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STATE OF NEW JERSEY

SECOND REPORT

OF THE

LEGISLATIVE COMMISSION

ON

PROVISION OF ADDITIONAL OFFICE SPACE

FOR

STATE DEPARTMENTS

April 7, 1958

Report of

FRANK GRAD & SONS

ARCHITECTS & ENGINEERS

Planning Consultants to the Commission

STATE OF NEW JERSEY

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THE COMMISSION

Members of the Senate

Richard R. Stout, Chairman

Malcolm S. Forbes

Joseph W. Cowgill

Resigned February 10, 1958

Sido L. Ridolfi

Appointed February 10, 1958

Members of the General Assembly

Raymond J. Stewart, Secretary

Milton Glenn

Term Expired November 4, 1957

Francis J. Werner

Appointed December 16, 1957

G. Clifford Thomas

Term Expired January 14, 1958

Arthur W. Vervaet

Appointed February 3, 1958

Assistant Secretary

William M. Lanning

Planning Consultants

Frank Grad & Sons

Architects & Engineers

PREFACE

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.

Senate Concurrent Resolution No. 10
Filed February 4, 1958

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 reconstituted.

PART ONE

REPORT OF THE COMMISSION

To: His Excellency Robert B. Meyner, Governor, and
the members of the Senate and General Assembly,
of the State of New Jersey

Directive and Scope

This report is submitted in accordance with the directive contained in section 3 of 1958 Senate Concurrent Resolution No. 10, adopted February 4, 1958, a copy of which is set forth in the Preface hereto.

Under date of January 14, 1958 the Commission, since reconstituted by the aforementioned Senate Concurrent Resolution No. 10, submitted a report to the Legislature which, among other matters, contained the following statement:

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.

Immediately following its reconstitution the Commission retained the firm of Frank Grad & Sons, Architects & Engineers, of Newark, as its Planning Consultants, to perform the following professional services specified in a proposal approved by the Commission:

1. To assist and advise the Commission in the preparation of the report called for in the Recommendations set forth on page 6 of the Commission's report dated January 14, 1958.

2. To advise the Commission as to the adaptability for present use of the plans and specifications, prepared in 1946, for a State Office Building, including a brief evaluation thereof as a modern, flexible office building for the use of the State.
3. To prepare a preliminary survey of the practicability of development of a complex of office buildings as the headquarters of State government in downtown Trenton in the general vicinity of the existing State House, such survey to include estimates of the amount of land estimated to be required for buildings, setting, parking and access highways for the foreseeable needs for the next 25-50 years and the site or sites recommended for use or acquisition by the State therefor.
4. To provide the Commission with advice as to whether or not the needs of the State can readily be co-ordinated with the planning now being undertaken by the Greater Trenton Council.
5. To attend meetings of the Commission, confer with State officials and others and to perform matters related to the foregoing as requested from time to time by the Commission.

The Commission authorized expenditure of funds appropriated to the Commission by P.L. 1956, c. 228, for the foregoing purpose.

The report made to the Commission by its Planning Consultants is set forth in full as Part Two of this pamphlet.

Conclusions

General

The Commission has reviewed the findings of its Planning Consultants as to both Short and Long range space requirements for the headquarters activities of the State Government and approves the conclusion and recommendation therein contained that it is feasible and practical to meet the State's foreseeable office space needs for 25 years by construction of a complex of State office buildings in downtown Trenton in the vicinity of the State House.

The Commission believes such a centralization to be the best solution to the problem presented, in the interests of efficient operation of governmental functions, convenience to citizens having business with their State government, recruitment and maintenance of a stable employment force by State government, maintenance of the historical seat of New Jersey government as a show place and site of annual visitation by thousands of persons, especially school children, and as a reinforcement to the economy and integrity as an industrial, commercial, governmental and historic center, of the City of Trenton.

Master Planning

In concluding the practicability of the expansion and centralization of State governmental activities in an office building complex, the Commission is mindful of the necessity of developing and maintaining, over a period of years, the integrity of an integrated master plan to be implemented in successive stages as priority of need is established and construction funds are made available. It is believed the master plan can provide sufficient flexibility to reflect changes in requirements which detailed studies may dictate. In order that such a master plan may be formulated it is desirable that responsibility therefor be assigned to a permanent agency of State government and that an advisory commission, representative of members of the Legislature, the executive departments and leading citizens of the State, be established to participate in the several stages of its development and execution.

Adoption of a master plan would present the obvious advantages of enabling pre-planning of capital requirements and providing an important incentive to successive Legislatures to provide funds for further progressive implementation of the plan in an orderly manner.

Development of a master plan designed to implement the proposals contained in Part Two of this pamphlet will require close and constant coordination with the City of Trenton and its consultants for the John Fitch Way Redevelopment Project.

With the aid of the data assembled for the Commission and set forth in Part Two of this pamphlet and the concept of possible appearance and character of the completed project appended thereto, as Part Three hereof, it is believed a master plan can be formulated without delay in order that actual construction of a building or buildings with the greatest need and highest priority may be undertaken as soon as legislative approval is given and necessary engineering work, working drawings and specifications are available.

The 1946 State Office Building Plan

During the past decade great strides have been made in design and building material improvement, and in public appreciation and acceptance of monumental simplicity in buildings for public and commercial uses. With reluctance the Commission approves the findings of its Planning Consultants that the plans and specifications developed in 1946 for the State Capitol Building Commission, created pursuant to P. L. 1945, c. 310, do not offer an adequate solution to the present and future space requirements of the several State departments. Funds expended by the aforementioned Commission for land acquisition (west of the State House Annex) were well spent and a further expansion of State land holdings in that direction is hereinafter the subject of comment and recommendation.

Department of Agriculture

Without surrendering its overall opinion that State governmental functions should, for reasons previously stated, to the maximum practicable extent, be centralized in downtown Trenton, the Commission does not desire to have this Report dictate the inclusion of provision of office space for the Department of Agriculture, if the Legislature shall determine that an out of town location therefor is indicated in the interest of providing the best service by that Department to New Jersey farmers and farm interests.

Money and Rental Properties

Were no other pressing capital needs facing the State, the Commission would not recommend raising funds by bond issue or otherwise to undertake immediate construction of all or a major portion of the indicated space needs. Such a program could result in a wholesale vacation by the State of extensive rented space in the Trenton area within a single year. An orderly program of construction over a period of years will minimize capital requirements at any one time and permit an orderly vacation of rented properties, the least desirable being surrendered first, the better leased space being retained for continued use by the present tenants or other State departments now overcrowded or located in less desirable space.

While land acquisition costs cannot be stated, at this time, with precise accuracy the Commission believes the 7 privately owned properties west

of present State holdings on West State Street, the 6 properties between the State House and Willow Street and possibly 4 properties opposite the State House adjoining the walkway to the existing State Office Building on Hanover Street should be acquired by purchase or condemnation. The major investment for 25 acres in the John Fitch Way project can, it is anticipated, be spread over a period of 4 to 6 fiscal years, in fact it is believed acquisition in such increments would be preferred by the City of Trenton. An initial installment for sufficient land for the proposed Department of Labor and Industry Building, if the Legislature shall authorize its construction, would be required in fiscal year 1958-1959 and is estimated between \$300,000 and \$350,000. More accurate estimates should be available within a matter of weeks. A binding commitment for all of the proposed 25 acre tract in the John Fitch Way will be required, however, before actual acquisition and occupancy of the initial portion. Regardless of the ultimate price per acre of the land, cleared and ready for construction, to be arrived at as the result of appraisals, to be approved by the Federal government and subject to negotiation between the State and the City, the substantial contribution by the Federal Government must result in an acquisition price less than that involved in direct acquisition by purchase and condemnation by the State together with cost to the State of clearance of the land and installation of utilities to serve the area, all of which are subject to Federal participation and contribution under an urban renewal and redevelopment project.

Preliminary estimates of land cost when related to total value of buildings proposed for erection on the site indicate a highly favorable ratio of urban land cost to building cost.

Summary

The fortunate coincidence of a redevelopment project sponsored by the City of Trenton with participation by the Federal government and the State's need for space provide a once-in-a-lifetime opportunity the Commission believes far too good to miss.

The scope, direction and recommendations contained in this Report and that of the Commission's Planning Consultants, included as Parts Two and Three hereof are founded upon the firm and repeated representations made to the Commission on behalf of the governing body of the City of Trenton that the John Fitch Way Redevelopment Project will be authorized and pursued with all possible dispatch to meet deadlines imposed by the Federal Government.

The Commission is convinced that the Delaware Riverfront "crescent" or "boomerang" from Calhoun Street to the Trent House can be developed into one of the finest State Capitol areas in the United States and believes the Architectural Concepts forming the Exhibits in Part Three of this pamphlet warrant a careful examination and an imaginative long range view by the current and succeeding Legislatures.

Although the Commission anticipates this, its second report, will be its final report, unless the Legislature shall direct it to make further studies, the members agree that the Commission should remain in existence to be available for consultation and assistance in connection with introduction and enactment by the 1958 Legislature of measures recommended in this Report.

Recommendations

1. The Commission recommends that the State of New Jersey, by enactment of appropriate legislation, express its formal intention to maintain the headquarters of State government in downtown Trenton in the vicinity of the State House, such legislation to authorize a commitment to the City of Trenton that the State will undertake to acquire, in increments over a 4 to 6 year period, a tract of approximately 25 acres in the John Fitch Way Redevelopment Project for state office buildings and that the responsibility for negotiations in connection therewith be assigned to the Director of the Division of Purchase and Property.
2. The Commission recommends the assignment to the Director of the Division of Purchase and Property, Department of the Treasury, of over-all responsibility for planning and execution of a State Capitol development program and the establishment in the Division of Purchase and Property of an appropriate agency, to co-ordinate such work; the Director shall have authority to contract for necessary engineering, survey, appraisal and architectural services, for development of a master plan, to formulate budget requests for funds required and to contract for and supervise execution of plans in such stages as shall be authorized from time to time by the Legislature. The Commission recommends the establishment of a Commission to be composed of legislative, executive and citizen members to advise the Legislature and the Director of the Division of Purchase and Property in matters relating to such program.

3. The Commission recommends enactment of legislation to authorize initiation by the Director of the Division of Purchase and Property of the acquisition by purchase or condemnation of lands not presently owned by the State, situate on the south side of West State Street in the City of Trenton, located between Willow Street and Calhoun Street.
4. The Commission recommends that funds, in an amount of \$500,000, be appropriated or made available during fiscal year 1958-1959, to initiate the foregoing recommendations.

Acknowledgments

The Commission wishes to acknowledge assistance of the following:

Hon. Milton Glenn, Hon. G. Clifford Thomas and Hon. Joseph W. Cowgill, former members of the Commission, for their interest and participation in its work.

Charles R. Tyson, President, Hal H. Holker, Executive Vice President, and members of the Board of Trustees, of the Greater Trenton Council, and the members of the Board of Commissioners of the City of Trenton, for co-operation and making available to the Commission reports, studies and advice and the full co-operation of their Planning Consultants, Candeb & Fleissig of Newark, New Jersey, without whose complete co-operation it would have been impossible for the Commission and Frank Grad & Sons, its Planning Consultants, to have completed their reports without expenditure of additional thousands of dollars and many months of effort.

Messrs. Bernard Grad, Howard Grad, Stanley C. Brogren, Henry L. Horowitz, Harry B. Mahler and Richard D. Golombek, all associated with the firm of Frank Grad & Sons, for an outstanding team effort in completing its reports to the Commission within almost impossible deadlines and for their valued counsel, artistry and engineering planning skill.

Charles F. Sullivan, Director of the Division of Purchase and Property, Department of the Treasury, for assistance in providing information and scheduling of appointments with Departments for development of departmental space requirements.

Commissioner Dwight R. G. Palmer of the State Highway Department

for advice and counsel and the inauguration of a restudy of highway proposals to serve the needs of the area of the proposed State office building complex.

William M. Lanning for service as Assistant Secretary to the Commission and for assistance in preparation of this Report.

Respectfully submitted,

Raymond J. Stewart, Secretary

Malcolm S. Forbes

Francis J. Werner

Sido L. Ridolfi

Arthur W. Vervaet

Richard R. Stout, Chairman

PART TWO
REPORT OF THE PLANNING CONSULTANTS

To: The New Jersey Legislative Commission
on provision of additional office space for
state departments

PRELIMINARY SURVEY OF THE PRACTICABILITY OF DEVELOP-
MENT OF A COMPLEX OF OFFICE BUILDINGS AS THE HEADQUAR-
TERS OF STATE GOVERNMENT IN DOWNTOWN TRENTON

This report is submitted in accordance with Paragraph 3 of the proposal
made by this office in letter of February 11, 1958 which proposal was
accepted by Commission action on February 14, 1958.

FRANK GRAD & SONS

ARCHITECTS & ENGINEERS

Planning Consultants to the Commission

PART TWO

REPORT OF THE PLANNING CONSULTANTS

Purpose and Scope

This survey has been prepared at the request of "Legislative Commission on Provision of Additional Office Space for State Departments" to determine the practicability of developing a complex of office buildings as the headquarters of State Government in downtown Trenton. It was stipulated that the complex be in the general vicinity of the existing State House and that this survey should include an estimate of land needs for the next 25 to 50 years together with recommendations as to site or sites to be acquired to provide such land.

To develop the desired information and to permit its presentation in most direct form this survey has been divided into the following sections which are dealt with hereinafter in that sequence:

1. Space requirements.
2. Review of available sites .
3. Transportation facilities .
4. Co-ordination with planning of the City of Trenton and the Greater Trenton Council.
5. Conclusions and recommendations.

Presented as Part Three of this report and bound herein in reproduced form are exhibits which illustrate information and recommendations stated in the text. These are intended to indicate in very broad form one concept of how anticipated requirements for State buildings could be met. It is not intended that any architectural treatment of buildings or sites or the pattern of highways or streets indicated be considered to be in any sense the final recommendation of this office as to design. The purpose of the presentation is solely to establish whether the construction of a complex of buildings would be practicable to meet foreseeable needs for the next 25 years and not to define the specific design the complex would follow in completed form.

Practicability of Development of a Complex of Office Buildings

1. SPACE REQUIREMENTS

A. GENERAL

Determination of the amount of land that would be needed for siting of State buildings for the next 25 to 50 years requires consideration of anticipated building areas, parking facilities, areas to be provided for landscape treatment and spaces needed for streets, access roads and internal circulation. It is found however that the latter areas, for streets, internal roads and landscaping, usually result automatically from the development of a pleasing relationship of building heights and masses and thus no extra land need be assigned solely to provide for such uses. It is further noted the matter of land required for State highways, interchanges and such access to the site cannot be given specific consideration because design of these features is under study by other agencies responsible therefor and will not be finalized until a later date. In the preparation of its survey this office has thus concerned itself only with the determination of two basic land requirements (1) that for siting of buildings of size and number estimated as necessary to meet ultimate demand for office space and (2) that for parking and related internal circulation between buildings.

B. BUILDING SPACE BY DEPARTMENT

The study by this office of the potential demand for office space and parking facilities was initiated with the assistance of the Division of Purchase and Property of the Treasury Department. From Director Charles F. Sullivan of that Division was obtained a list of six buildings which had been projected in December 1957 as being required to fill the future needs of the State. These buildings were as follows:

- (1) Labor and Industry Building
- (2) Health Department Building
- (3) Education Building
- (4) Agriculture Building
- (5) Law and Public Safety Building
- (6) Institutions and Agencies and Miscellaneous Offices Building.

As the next step, Director Sullivan made arrangements for contact by this office with each department of the Executive Branch to obtain further detailed information on the above projected buildings and on present and future needs of those departments as were not provided for in the list. Individuals representing the departments and interviewed for this purpose are listed under "acknowledgments" appended to this report.

The approach used by this office in securing information from the several departments was to seek to establish the amount of space either used or required at present in the Trenton area and then to obtain a projection of needs for a period of 25 years hence taking into account any past growth experience or any known future requirements. It was found that many departments were reluctant to forecast future needs because of uncertainty as to future functions that might be assigned them by the Legislature. To meet this situation it was decided that such possible future functions and assignments that could conceivably increase greatly the space needs of a department could not be taken into account in this survey and thus all forecasting of requirements has been based only upon anticipation in growth of present functions. In some cases no definite forecast of future space requirements could be obtained from personnel interviewed beyond the indication that an increase would occur in ratio to increase in State population.

During the interview each department was also asked to forecast the number of employees it might have when its ultimate space requirements were met. This information was desired to establish future need for parking facilities.

Summarized below are the results obtained or developed from interviews with the various departments. In considering this information it must be borne in mind that figures were obtained or computed only to establish an approximate overall space need. In the brief time available it was not possible to analyze needs of each department in such detail as would be necessary at or before the point where building construction were actually authorized. It is not intended that these figures be used to establish a limit in area to be allowed in the future for any one department although it is believed that they will represent with some accuracy the ultimate combined needs of all departments.

(1) Department of Labor & Industry

The building presently projected for this department has a gross area of 300,000 square feet which allows about 20% for

expansion. At the suggestion of the department an area of 350,000 square feet has been used as the requirements for 1983. Employees are expected by the department to number between 1,600 and 1,850 and a figure of 1,802 has thus been used.

(2) Dept. of Health

The building of 170,000 square feet projected for this department represents the area which it is expected will be required by the end of 1960. The 25 years after that date are expected to see a 30% increase in space demand and a total gross area of 221,800 square feet has thus been established as the requirement for 1983. Employees are expected to increase in number at the same rate as building area expands and the ultimate number should be 660.

(3) Dept. of Education

A building of 72,500 square feet now projected for this department will provide for a certain amount of expansion. It is anticipated that expansion will be about 20% over the next 10 year period and that a further 20% will cover growth until a levelling off period is reached after 1970. An area of 75,600 square feet is estimated as the ultimate requirement but it is to be noted this includes no allowance for a Central Records Storage Facility or for the State Library and State Museum activities now handled by this department. The number of employees is expected to increase in proportion to building areas and should number 235 in 1983.

(4) Dept. of Law & Public Safety

An area of approximately 110,000 is seen by this department as satisfying the present needs and the figure of 125,000 square feet gross area has been indicated as satisfactory for 1983. It is anticipated by the department that the number of employees 25 years hence will be approximately 1,000.

(5) Dept. of Institutions & Agencies

In 1955-56 it was determined by this department that 77,000 square feet of gross area was required for its present activities. It was further recommended that an additional 10,000 square feet be allowed for expansion and it is presently esti-

mated that expansion of this agency will occur in about the same ratio as State population increases. On this basis it has been computed by this office that 130,500 square feet of space would be required by 1983. Using the same basis for estimating number of employees 483 would be the ultimate number.

(6) Dept. of Defense

This department does not anticipate its activities will be incorporated in any central office building. It presently operates in an Armory and anticipates it will move to another such building in case it must vacate present quarters. For purposes of this report however it has been considered desirable to allow space for this activity in the proposed new office buildings and the present area of 35,000 square feet has been used as a basis. It has been assumed that normal growth would require an increase to 52,000 by 1983 and that employees would be expected to increase from the present 150 to 225.

(7) Dept. of Banking & Insurance

This department believes its existing space should be expanded by 100% to provide adequate room for present employees and operations. An expansion of 25% is estimated as adequate for the next 25 years beyond the 100% required immediately. A gross total area of 30,500 square feet has thus been established as the estimated requirement for 1983. Employees, it is estimated, should increase by 30% in the same period of time and number 156.

(8) Dept. of Civil Service

This department states an increase of 33% in present space is required to overcome existing overcrowded conditions. A further increase of 50% in the next 25 years should take care of expansion and will provide a total gross area in 1983 of 50,750 square feet. Expansion in number of employees is at the rate of about 5 per year. If present staff were brought up to full strength and this rate of increase applied the number of employees would equal 295, twenty-five years hence.

(9) Dept. of Conservation & Economic Development

This department states some adjustment is needed immediately in space allowance and further expansion of 50% is seen over the next 10 years. The following 15 years would require a further 10% expansion for a total of 99,000 square feet of gross area in 1983. It is expected that number of employees will increase by about the same percentages as office space for an ultimate total of 415.

(10) Dept. of the Treasury

It is estimated by this department that by 1983 a total of 250,000 square feet of gross area for office and other uses except warehouse will be required. Approximately 90,000 square feet of warehouse space will also be required but this should not be located in a city area. It is estimated the number of employees will increase in direct proportion to building area increase and should number 1,555 by 1983.

(11) Dept. of Public Utilities

This department concentrates its activities in Newark and does not anticipate any large growth in the Trenton office. This office has thus assumed the present area should be increased only nominally to 3,000 square feet gross for 1983 and the number of employees will remain at the present 13.

C. SUMMARY

The above information may be tabulated as follows to show the estimated overall requirements for building space and the anticipated number of employees by 1983.

<u>Department</u>	<u>Required Space (Gross area)</u>	<u>Employees</u>
Labor and Industry	350,000 sq. ft.	1,802
Health	221,800 " "	660
Education	75,600 " "	235
Law and Public Safety	125,000 " "	1,000
Institutions & Agencies	130,500 " "	483
Defense	52,000 " "	225
Banking & Insurance	30,500 " "	156
Civil Service	50,750 " "	295
Conservation & Economic Development	99,000 " "	415
Treasury	250,000 " "	1,555
Public Utilities	3,000 " "	13
	<u>1,388,150 sq. ft.</u>	<u>6,839</u>

To provide this amount of space and taking into account proposals for future use of existing buildings as discussed hereinafter it is estimated the following new structures will be required and should be considered in the future construction programs.

(1) Short Range Program

- | | |
|---------------------------------|---|
| (a) Labor and Industry Building | 300,000 sq. ft. Expanded by 1983 to 350,000 sq. ft. |
| (b) Health Department Building | 167,500 sq. ft. Expanded by 1983 to 222,000 sq. ft. |
| (c) Education Building | 72,500 sq. ft. Expanded by 1983 to 75,600 sq. ft. |

(An additional building, for the Department of Agriculture, is also under consideration in the near range construction program but since it is proposed that it not be erected in the City of Trenton it has not been included in this list nor is it dealt with any further in this survey.)

(2) Long Range Program

- | | |
|---|-----------------|
| (d) Law and Public Safety Building | 125,000 sq. ft. |
| (e) Office Building for combined use of the Department of Institutions and Agencies and the Department of Defense | 183,000 sq. ft. |
| (f) Office Building for combined use of Departments of Banking and Insurance, Civil Service, Public Utilities and Conservation and Economic Development | 183,000 sq. ft. |
| (g) Office Building for the Treasury Department | 250,000 sq. ft. |

In setting forth this long range program this office would like to emphasize that assignment of the various Departments to one building or another has no particular significance other than to make possible the suggesting of building blocks of certain sizes. The final determination of space assignment would of course depend upon the scheduling of construction and would have to be the result of much more thorough investigation than is covered by the scope of this report.

The foregoing analysis thus shows that a total of seven buildings

with a combined gross area of 1,388,000 square feet must be planned to meet the potential need for office space. It is to be noted that this space does not include any allowance for future needs of the Legislative or Judicial Branches which Branches it has been assumed will remain in a restored and rehabilitated State House and a remodelled and modernized State House Annex. As stated above the proposed building for the State Department of Agriculture has also not been included. In brief, this total of 1,388,000 square feet of space is the amount to be considered in projected new buildings with which this report is concerned.

In establishing this total area required for ultimate needs it will be noted this office has not made any allowance for use of space in the existing State Office Building and for the significant space that may become available in the State House Annex when agencies located there presently are moved into new buildings. This is because, in the opinion of this office, these two spaces would be of value only in the filling of interim needs.

The State Office Building now housing the Department of Institutions and Agencies has already an age of about 35 years, has no particular architectural or historical significance and is located on a plot not large enough to permit efficient expansion. It would serve a good purpose until new buildings became available but should not be considered as part of the ultimate development. Any surplus space in the State House Annex should, in the opinion of this office, be held as a reserve for possible expansion of the Judicial or Legislative Branches.

D. PARKING FACILITIES

The estimate by this office of area required for parking facilities has been based on the anticipated number of employees as derived from interviews with the various departments of the State government.

From the foregoing tabulation it will be seen that approximately 6,800 employees are expected to be quartered by 1983 in new State office buildings. Other personnel and employees in the Legislative Branch and the Judicial Branch remaining in existing buildings have been considered as absorbing present parking areas except possibly for existing Parking Field #5.

In approaching the problem of determining the amount of parking space required it was necessary to establish a ratio between number of employees and number of vehicles to be parked. During the aforementioned discussions with the various departments the question was raised as to what percentage of employees held parking permits at the present time and it was found that on the average the figure was about 50%. It was further revealed that a greater number of permits is presently issued than there are parking spaces. This appears to be practical because existing Parking Field #5 is rather remote from State office buildings and although employees request permits the actual use factor in the field is only one to three. It is the belief of State personnel in charge of parking facilities that requests for parking permits would be very high, in fact approaching the 100% level in the event parking facilities were provided immediately adjacent to proposed new buildings and that the use factor would also be high.

On the other hand experience in commercial office building construction indicates that providing of parking space for all employees is completely impractical from an economic standpoint. Since Trenton has a good public transit system that apparently could be readily extended to any concentration of new State buildings it is believed no hardship would be caused employees if the number of parking spaces were held to a level consistent with normal commercial practice. It may be noted also that the advantages of an office location in or near the center of a city compensates employees for the lack of the parking facilities that might be available in a suburban location. It should be taken into account too that the John Fitch Way Redevelopment Project includes proposals for the construction of extensive middle income housing which conceivably could find favor with State employees and would be within walking distance of any State buildings placed in the area.

For the purposes of this report this office has had to assume a certain ratio of parking spaces to employees and has concluded that at a maximum this should be one space to each three employees. For the 6,800 employees expected by 1983 some 2,270 spaces thus would be required. Based on an allowance of 350 square feet per car, a total area of 800,000 square feet of garage or parking space would be needed. It is believed possible to attain this figure plus an allowance for visitor parking by use of covered and open spaces indicated in a general fashion on illustrations bound with this report. If, in the ultimate development, the State decides the ratio of parking space to employees is too low the increased area requirement would have to be met by use

of multi-tier parking garages. During the initial stages of the program, of course, adequate space would be available for an increased ratio if land were acquired by the State for its ultimate needs.

E. PROJECTION FOR FIFTY YEARS

The investigation by this office of future requirements has been concentrated on the next 25 years until the year 1983. To project requirements for 50 years with any chance of accuracy has been indicated as entirely impractical by personnel interviewed. It can be noted that whereas some departments expect a tapering off after the expansion of the next 10-20 years and others see a trend toward transfer of functions to branch offices there is past history in some cases of rapid expansion due to assignment of new functions. To meet this situation this office proposes that when the final buildings of the present programs are scheduled for design future needs again be examined and these structures increased in height or horizontal dimensions as and if necessary.

F. PREVIOUS PLANS FOR OFFICE BUILDING CONSTRUCTION

Plans and specifications were prepared in 1946 for a proposed State Office Building of 390,000 square feet area to be constructed on a site between West State Street and Lafayette Boulevard directly west of the existing State House Annex. It is believed the State should not plan to use these plans and specifications for any part of the present or future program for the following reasons:

- (1) Since their development the technique of office building design has undergone very significant changes resulting in greatly increased flexibility and efficiency. The most important development has been the introduction of modular planning which has effected not only architectural treatment but mechanical and electrical design as well. It is believed such modular planning could be obtained less expensively than the design covered by the old plans and that it is essential to an adequate modern office building.
- (2) Mechanical and Electrical Designs do not provide for the flexibility of space arrangement mentioned above as a feature of modular planning nor for use of improved equipment developed over the last decade. No provision is included, for example, for IBM or other automation equipment which can be expected to become a part of any future State operations. Revision of plans and specifications to meet current requirements would be an extremely laborious and costly process.

- (3) Present plans show a building with entrances on two levels to suit existing site condition on West State Street. Erection of a structure of this size and population on that site would pose a very serious problem in parking and traffic control. Revision of existing plans and specifications to permit use for a building on another site would require work approaching that necessary for the preparation of new documents.

2. REVIEW OF AVAILABLE SITES

A. GENERAL

As the first step in its consideration of various sites for the aforementioned new buildings and accompanying parking facilities this office has made two assumptions which affect the total number of buildings that would form a proposed complex. These assumptions which are believed to be in line with current thinking in the State Government are as follows:

- (1) That the State will acquire immediately, in order to forestall further commercial development that would tend to confine present State Capitol buildings, those portions of land along south side of West State Street between Willow Street and the State House and between the State House Annex and Calhoun Street which it does not presently own.
- (2) That the acquisition of the above property will permit the construction of a new building or new buildings totalling approximately 200,000 square feet on the approximately 6 acres between the State House Annex and Calhoun Street. Tentatively it is assumed this space would accommodate the Department of Law and Public Safety which works with court and law library facilities which will continue to be in the State House Annex, and the Department of Education. With two buildings thus eliminated from the above list, five remain to be included in the proposed complex.

B. DESCRIPTION OF SITES CONSIDERED

Two sites have been considered, both in the vicinity of the present State House. Site number 1 consists of the space lying between

West State Street and Hanover Street and extending west from Willow Street to Greens Place for a total of approximately 10-2/3 acres. Site number 2 comprises a portion of an area included in an urban redevelopment program proposed by the City of Trenton which lies to the south of present State buildings and the War Memorial and extends along the Delaware River to the present U. S. Route #1 bridge. The specific site considered would cover approximately 25 acres fronting on the River or John Fitch Way and extending from Assunpink Creek to Trent House. It would be somewhat irregular in form and would reach inland to approximately the line of the present Lamberton Street. This site is more clearly defined on illustrations included as Part Three of this report.

C. SITE NO. 1

Advantages of this site lie in its location close to present State buildings, as well as the downtown area, and natural high elevation of the ground. These advantages may explain its having been considered frequently in previous studies of future State building programs. However, it is the opinion of this office that the area of 10-2/3 acres or, even the greater area of 14-1/3 acres that could be created if all the blocks between West State Street, Hanover Street, Willow Street and Calhoun Street were absorbed, would be inadequate for the buildings it is expected will be required for a long range plan. Only by use of high-rise office structures and multi-tier parking garages could sufficient space be found. This concentration of working population and motor vehicles would result in a traffic load that local city streets would not be able to absorb.

It is understood from discussions with planning consultants of the Greater Trenton Council and the City of Trenton that the area lying between State and Hanover and Willow Streets and Taylor Place, comprising approximately 6-1/4 acres, is assigned to Public Use in a proposed land use plan included as part of the Second Urban Redevelopment under consideration by the City of Trenton. Land obtained through this means would possibly be priced at the same level in this location as in the John Fitch Redevelopment area since the re-use value would be about equal. However, the City is not committed to going ahead with this second redevelopment project, and it is, furthermore, quite unlikely any additional area to the west would be included since the present character of the neighborhood is such as to not justify redevelopment. It thus appears that to be assured at the present time of any

significant portion of this Site No. 1, it would be necessary for the State to obtain the land by its own devices. This would mean the paying of a relatively high price for the land by the State and the loss of valuable ratables by the City of Trenton.

D. SITE NO. 2

The advantages of this site lie in the flexibility as to size and form resulting from its being part of the proposed 107-acre John Fitch Redevelopment Project of the City of Trenton. A plot of adequate size is found to be available with road and street pattern left free to change to best suit demands of the new buildings. The location in a part of an urban redevelopment project should assure the surrounding areas being of new construction and modern design and due to project participation by the Federal Government will permit purchase of land at far below the cost to be expected if bought directly by the State. Proposed highway and freeway construction in the vicinity assures a direct connection for vehicular traffic into surrounding network of high speed arteries and would free local city streets from use by a large part of the traffic originating from proposed office buildings.

Use of this site would require consideration to be given to its susceptibility to flooding. Protection against high water to a level at least as great as reached by the flood of August 1955 would have to be provided, and it would seem unwise to place an occupied floor of any building at an elevation under that level. Possibilities exist, however, of using lower levels, say down to present grade, for parking garage space which would not be seriously damaged if flooding occurred.

As part of its investigation, this office contacted the Corps of Engineers, U.S. Army, which, through the office of the Philadelphia District, is presently engaged in studies of flood control for the Delaware River Valley. It was found results of these studies would probably not be available until September 1959 and that no prediction could be made at this time as to the effect in the Trenton area of proposed dam building programs on the upper reaches of the river. Thus, although it is possible that further measures might be taken by other agencies to prevent flooding, it should be considered as a necessary part of further planning for this site that some form of flood protection be built in. Preliminary studies by this office indicate practical means of protection from high water are available and it is to be hoped this subject will be given further attention when studies of new road and freeway network are undertaken by those agencies responsible therefore.

3. TRANSPORTATION FACILITIES

The City of Trenton is served by a comprehensive network of bus lines, many of which pass through the area of present State House and could be diverted or connected to other lines to serve the new John Fitch Area. Such bus lines would provide convenient connection between railroad stations and either of the proposed sites and adequate taxicab service is also available.

However experience indicates a large portion of both employees and visitors will choose to travel to the State buildings by private car. Ready access to and from freeways or limited access roads is therefore an important consideration in site selection.

The impact of adding traffic to local streets as would occur if Site No. 1 were used has already been discussed. Site No. 2, on the other hand, is conveniently placed in relation to both present and proposed major routes. It has been determined by conferences with representatives of the Greater Trenton Council and with the State Highway Department that two plans have been developed for interconnection of the East-West and North-South Freeways. Either of these two plans would provide necessary access to this site.

4. COORDINATION WITH PLANNING OF CITY OF TRENTON AND THE GREATER TRENTON COUNCIL

A series of meetings has been held with the planning consultants of the Greater Trenton Council and the City of Trenton to determine the scope and timing of redevelopment programs proposed by those bodies. Particular attention was given to their intent in regard to the John Fitch Way Redevelopment Project and land uses assigned therein. The consideration given by this office to use of a site in that area is believed to be entirely within the framework of plans advanced by the planning consultants. Willingness has been shown by them to establish the network of new streets in the area in a pattern most convenient for servicing the site. It is to be noted further that Trent House, which is to become a featured historic site and provided with more adjoining park area, has been treated as a focal termination point in the architectural concept developed for this site.

5. CONCLUSIONS AND RECOMMENDATIONS

After review and consideration of data and findings as given above, this office offers its conclusions as follows:

- a. It is feasible to build a complex of State office buildings designed

to serve the needs of this State over a period of 25 to 50 years and located in downtown Trenton. Approximately 25 acres of land would be required and the John Fitch Way Redevelopment project is expected to make such an area available by the City of Trenton for purchase by the State. One concept of how such a complex might be arranged on the site is indicated on illustrations accompanying this report.

- b. No other tract of land in the vicinity of the present State House and of size sufficient to take the required buildings and to provide parking space is available at the present time at a cost comparable to that which should prevail under the John Fitch Way Redevelopment plan.

Office buildings located in the John Fitch Way area would be conveniently and efficiently served by both public transportation systems and by the network of highways and freeways now existing or projected for the Trenton area. They would, in addition, be within easy walking distance of center of city shopping, banks, etc.

- d. A complex of office buildings in the John Fitch Way area would form a valuable part of the redevelopment plan of the City of Trenton and would contribute substantially to the success of the project. At the same time, the reconstruction of the entire 107 acre redevelopment project would enhance the setting of the proposed new State buildings and assure stability in surrounding areas for the foreseeable future.
- e. The buildings now required by the State for its near range plan could not be placed on any land presently owned by the State near the State House nor on the tract between the State House Annex and Calhoun Street even if it were acquired in its entirety. Additional land must therefore be acquired and the John Fitch Way area presents an opportunity to do this in the near future at most reasonable cost.
- f. With the initiation of new buildings on a new site, long range planning is essential to permit use of a central heating plant and a combined utilities system to serve the initial as well as the ultimate buildings. If sufficient land were not acquired at this time for the ultimate development, future buildings might have to be located on widely separate plots and any central utilities system or internal circulation between buildings would be impossible. The only alternate to such dispersal would be the acquisition of land at cost greatly in excess of that now foreseen.

- g. This study has shown a continuously increasing need for office space that will continue over the next twenty-five year period. It also has indicated the present widely dispersed rented and leased spaces to be highly unsatisfactory and inefficient from the standpoint of both State personnel and the public served.
- h. A uniform requirement exists among many departments for file space of an inactive or semi-active type. It would seem to this office that some of this file space might be provided by the less expensive construction of a record storage building that would not need to be located in this complex. It has also been found that a similar need exists in many departments for conference and hearing rooms, and it is believed organizing of offices in a complex will make possible combined and more efficient use of such facilities. Another joint facility that might be considered is one for I. B. M. and similar automation equipment. None of these items will materially affect the estimate of ultimate space need established for this report, but it is believed desirable they all be given further study when the next phase of planning is undertaken.

Based upon the foregoing conclusions and findings this office offers the following recommendations to the Commission:

- a. That steps be taken immediately to acquire from the City of Trenton 25 acres of land in the John Fitch area and generally as shown on plans and sketches included in this report but with actual boundaries to be determined upon completion of the development of a master plan. This land is exclusive of such additional areas as may be required by the State Highway Department or other agencies that will develop plans for highways, freeways, interchanges and through roads.
- b. That the State acquire through its own means such properties as it does not presently own in that area south of West State Street extending from Willow Street to Calhoun Street. This should include properties adjacent to the Old Barracks as well as to the west of the State House Annex.
- c. That the State acquire on the north side of West State Street immediately opposite the State House and on either side of the existing access passage leading to the State Office Building, such additional area as to make a total width equal to that of the present State Office Building plot. The intent would be to create a plot for either a future park opposite the State House or for possible future sale or release to the City when the State Office Building

is vacated. The vacating of the existing State Office Building when new space is available in the proposed Office Building Complex is made as an accompanying recommendation.

- d. That the State initiate immediately a program of master planning for its future building program with a view toward determining in conjunction with the planning of the State Highway Department and agencies of the City of Trenton and the Greater Trenton Council the exact boundaries of the tract to be acquired and the assignment of sites within that tract and in the West State Street area for buildings in the short range building program. This planning should include the making of a topographical survey and subsurface investigation and should result in the development in detail of a master site plan for all State buildings in both short and long range programs.
- e. That the State set up within its organization an office charged with maintaining an up-to-date record of space needs and making forecasts of further needs over intervals of five, ten, fifteen and twenty years.
- f. That the State give consideration to the present opportunity of acquiring land at lower than normal cost, and if its financial position will permit, to obtaining the additional approximate 3-1/2 acres of land lying between Trent House and the proposed John Fitch Way-Route 1 interchange. This would be done with a view toward creating a park and assuring the full available River frontage for State buildings or as a protection against requirements for space that might arise but could not be considered as a reasonable subject for inclusion in the present survey.

N.J. STATE LIBRARY
P.O. BOX 520
TRENTON, NJ 08625-0520

Acknowledgments

Frank Grad & Sons would like to express herewith its appreciation and gratitude for the cooperation and assistance of the numerous individuals contacted for the purpose of obtaining information used in the preparation of this report. Among these it is desired to name specifically the following:

For general direction and guidance, furnishing of previously published data and the arranging of contacts with the Legislative Commission, the Greater Trenton Council, the City of Trenton and the State Highway Department: William M. Lanning, Assistant Secretary to the Commission.

For introduction to Departments of the Executive Branch and arranging of interviews to obtain information on space requirements: Charles F. Sullivan, Director, Division of Purchase and Property, Treasury Department.

For information on space requirements of Departments of the Executive Branch:

Department of Labor and Industry	Frank Judge H. T. Urian
Department of Health	Dr. Jesse Aronson John Van Ellis
Department of Education	Dr. F. B. Stover Dr. C. O. Westby
Department of Law & Public Safety	J. Thevos F. C. Nixon
Department of Institutions & Agencies	Cantwell Walsh
Department of Defense	Colonel Herman L. Mack
Department of Banking & Insurance	Commissioner Chas. R. Howell Deputy Comm. J. C. McKenna L. C. Lippincott

Department of Civil Service	John Farrell Ralph Shaw William Druz John W. Ireland
Department of Conservation and Economic Development	Frank Tracy F. G. Wombwell
Department of the Treasury	Robert T. Cubberley
Department of Public Utilities	H. J. Flagg

For information on site conditions - John Fitch Way Redevelopment Area; Meredith E. Johnson, State Geologist; Dr. Kemble Widmer, Assistant State Geologist; Joseph Walsh, City Engineer, City of Trenton.

For population statistics, Gladys Ellsworth, Research and Statistics Branch, Department of Conservation and Economic Development.

For information regarding parking facilities for State employees, Harry Walsh, Division of Purchase and Property.

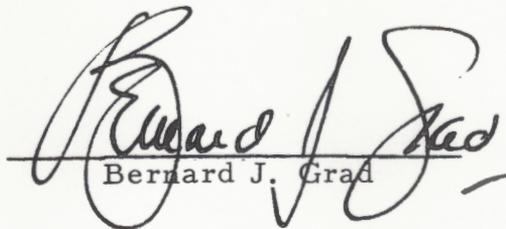
In addition, acknowledgment is made of the continuous and complete cooperation received from the firm of Candeub and Fleissig, planning consultants to the City of Trenton and the Greater Trenton Council. Messrs. Isadore Candeub, John Cannon and Nicholas Ryshkoff-Karr of that organization attended numerous meetings in this office and made available full data developed by them on the John Fitch Way Redevelopment Project.

Upon initiation of work on this report representatives of this office attended a meeting of the Commission on February 14, 1958 in the State House at Trenton which was followed by a joint meeting presided over by Charles Tyson, President of the Greater Trenton Council, at which in addition to members of the Commission were Mayor Donal J. Connolly of the City of Trenton, Officers and Trustees of the Greater Trenton Council and representatives of Candeub and Fleissig. The broad outline of work being undertaken by the City of Trenton and the Greater Trenton Council was outlined at this joint meeting and the position of the State Government in relation thereto was also reviewed.

On March 5, 1958, a meeting was held in the Governor's office to review proposals of the State Highway Department for future construction in the John Fitch Way area. This meeting was presided over by Chair-

man Stout, then acting Governor, and was attended by Commissioner Dwight R.G. Palmer and Messrs. Otto H. Fritzsche and Fred L. Gerard of the engineering staff of the State Highway Department, Senator Ridolfi of the Commission, Messrs. Edward Henry and James Kerney, Jr. of the Greater Trenton Council, Messrs. Candeub, Cannon and Ryshkoff-Karr of Candeub and Fleissig and Messrs. Howard Grad and Stanley C. Brogren of Frank Grad & Sons. This meeting also reviewed studies of Candeub and Fleissig for road and freeway design and ended with the statement of Commissioner Palmer that in view of the new proposals for future use of the John Fitch Way Area for a State Office Building Complex a further study of highway plans to serve that area was indicated and would be undertaken by his department.

Respectively submitted by FRANK GRAD & Sons
Architects & Engineers


Bernard J. Grad

Date: April 1, 1958.



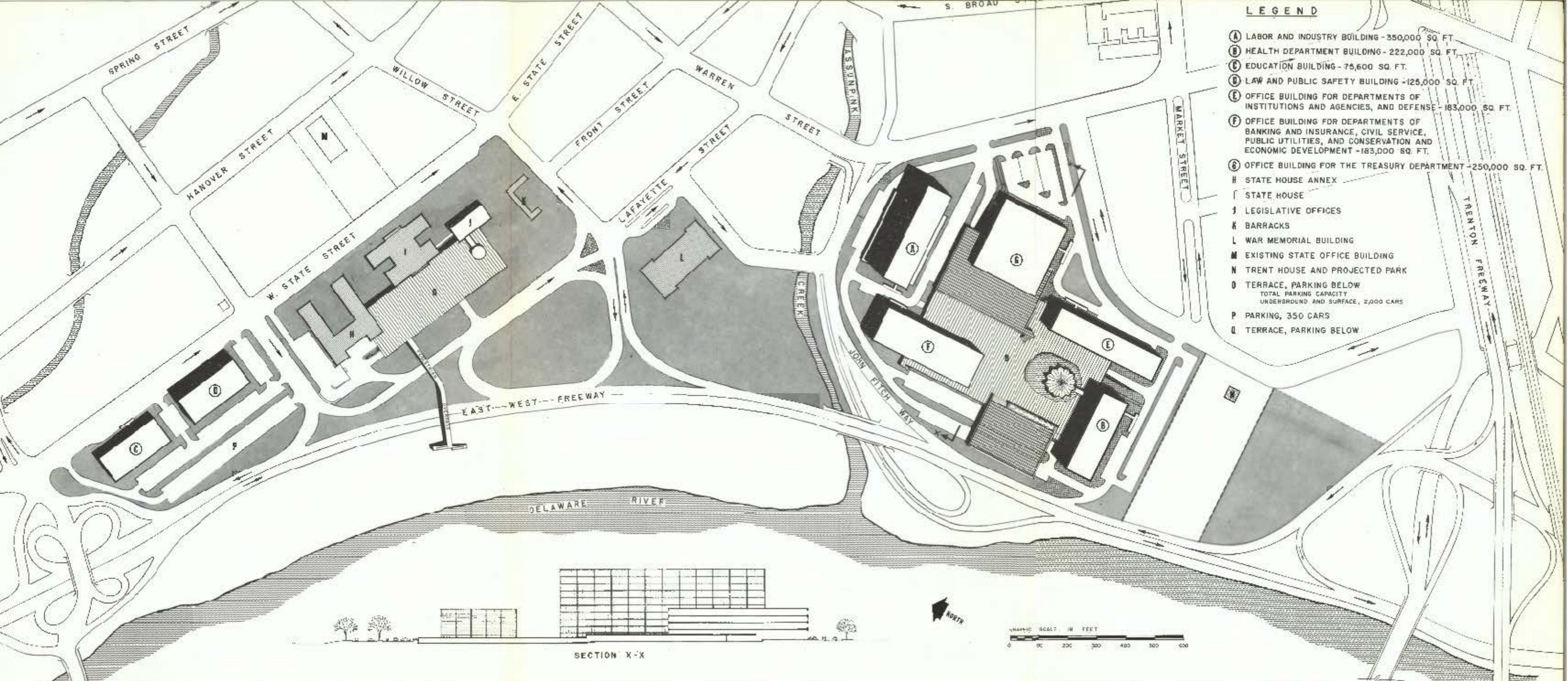
PART THREE
EXHIBITS TO ACCOMPANY PART II

The following exhibits are attached hereto to illustrate one concept of how State office space requirements could be met in accordance with conclusions and recommendations stated in Part Two of this Report:

AERIAL VIEW OF STATE OF NEW JERSEY
OFFICE BUILDING COMPLEX REDEVELOPMENT
PROGRAM IN THE CITY OF TRENTON

SITE PLAN OF PRESENT AND PROJECTED
STATE OFFICE BUILDINGS, TRENTON, N. J.

JOHN FITCH WAY - RECOMMENDED LAND
ACQUISITION PLAN



SITE PLAN OF PRESENT AND PROJECTED STATE OFFICE BUILDINGS, TRENTON, NEW JERSEY

FRANK GRAD & SONS, ARCHITECTS - ENGINEERS

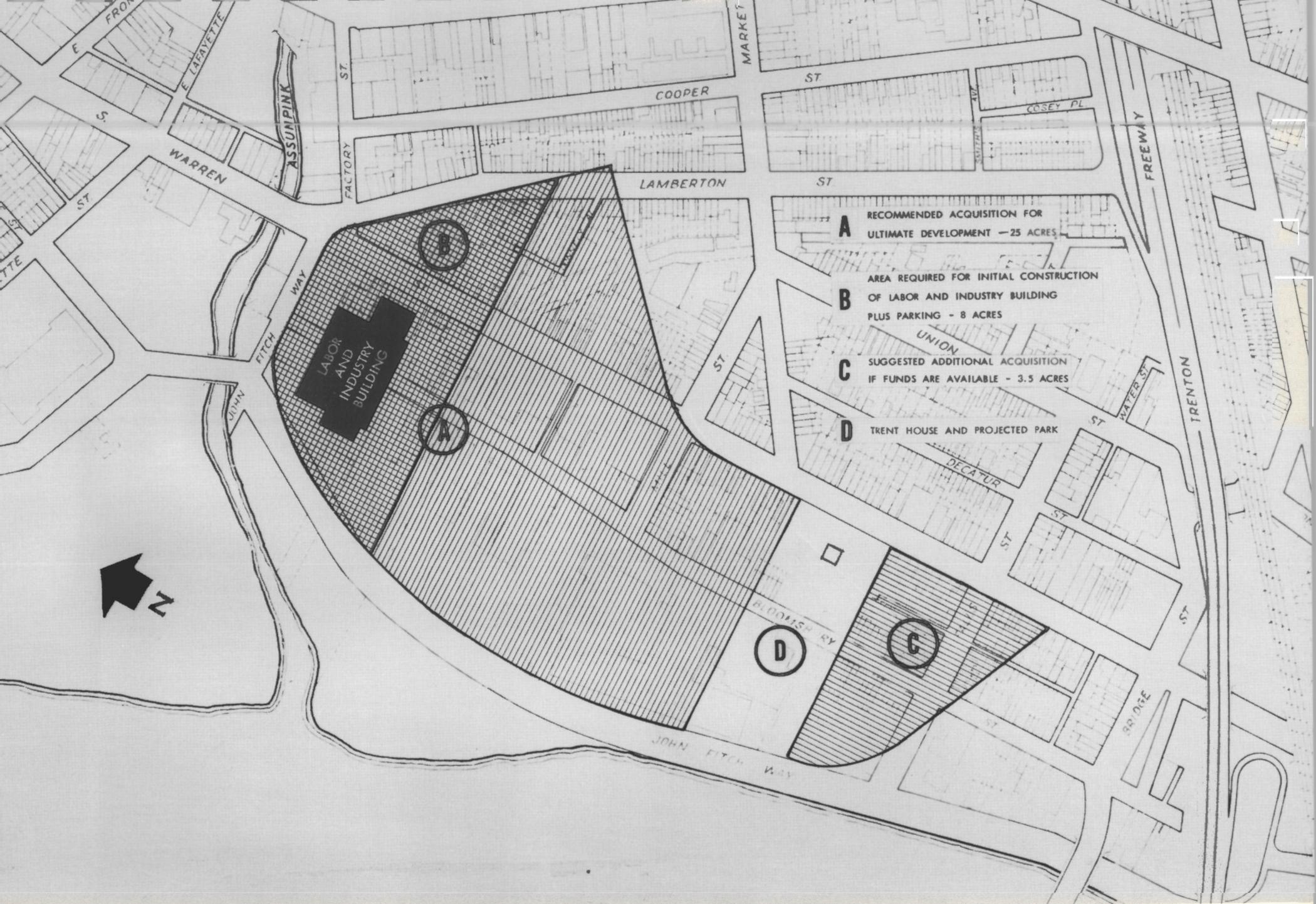
APRIL 1, 1958



STATE OF NEW JERSEY OFFICE BUILDING COMPLEX REDEVELOPMENT PROGRAM IN THE CITY OF TRENTON

FRANK GRAD & SONS - ARCHITECTS & ENGINEERS

APRIL 1, 1958



JOHN FITCH WAY - RECOMMENDED LAND ACQUISITION PLAN

FRANK GRAD & SONS, ARCHITECTS-ENGINEERS

APRIL 1, 1958

