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STATE OF NEW JERSEY

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LEGISLATIVE COMMISSION

ON

PROVISION OF ADDITIONAL OFFICE SPACE

FOR

STATE DEPARTMENTS

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REPORT AND RECOMMENDATIONS

SUBMITTED TO THE LEGISLATURE

JANUARY 14, 1958

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RICHARD R. STOUT, CHAIRMAN  
JOSEPH W. COWGILL, SECRETARY  
MALCOLM S. FORBES  
G. CLIFFORD THOMAS  
RAYMOND J. STEWART  
FRANCIS J. WERNER

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New Jersey State Library

WILLIAM M. LANNING  
ASSISTANT SECRETARY  
ROOM 61, STATE HOUSE

SENATE CONCURRENT RESOLUTION NO. 16

Filed June 29, 1956.

A Concurrent Resolution constituting a commission to make a study of the problem of the provision of additional office space for the several State departments.

BE IT RESOLVED by the Senate of the State of New Jersey (the General Assembly concurring):

1. There is hereby created a commission to consist of 6 members, 3 to be appointed from the membership of the Senate by the President thereof, no more than 2 of whom shall be of the same political party and 3 to be appointed from the membership of the General Assembly by the Speaker thereof, no more than 2 of whom shall be of the same political party, who shall serve without compensation. Vacancies in the membership of the commission shall be filled in the same manner as the original appointments were made.
2. The commission shall organize as soon as may be after the appointment of its members and shall select a chairman from among its members and a secretary who need not be a member of the commission.
3. It shall be the duty of said commission to make a study of the problem of the provision of additional office space for the several State departments and of the advisability of the erection of a State Office Building or buildings and of the number, character and location of such building or buildings which should be erected for said purposes and to consider available sites for the erection thereof in, or in the vicinity of, the city of Trenton, and any other matters incidental to the foregoing which it may deem desirable to include in its study.
4. The commission shall be entitled to call to its assistance and avail itself of the services of such employees of any State, county or municipal department, board, bureau, commission or agency as it may require and as may be available to it for said purpose, and to employ such stenographic and clerical assistants and incur such traveling and other miscellaneous expenses as it may deem necessary, in order to perform its duties, and as may be within the limits of funds appropriated or otherwise made available to it for said purposes.
5. The commission may meet and hold hearings at such place or places as it shall designate during the sessions or recesses of the Legislature and shall report its findings and recommendations to the Legislature, accompanying the same with any legislative bills which it may desire to recommend for adoption by the Legislature, at the 1957 regular session thereof.

## REPORT

The Legislative Commission created pursuant to Senate Concurrent Resolution No. 16 of 1956, charged with making a study of the problem of the provision of additional office space for the headquarters of the several State Departments, respectfully submits this interim report.

The Commission organized on October 16, 1956, immediately following appointment of all of its members, by the selection of Senator Richard R. Stout as Chairman, Assemblyman G. Clifford Thomas as Vice-Chairman, Senator Joseph W. Cowgill as Secretary and William M. Lanning as Assistant Secretary.

The Commission initially determined that it accepted as historical fact the need for additional space and the bringing together of the physically scattered activities of the several divisions and bureaus of the departments. This determination was made without approving or disapproving the amount of space requested by any department or any previously prepared building plans.

At the outset, and since the Commission was without funds to employ technical or professional assistants, the Commission determined to give priority in its study to the evaluation, in principle, of two divergent proposals, viz.: centralization of State government activities by development and expansion of the area in the immediate vicinity of the State House, and secondly, dispersal of State activities by construction of several departmental buildings in the suburban areas surrounding Trenton.

It was decided to hold open conferences with representatives of interested State and outside agencies in this regard. Two such open conferences were held, testimony being directed chiefly to support or criticism of proposals contained in a report issued by the Governor, dated September 17, 1956, entitled "State Office



Building Program", which outlined plans for separate suburban buildings for use by the State Departments of Education, Labor and Industry and Health.

The Commission was assisted in consideration of the program by participation in the open conferences by members of a special committee representing the Trenton City Commission (Mayor Donal C. Connolly), the Planning Board of the City of Trenton (Mr. S. Carl Mark, Chairman), and the Greater Trenton Chamber of Commerce (Mr. Clarence Snyder, and Mr. James Kerney, Jr.), and the Acting State Treasurer, Robert Finley, the Director of the Division of Purchase and Property, Charles F. Sullivan, and Commissioners Daniel Bergsma of the Department of Health, Carl Holderman of the Department of Labor and Industry and Frederick M. Raubinger of the Department of Education.

Testimony in support of the separate suburban building plan is summarized as follows:

(a) Three separate buildings for the Departments of Health, Labor and Industry, and Education would provide more usable space at a lower cost than that provided in the prior plan prepared in 1946 by the State Capitol Building for a 13 story multi-department building, would provide greater possibility for future expansion, would require no additional land purchase and could be undertaken without the delays inherent in undertaking a master plan;

(b) Provision of space for the Department of Labor and Industry in a multi-department building would preclude the availability toward construction expense of certain Federal funds;

(c) The Department of Education Building proposed for construction at the State Teacher's College at Hillwood Lakes



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would, by joint use of facilities with the college, eliminate requirements for a cafeteria, an auditorium and certain conference room facilities, necessary items if the building were located elsewhere;

(d) Persons having business with the Department of Education do not visit other State Departments on the same visit, travel by private automobile and would not be inconvenienced by location of the building apart from the capitol;

(e) Centralization would create traffic and parking problems too expensive to solve.

The Commissioner of Education strongly advocated a headquarters building for the Department of Education located apart from other State Agencies. The Commissioners of the Departments of Health and Labor and Industry indicated that location of headquarters buildings for their departments was secondary to provision of adequate space to centralize department activities and to provide space to meet anticipated expansion needs.

Advocates of the development of a complex of State Office Buildings in downtown Trenton stressed:

(a) No major construction should be undertaken by the State prior to preparation and approval of a "master plan" projecting State space requirements and accessory service facilities for 25 years;

(b) Convenience of State employees and the many persons having business with the State government should dictate centralization of State activities to the maximum practical extent;

(c) Dispersal of State activities to the suburbs would have serious economic effects upon the strength of the City of Trenton to such an extent that the City is willing to sacrifice ratables due to expansion of State-owned tax exempt property rather than lose commercial benefits from downtown location of State activities;

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(d) The 1790 act of the Legislature fixing the seat of the State government at Trenton meant the City of Trenton, not the surrounding country-side, and this act should not be changed by a dispersal of State activities;

(e) The State should, in its own planning, set an example in protecting and defending the commercial integrity of metropolitan centers against the impact of deterioration by dispersal to the rural areas; and

(f) Future planning for the development of downtown Trenton requires cooperation and the combined effort of the State, the City and private interests. The City pledged its active cooperation in this regard and discussed several specific directions for consideration by the State in extending and developing the capitol area.

In addition to the above-mentioned open conferences six executive sessions have been held by the Commission.

At a meeting held November 20, 1956, the Hon. Reeve Schley, Chairman of the State Capitol Building Commission, created pursuant to Joint Resolution No. 2 and P. L. 1945, c. 310, was invited to confer with the Commission with regard to the work and status of the Commission of which he was Chairman. A preliminary re-examination with Mr. Schley of the work of that Commission in connection with the proposal for construction of a 13 story multi-department building west of the present State House Annex disclosed that approximately \$190,000 was expended in the preparation of such plans, test borings, site planning and land acquisition. The Commission determined that a professional reexamination of such plans in light of present and future needs was desirable and that the Commission would be remiss in discarding such plans prior to a current review of their suitability and adaptability to present needs.

The Commission also believes that, in spite of the urgent need



for additional space for the three above mentioned departments, to authorize immediate construction of a building for the Department of Education from plans in existence in advance of an overall master plan would be risking further future compounding of problems.

The Commission also believes a review of existing State leases in the Trenton area, a list of which has been made available to the Commission, should be made in connection with any building program in order that termination plans might be coordinated with availability of new space.

The Commission determined that no further dispersal of State Departments from downtown Trenton should be undertaken unless expert opinion indicates solution of the problems of building space, access highways and parking facilities in the downtown area are impractical of achievement.

The Commission is of the opinion that the headquarters of the State Government should be centralized in the vicinity of the State House for reasons of efficiency and convenience to employees and citizens having business with State Government, as well as for the purpose of perpetuating and improving the historic site with buildings and site planning both functional and monumental.

The Commission believes that planning for the future on the part of the State Government should be coordinated with the long range plans now being formulated for redevelopment of the center city area by the Greater Trenton Council.

The signature of Hon. Milton Glenn, whose membership on the Commission was terminated by his election to the United States House of Representatives on November 5, 1957, is not appended to the report, however, Congressman Glenn has requested that his concurrence in the Recommendations contained in the Report be noted.



## RECOMMENDATIONS

The Commission recommends that it be reconstituted by passage of a resolution substantially as that annexed to this report, for the specific purpose of making a further report to the Governor and the 1958 Legislature, on or about April 1, 1958, embodying the following:

a. The site or sites recommended to be acquired or used by the State in providing additional office space for State departments in both a short and long range program;

b. The organization recommended to be constituted or authorized to carry out such short and long range programs with responsibility for the formulation, perfection and execution of detailed plans for acquisition of land, site planning, including access highway and parking facilities, building construction, project financing and related items;

c. The appropriations recommended to be made to the aforementioned organization for its uses in carrying out its studies, preparation of detailed plans and performance of its related duties; and

d. Such related matters as the Commission shall determine.

Respectfully submitted,

Joseph W. Cowgill

Malcolm S. Forbes

G. Clifford Thomas

Raymond J. Stewart

Francis J. Werner

Richard R. Stout, Chairman

THE HISTORY OF

the city of London, from its first  
settlement to the present time, as  
derived from the most authentic  
records, and the most accurate  
surveys, and the most  
valuable collections of  
antiquaries, and the most  
careful observations of  
the most judicious  
and experienced  
historians.

The first part of this history  
contains a description of the  
city of London, as it was  
in the time of the Romans,  
and the first part of the  
middle ages, and the  
second part contains a  
description of the city of  
London, as it was in the  
time of the Saxons, and the  
third part contains a  
description of the city of  
London, as it was in the  
time of the Normans, and the  
fourth part contains a  
description of the city of  
London, as it was in the  
time of the Plantagenets, and the  
fifth part contains a  
description of the city of  
London, as it was in the  
time of the Tudors, and the  
sixth part contains a  
description of the city of  
London, as it was in the  
time of the Stuarts, and the  
seventh part contains a  
description of the city of  
London, as it was in the  
time of the Hanoverians, and the  
eighth part contains a  
description of the city of  
London, as it was in the  
time of the present reign.

The history of the city of  
London, from its first  
settlement to the present time,  
as derived from the most  
authentic records, and the  
most accurate surveys, and  
the most valuable collections  
of antiquaries, and the most  
careful observations of the  
most judicious and  
experienced historians.



For Introduction in the  
1958 Legislature

A Concurrent Resolution reconstituting the commission created to study the problem of provision of additional office space for the several State departments and providing said commission with additional powers and duties.

BE IT RESOLVED by the Senate of the State of New Jersey (the General Assembly concurring):

1. The commission heretofore established pursuant to Senate Concurrent Resolution No. 16, filed June 29, 1956, is reconstituted with the same membership as heretofore and vacancies in the membership of the commission shall be filled in the same manner as the original appointments were made.

2. The commission shall have the same powers and perform the same duties as are set forth in said Senate Concurrent Resolution No. 16, together with the additional powers and duties hereinafter set forth.

3. The commission shall report to the Governor and the Legislature not later than March 15, 1958 on the following specific matters and such other related matters as it shall determine:

a. The site or sites recommended to be acquired or used by the State in providing additional office space for State departments in both a short and long range program;

b. The organization recommended to be constituted or authorized to carry out such short and long range programs with responsibility for the formulation, perfection and execution of detailed plans for acquisition of land, site planning, including access highway and parking facilities, building construction, project financing and related items; and



c. The appropriations recommended to be made to the aforementioned organization for its uses in carrying out its studies, preparation of detailed plans and performance of its related duties.

4. The commission is authorized to select and employ technical and professional consultants and assistants to assist it in the study and report directed in section 3 of this resolution and to utilize and expend for said purposes funds heretofore appropriated to the commission hereby re-constituted.

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