of transportation that might have a salutary effect on our complex problem. Years ago, I approached the then Mayor of New York City on the possibility of easing the even then terrible congestion on many cross-town streets by requiring truck deliveries to be made only at night. He thought it was a good idea from a transportation point of view but, like many others, he saw "too many lions in the path." He was sure there would be resistance to any such edict.

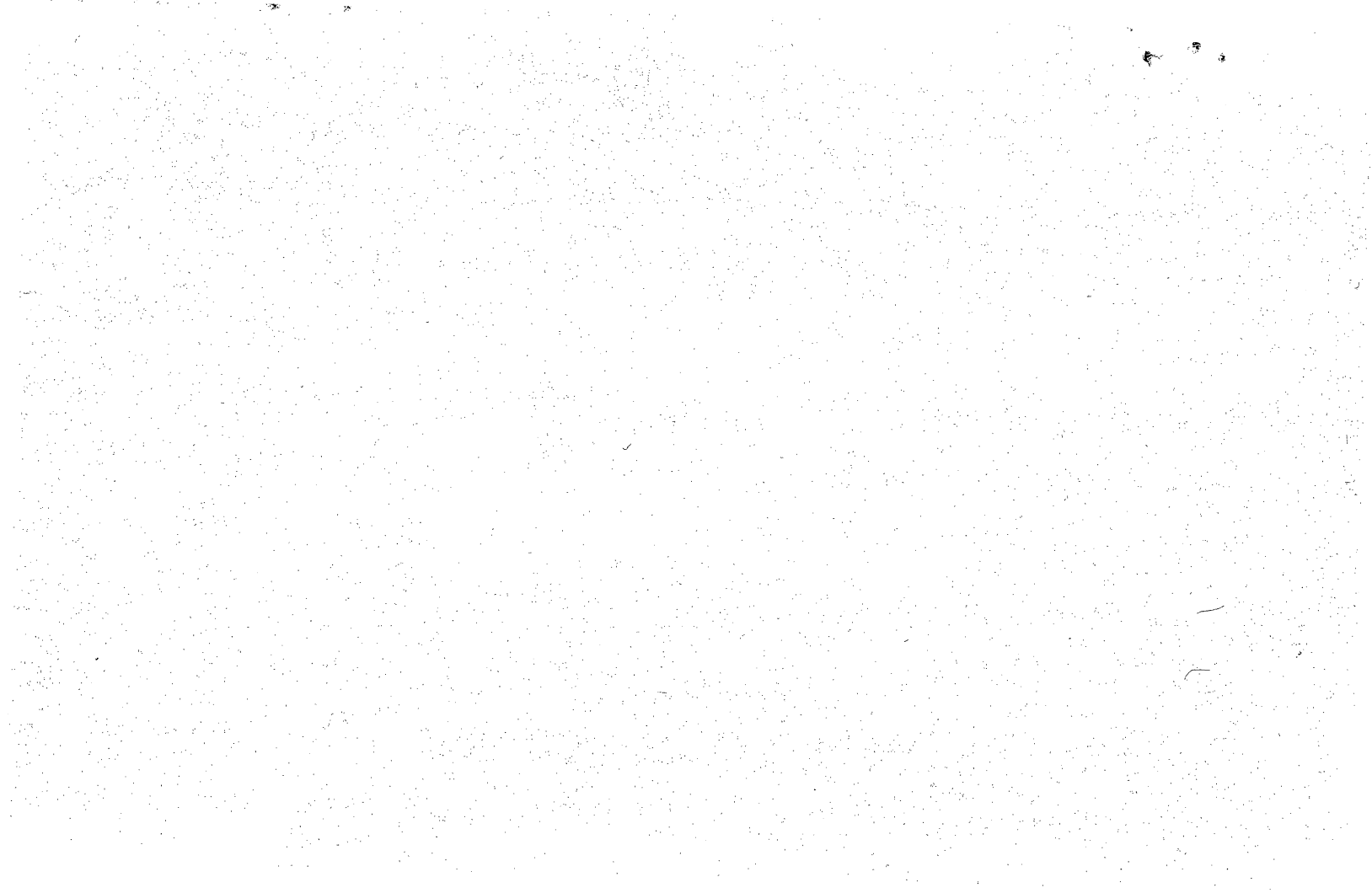
In my humble opinion lacking such a move for our tunnels, bridges and streets we will eventually be faced with either a complete traffic blockade or the necessity of building added crossings at fabulous expense. Why not, therefore, seriously consider making maximum use of the traffic lanes already in existence by restricting heavy truck deliveries to the hours between 7 p.m. and 7 a.m., thus spreading the traffic over 24 hours instead of concentrating it in the most

congested periods and also providing factories and shops with early morning supplies before the work day starts.

In any event, we have found that every enlargement of our horizons, every increase in our ability to take action on these related matters has made the solution of our complex transportation problems that much easier. You cannot put a jigsaw puzzle together unless you have all of the pieces. And we know, beyond all doubt, that rapid transit is one of the "vital pieces" in our transportation puzzle -- we just can't do without it.







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