

Two Rail Issues

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NORTHEAST RAILROAD REORGANIZATION

Regional Plan Association's concern for an efficient rail network serving the Region dates back to its first Regional Plan of the nineteen twenties. In 1961, the Association completed a study of *Commuter Transportation* for the United States Senate Committee on Interstate and Foreign Commerce, which laid much of the groundwork for subsequent Federal and State involvement in commuter rail operations. In 1965, Regional Plan submitted to Congress extensive testimony calling for high-speed rail passenger transportation in the Northeast. Regional Plan has continued to monitor rail passenger and freight developments, advancing specific proposals from time to time, the latest in the *Mid-Hudson Development Guide* (October, 1973).

In January, 1974 the Regional Rail Reorganization Act of 1973 became law, with potentially far-reaching effects on the New York Region. It foresees the restructuring of rail service in the Northeastern United States in the following steps:

1. The U.S. Secretary of Transportation (DOT) prepares a report with recommendations for rail service in the eighteen-state area.
2. The Rail Services Planning Office of the Interstate Commerce Commission (ICC) holds public hearings and prepares its evaluation of the report.
3. The U.S. Railway Association established under the Act, prepares a Preliminary System Plan based on the DOT and ICC reports, by November 1, 1974.
4. The ICC holds hearings on the Preliminary System Plan, and evaluates it by January 1, 1975.
5. The Association prepares a Final System Plan.
6. The ICC evaluates it.
7. The Final System Plan is submitted to Congress in Spring, 1975.

The Secretary of Transportation's report was published on February 1, 1974 and public hearings in New York City were held by the ICC on March 11, 1974.

In brief, the three-volume DOT report makes the following recommendations affecting the 31-county New York Region:

1. Numerous duplicative main rail lines between cities should be consolidated into a few high-density routes; the routes to be maintained, however, are not explicitly specified.
2. Competitive rail service—that is, service by more than one carrier—should be maintained only to

the largest freight destinations, which, in this Region, are the "zones" of New York City, Newark and New Brunswick.

3. Lightly used branch lines—those with stations generating less than 75 freight car loads per year, and satisfying certain other criteria—are "potentially excess" and candidates for abandonment.

In the 31-county New York Region, about 40 branch lines, approximately 500 miles in length, are classified as "potentially excess." This is about one-fifth of the 2,500 miles of rail routes in the Region, compared to about one-quarter of all mileage classified as "potentially excess" in the entire Northeast. Their abandonment would affect about 3.2 percent of the carloadings in the Region, compared to about 5 percent in the entire Northeast. However, the impact on various parts of the Region is uneven: the suggested abandonment in the Mid-Hudson area would affect about 40 percent of the carloadings there.

While the overall strategy has a sound basis, it is devoid of specific positive goals for improved rail-freight service; it focuses too narrowly on existing patterns of rail use and does not sufficiently consider:

- A. Potential re-alignment of rail freight flows.
- B. The needs of passenger service.
- C. The land-use implications of alternative routings.

It is with these considerations in mind that Regional Plan Association submitted the following two statements for the record to the Interstate Commerce Commission following its hearings on March 11, 1974.

STATEMENT

By **John P. Keith, President**
Regional Plan Association

Regional Plan Association appreciates the opportunity for a citizen planning organization to put before you its views on the reorganization of the railroads in the Northeast United States. We believe that whatever finally emerges from your deliberations will be a major determinant of the physical and economic development of the tri-state New York Urban Region for the next century.

Since we have had to prepare our testimony on relatively short notice we are dividing it in two. Today I will give you our broad concerns and an outline of our specific suggestions. We will file a more detailed statement on routings and levels of service with maps before the record is closed.

We have looked at both the objectives and the proposals of the Department of Transportation report from the perspective of our own Second Regional Plan for the 31-county Region. That plan, toward which we have been working for the past decade, speaks to issues much in the forefront today—land

use, environment, and energy consumption. Basically the Plan prescribes: concentrate development to conserve open space, to allow for greater use of public transportation and to reduce highway needs and automobile dependence. The DOT proposals in our judgment do not produce a balanced transportation system, with each mode used to its best advantage.

Having undermined the railroads by competitive highway construction, we now look at the rail system not as what it should be but, instead, how cheaply we can maintain this vestige of the past. Consequently, the DOT report is basically regressive. It does not examine the future needs of this Region which is still growing and changing. Nor does it examine what level of improvement it would take to attract a greater share of truck traffic to rail; and it deals with passenger needs almost as a footnote. It does not measure the impact of the proposals on the Region's economy, which is declining relative to the rest of the nation. We need regenerative, not degenerative solutions.

We do agree that there is excess rail mileage in the New York Region; some mileage should be cut. We also believe that higher standards of service can be achieved if retained trackage is related to traffic density. But that is not enough. Let me give two examples of what is wrong:

Recently made known, but virtually ignored by the press, is the decision of Amtrak to **move forward to 1920** equipment for the Metroliner. Amtrak has ordered conventional electric locomotives and conventional locomotive hauled coaches to expand Metroliner service. Because of difficulties in making their new self-propelled high-speed equipment work, Amtrak is taking this highly regressive step. Moreover, they are studying abandonment of the existing high-speed self-propelled Metroliner cars. We are assured of no improvement over present Amtrak Metroliner service—the three hour New York-Washington trip. Every other western country, **and Japan**, has managed to achieve high-speed rail service because they have been willing to make the initial investment in research and development and in the cost of upgrading the right of way. We have attempted to do half a job and are falling back on that.

Back in 1962, in a joint report with the Twentieth Century Fund, RPA first called for high speed service from Boston to Washington. In 1965, when we testified on the legislation for the present Metroliner service, we pointed out two salient facts, which are just as true today:

First, high-speed rail service along the corridor would link downtowns and thus would help preserve our central cities and discourage spread development and auto dependency. Second, a two-hour New York to Washington train service would all but eliminate the air shuttle service and reduce the pressure for a fourth jetport. Furthermore, air travel consumes four

or five times as much energy per passenger mile as train travel.

Now, we must ask, would it not be better for this Region, for the cities along the eastern coast and for the nation to take one billion dollars or two billion dollars—for in either case it is taxpayer funds—and invest it in Northeast corridor service rather than in new airports?

Moreover, if Amtrak returns to locomotive hauled trains, it will slow down the speed with which trains can get through the Hudson River tunnel and defeat the effort to bring in more commuter trains to Pennsylvania Station. A locomotive hauled train takes up about twice the room of a self-propelled train. Chalk up a point for regressive thinking.

One other example. Ten years ago when the Penn-Central took over the New Haven it downgraded the Poughkeepsie bridge freight route to New England in favor of the Albany crossing along its own tracks. Connecticut, Rhode Island and Long Island suffered. Freight service to southern New England and Long Island takes extra days, and a 300-mile detour. But in recommending which lines to maintain, the Department of Transportation accepted this backward step acting as though the Poughkeepsie route never existed. In fact, it proposes a key segment of the Poughkeepsie route for abandonment, cutting the Boston to Washington Megalopolis in two.

That position is simply not acceptable for the New York Region. Just as in the days when the Port Authority was formed in 1921 to provide freight crossings, the Hudson River remains the greatest barrier to interstate commerce in this Region. To overcome it, the Poughkeepsie bridge route is essential for now. In the future, new passenger and freight tunnel crossings will have to be undertaken.

SUPPLEMENTARY STATEMENT

By Boris S. Pushkarev, Vice President—Research and Planning Regional Plan Association

Improved rail access is **vital to the economic health** of the tri-state New York Urban Region. The Region's poor economic performance compared to the Nation in recent years, and its continued losses of manufacturing employment have many extraneous causes, but poor quality of rail service to the rest of the country should not be allowed to aggravate these trends further.

A combination of economic factors and Federal policies favoring other modes of transportation has led to precipitous declines in rail freight movement to and from the New York Region. Over the past two decades, the nationwide volume of freight movement by rail increased by 25 percent, while in the New York Region it declined by more than 33 percent. Much of

this decline is due to the Region's shift away from coal as an energy source, and to the shift away from manufacturing and toward white-collar activities as an economic base. Not to be underestimated, however, is **the difficulty of rail access to parts of the Region east of the Hudson River**—New York City, Long Island and Connecticut—which **places a disproportionate reliance on truck movement at the expense of rail.**

The above-average length of haul for rail freight in the New York Region, particularly east of the Hudson River, indicates that rail is not competing effectively with trucks for the medium-haul market here. By 1972, the New York Region accounted for 20 percent of the population of the 18-state area under consideration in the Regional Rail Reorganization Act, but only 5 percent of the rail freight generated.

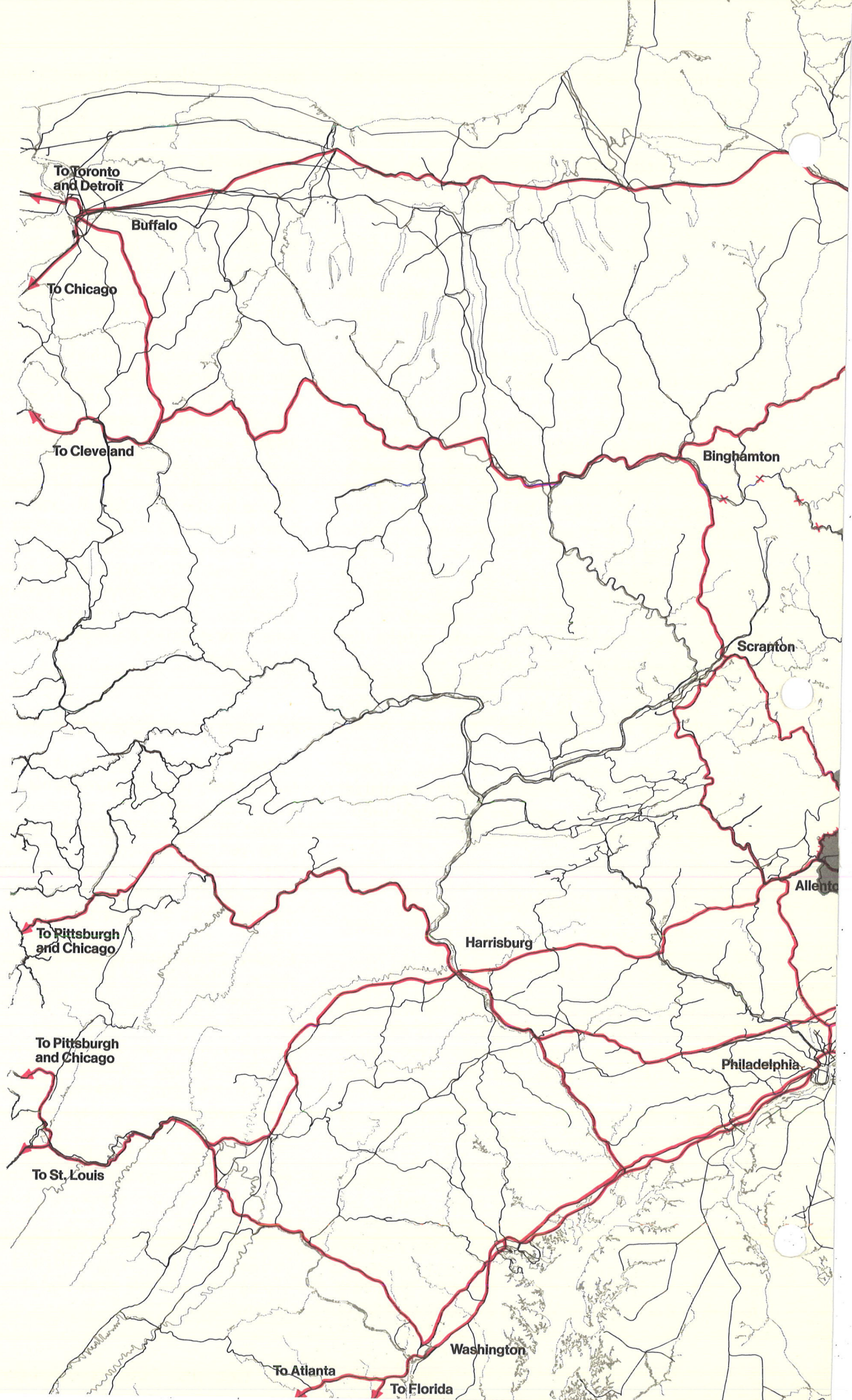
Considerations of **energy conservation and environmental quality** are potent arguments for a greater reliance on movement of freight by rail, at the expense of both trucks and air freight. Approximate figures for the New York Region indicate that trucks here use roughly ten times, and air freighters nearly 100 times the amount of energy per ton-mile carried as trains do. Obviously, both of these modes perform particular types of service for particular commodities which rail could not possibly perform, but in the area where competition is possible a shift to rail should be encouraged.

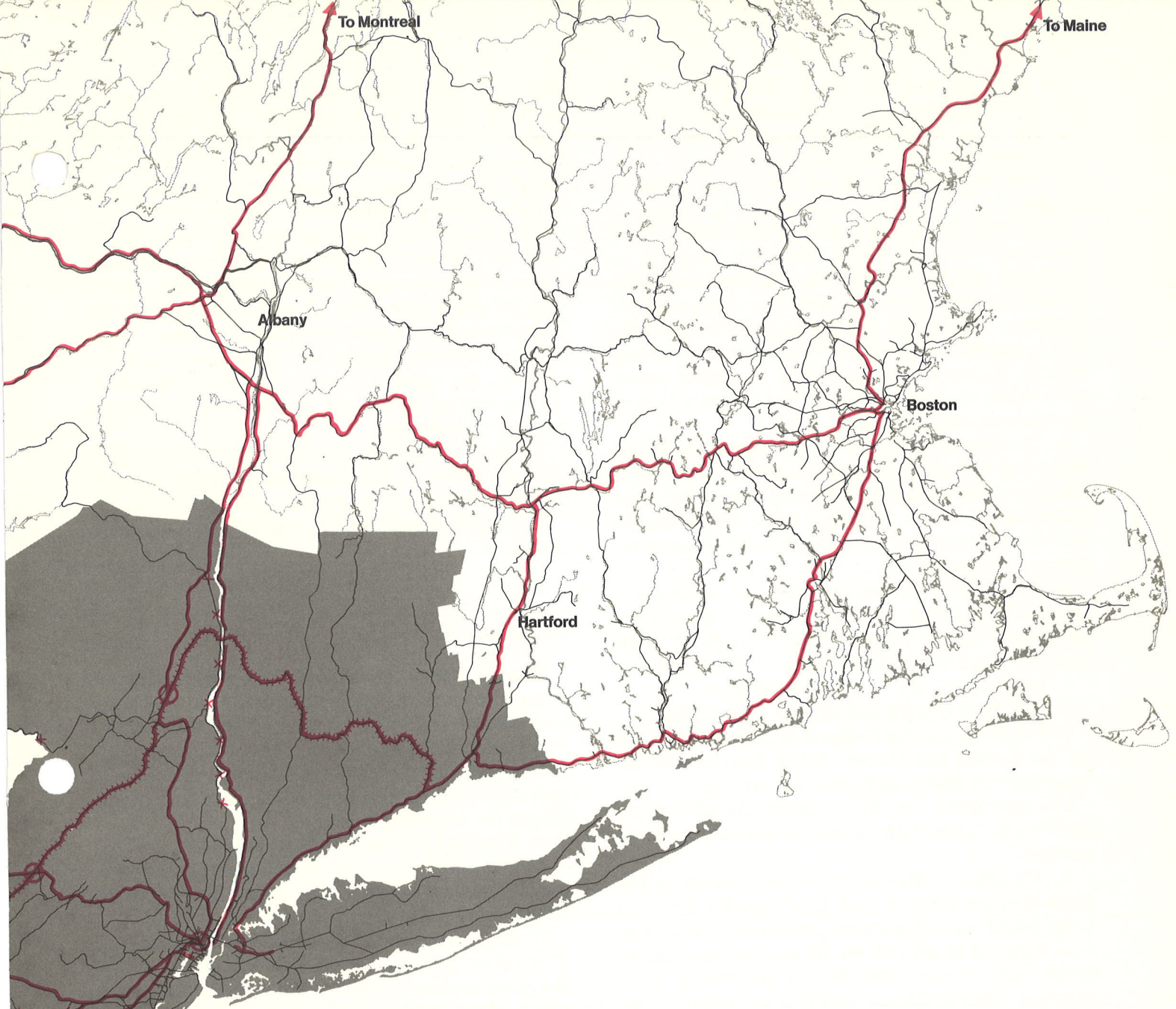
Policy with regard to interstate freight mainlines

Regional Plan recognizes that consolidation of interstate freight traffic movements on a few high-density routes is essential to provide more direct routing, reduce the amount of switching, reduce car waiting time, reduce maintenance expenses and achieve a better efficiency of track-utilization. However, to emphasize the need for abandoning or downgrading the numerous duplicative mainlines is not enough. The Secretary of Transportation's report does not give enough prominence to desirable standards to which the mainlines should be upgraded, and to new construction that is essential to allow truly modern high-intensity service at high speeds.

Map 1 shows an illustrative system of interstate freight mainlines which we feel is essential for the New York Region. It reflects four criteria of selection:

1. Minimizing the mileage required between major cities.
2. Allowing for the flexibility of two alternate routes in the major directions of movement.
3. Allowing for by-passes around the most congested centers.
4. Taking into account the positive environmental impact of removing railroad trackage from ecologically valuable areas that should be kept out of urbanization.

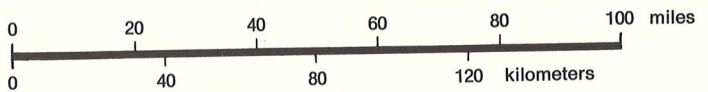




NEW YORK REGION

**MAP 1
ILLUSTRATIVE NETWORK OF INTERSTATE FREIGHT MAINLINES**

- Potential interstate freight mainlines
- - - - Poughkeepsie Bridge Route
- x x Mainlines which can be abandoned on environmental grounds
- New connections needed



On that basis, the eight potential mainlines within the New York Region are as follows:

1. The shore line to New Haven with branches to Springfield and Providence-Boston.
2. The Hudson Division of the Penn Central to Albany.
3. A route to Albany west of the Hudson River consisting of a section of the Erie mainline to Maybrook, the Walkill branch of the Penn Central to Kingston, and the existing West Shore route north of Kingston. This would make it possible, in the long run, to abandon much of the West Shore right-of-way through Palisades Interstate Park and other scenic areas in the Hudson Highlands, and devote it to conservation and recreation use.
4. The Erie-Lackawanna line through the Delaware Water Gap to Scranton and Binghamton. This line is sufficient to serve that corridor and the parallel route following the scenic Delaware River Valley can be abandoned, if the right-of-way is devoted to conservation and recreation use.
5. The Jersey Central mainline to Allentown-Bethlehem. This line is sufficient to serve the corridor and parallel Lehigh Valley trackage, through the south branch of the Raritan River Valley, can be abandoned.
6. The Reading mainline to Philadelphia.
7. The Penn Central mainline to Philadelphia.
8. The Poughkeepsie Bridge Route from Allentown via the Lehigh and Hudson River Railway and the Poughkeepsie Bridge to Devon, Connecticut.

The latter route, a portion of which the DOT report classifies as "potentially excess," is essential for three reasons:

A. The absence of fixed rail freight crossings of the Hudson River in New York City impedes access to Long Island and Connecticut, and makes access to New England in general via Albany and the parallel Boston and Albany and Boston and Maine lines through Massachusetts unduly circuitous. The Poughkeepsie Bridge Route is at present the shortest continuous overland route from the eastern half of the New York Region and from much of New England to the entire southwestern quadrant of the nation.

B. It provides a by-pass around the complex core of the New York Region.

C. It offers the possibility of **competitive** rail service, i.e., service by two carriers, to Connecticut and Long Island.

The DOT report subdivides Connecticut into 12 fairly small "zones" and on that basis calculates that none warrants competitive rail service. However, if Connecticut were to be considered **one** urban area, which in many respects it is, it would satisfy the DOT criteria for warranting competitive service.

A related issue is freight service to Long Island, which the DOT report does not deal with, because the state-owned Long Island Railroad is technically not

bankrupt. However, Long Island freight service currently is a deficit operation, which it need not be, if the service were provided over Long Island trackage by an outside carrier, such as the proposed Consolidated Rail Corporation, and/or another solvent carrier serving a much larger area.

Selection of the primary interstate mainline routes must be followed by a firm program of reconstructing them to high standards, so that average train speeds can be raised above the 20 to 45 mph that is now customary. This requires straightening curves, building new tunnels, bridges, and grade separations, increasing the capacity of yards, improving signalling, and extending electrification. Two kinds of Federal initiative are needed:

1. Establishing uniformly high standards of right-of-way geometry and maintenance, comparable to those of the Interstate Highway System.

2. Establishing a funding program to achieve these standards.

Policy with regard to secondary freight lines

The criterion of carloads of freight originated or terminated on a particular line, a criterion on which the Secretary of Transportation's report relies almost exclusively to determine whether or not to retain a particular non-mainline rail route, is not sufficient to make such a determination. Three additional criteria should be taken into account:

A. **Continuity of the rail freight network.**

B. **The maintenance of existing passenger service,** and the ability to provide passenger service in the future.

C. **Alternative uses of the abandoned rights-of-way.** This relates to the broader issues of whether or not the maintenance of a rail line in a particular corridor is compatible with the intensity of the desirable land use in the area.

A review of the Secretary of Transportation's proposals for rail abandonments in the tri-state New York Region from the viewpoint of these additional criteria will suggest that of the 500 miles classified as "potentially excess" roughly 100 miles should be kept to provide continuity of the freight system, and another 90 miles to maintain existing, or to provide future, passenger service. On the other hand, some 150 miles of duplicate mainline routes not included in the report could be considered for abandonment.

Continuity of the rail freight network

An emphasis on the Poughkeepsie Bridge Route in the planning of a mainline network for the Northeast also requires that appropriate connections to it be maintained or built, so it can have access to most of the intersecting radial main lines.

For example, the link to the Erie-Lackawanna mainline via Andover and Netcong should be kept until a direct connection is built near Andover; the Walkill Branch of the Penn Central through Ulster and Orange counties, and possibly also the Newburgh and Fishkill branches should be maintained. In Connecticut, the continuity of the Naugatuck Valley route from Derby through Waterbury to New Britain and Hartford should not be broken, as proposed. In New Jersey, the possibility of maintaining the Belvidere Branch from Allentown to Trenton, with a connection to Bordentown should be considered.

Reconstruction of the Marion Junction in Hudson County is required to provide a continuous route that would relieve the congested area of Jersey City and Hoboken.

Consolidation of the Central of New Jersey, Lehigh Valley, and Reading operations at the Oak Island yard should be pursued, and the Central of New Jersey bridge over Newark Bay removed.

In outer areas of the Region, when necessary line abandonments threaten a particular industry, relocation assistance to that industry should be considered as an alternative to subsidized service.

Maintenance of passenger service

The withdrawal of freight service from numerous lines which now furnish passenger service would jeopardize the latter unnecessarily. The following lines, classified as "potentially excess" should be maintained because of passenger service, as shown on Map 2.

In Connecticut:	Danbury Branch New Canaan Branch
In New York:	Penn Central Harlem Division to Dover Plains
In New Jersey:	Princeton Branch of the Penn Central Pascack Valley Branch of the Erie- Lackawanna to Spring Valley Gladstone Branch of the Erie- Lackawanna New York and Long Branch Railroad from Bradley Beach south

In addition, the Pompton Lakes Branch of the Erie-Lackawanna and the Freehold to Farmingdale Branch of the Jersey Central should be kept because of their potential for future rail passenger service to rapidly growing residential areas.

Open space considerations

In selecting lines to be abandoned, consideration should be given to the positive environmental impact of removing railroads from environmentally sensitive

areas, provided that the rights-of-way are transferred to park agencies for open space use as linear parks, pedestrian, bicycle and equestrian trails.

Several possible abandonments lend themselves eminently to such use, notably the Erie railroad along the Delaware River Valley between Port Jervis and Hancock, and the Lehigh Railroad along the South Branch of the Raritan River. In the *Mid-Hudson Development Guide*, Regional Plan emphasizes one further possibility: phasing out, in the long run, most of the Penn Central West Shore trackage between Kingston and Stony Point to open park access to the Hudson River, and diverting freight service via the Walkill Branch, Maybrook, and the Erie-Lackawanna line through Suffern. In order not to preclude such a possibility in the future, it is especially important to maintain the Walkill Branch of the Penn Central, as stated earlier.

Other potential uses of abandoned rail rights-of-way must also be taken into consideration, notably the use for electric transmission lines (including underground lines). Thus, it is essential that the continuity of the abandoned rights-of-way be preserved.

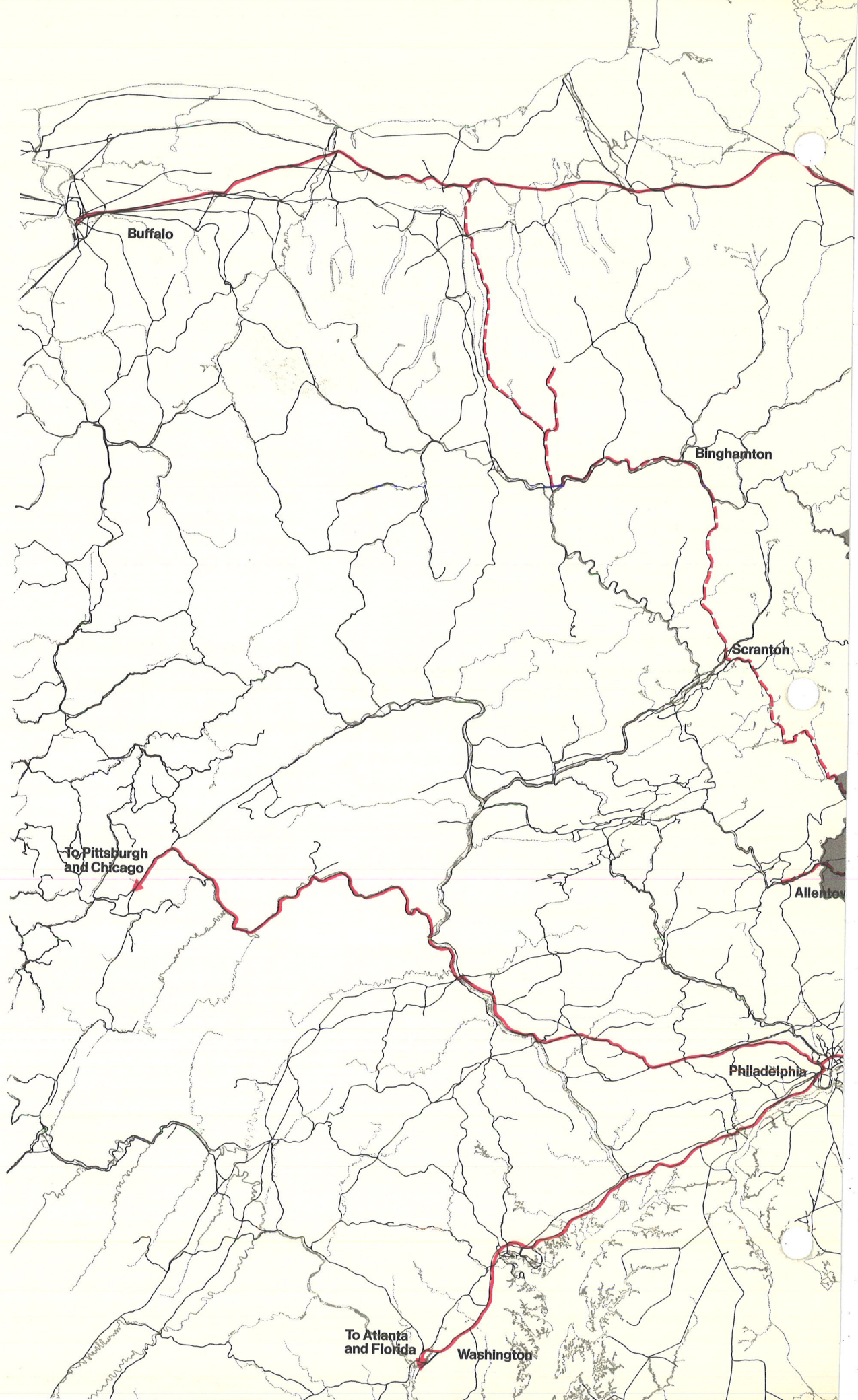
Future rail needs of the New York Region

Important as the Poughkeepsie Bridge route is in the near term, it still means a 70-mile detour for freight moving from the South and Southwest to Connecticut and Long Island. The difficulty of reaching large parts of New York City, Long Island and Connecticut by rail and the cumbersome nature of carfloating across the harbor, unduly proliferate truck traffic in the Core of the New York Region. Therefore, planning for added Hudson River crossings by rail—the ostensible purpose for which the Port Authority was created in 1921—must be revived on a serious and purposeful schedule. The goals are two-fold:

1. To provide direct rail freight and piggyback service from points south and west of the Region through to Connecticut, Long Island and most of New York City, thus reducing truck travel through the Region's Core.

2. To enable better passenger rail access from New Jersey to Manhattan, as well as **through rail trips** across Manhattan for intra-regional trains, making intra-regional rail a more attractive alternative to auto movement.

If Amtrak is serious about maintaining locomotive-hauled trains, with their slow acceleration, on the New York-Washington run indefinitely, the need for an additional Hudson River rail tunnel becomes more urgent, since increased capacity estimates for the present tunnel into Penn Station were predicated on the eventual phasing out of all locomotive hauled trains,



Buffalo

Binghamton

Scranton

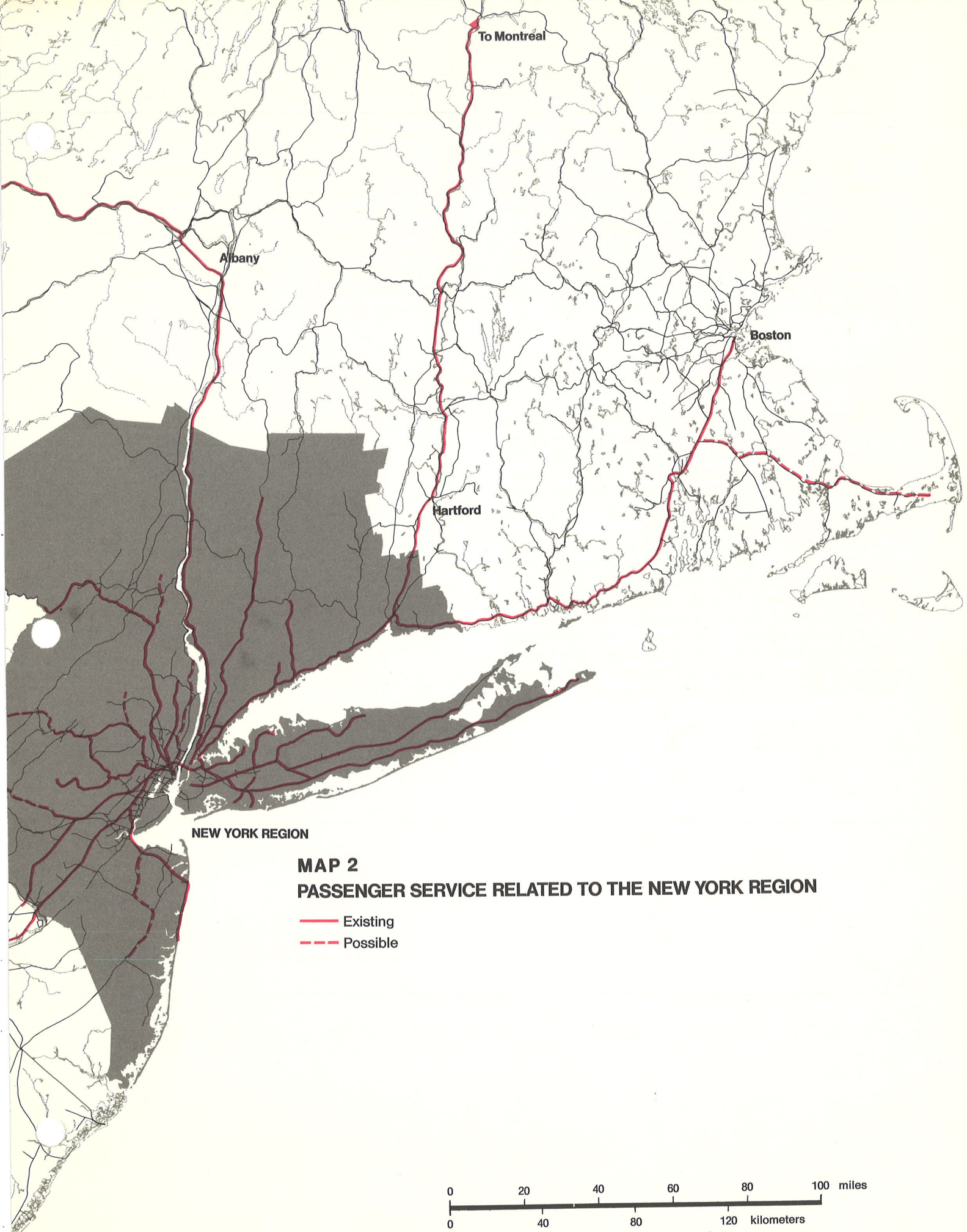
To Pittsburgh
and Chicago

Allentown

Philadelphia

To Atlanta
and Florida

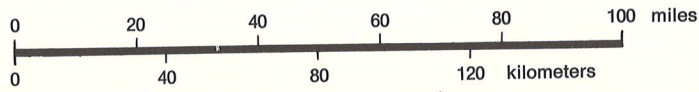
Washington



NEW YORK REGION

**MAP 2
PASSENGER SERVICE RELATED TO THE NEW YORK REGION**

- Existing
- - - Possible



and their replacement with self-propelled, high-acceleration equipment, which can achieve twice the frequency of ordinary trains.

With sufficient trans-Hudson capacity, and after the currently proposed rail connections at Harrison and Secaucus are built, passenger service from Manhattan will become attractive not only on a greater number of commuter runs and on the Boston-Washington axis, but also on the routes to Scranton - Binghamton - Rochester, and Allentown - Harrisburg. Two conditions, however, will have to be met:

1. High standards of curvature, grade and track maintenance on the major interstate rail routes, in-

cluding considerable new construction. The Metroliner experience has demonstrated that passengers will go back to rail if rail offers a true time advantage. If rail is no better, or worse than the freeway, only marginal operations are possible.

2. Adopting a policy with regard to interstate buses which would make them a complementary mode of travel in the major rail corridors.

Together, these policies will help to **concentrate development in and near urban centers**, and to **prevent dispersed development in areas of high ecological value**, which should be reserved for open space use, as advocated by the Second Regional Plan.

Note:

On May 2, 1974, the Rail Services Planning Office of the Interstate Commerce Commission released its report entitled **EVALUATION OF THE SECRETARY OF TRANSPORTATION'S RAIL SERVICES REPORT**. The ICC report which provides a series of constructive amendments and amplifications, ends by stating:

"Our evaluations, lead us to conclude that the many economic, environmental, and social goals specified by the (Rail Reorganization) Act can best be achieved through consideration of the broad range of local community needs and interest raised by state and regional transportation authorities and concerned individuals. We intend to continue our efforts to stimulate involvement by the public in the planning process."

PATH EXTENSION

STATEMENT

By Regional Plan Association

Regional Plan Association cannot support the proposed Port Authority Trans-Hudson (PATH) extension-Newark Airport Connector, despite its positive aspects, **unless at least two modifications are made** to assure greater benefit to the public for what will be a major public investment. These modifications are:

... The Newark Airport Connector must be tied in with Penn-Central service—both from Midtown Manhattan and from the south—at McClellan Street, Newark, to enable the maximum number of people to go by train to the airport.

... Responsibility must be assumed by the State or assigned to the Port Authority for parking facilities at commuter stations to prevent localities from limiting parking and thus limiting PATH patronage.

This project developed over a number of years in a piecemeal way. First, the airport was designed (as a self-sufficient unit) without rail access, but with an internal “people-mover” to carry people among terminal buildings and parking facilities. The passageway for the inter-terminal “shuttle” was designed to preclude either a PATH car or standard train from entering the terminals. The State of New Jersey during the Cahill administration pressed the Port Authority to extend PATH along the Plainfield Corridor to replace the ailing Jersey Central service. To provide some rail access, the “shuttle” was planned to extend about one mile to the airport’s periphery to intersect at McClellan Street with the extension of PATH from Newark. The result of this process of project development leaves the airport traveller with a far from ideal service involving a transfer with baggage between PATH and the inter-terminal “shuttle”. By contrast, if the project had been designed integrally from the start, direct no-transfer service to and from the airport terminals on PATH equipment would have been possible.

Benefits

Despite its shortcomings, an evaluation of the Plainfield Corridor/Newark Airport Project indicates the following benefits:

1. The project will further objectives of RPA’s *Second Regional Plan* —i.e., provide better public transit to urban centers, namely Lower Manhattan, Jersey City, Newark and Elizabeth, and provide some incentive for the clustering of residences and commercial activities in the Elizabeth-Plainfield corridor.

2. It will greatly increase the frequency of service to the area between Elizabeth and Plainfield, significantly reduce travel time, and eliminate a change of trains at Newark for travellers to Lower Manhattan. It

does capitalize on the advantage of good existing rights-of-way. However, a light transit car may offer a very low standard of comfort for a 25-mile trip compared to commuter-rail equipment.

3. By transferring to the Airport inter-terminal “shuttle” at the McClellan Street station in south Newark, passengers on the new PATH extension will be able to reach Newark International Airport.

What is still needed

The Port Authority and the Region have a large investment in this new Newark Airport which can only be fully realized if access to it by public transportation is enhanced from a broad segment of the New Jersey-New York Region. If airport service is enhanced to the Region’s central areas for large numbers of people, costly public improvements to Stewart Airport, 60 miles to the north, will be even less necessary than they appear today.

There are ways to achieve these additional benefits without greatly increasing costs beyond the proposed expenditure of some \$210 million of public funds on this project: First, the PATH Plainfield Corridor Service should be linked more adequately with other rail service in New Jersey from the south, west and north. Second, these linkages should make the new Newark Airport more accessible by rail for residents of New Jersey and the rest of the New York Region.

Essential Amendments

In Regional Plan Association’s judgment, there are two essential amendments to the project.

1. As now designed, the project does not allow riders on the Penn Central, coming from the Trenton-Princeton-New Brunswick area, or from Long Branch and shore points in Monmouth and Ocean Counties, or from Midtown Manhattan, to get to the airport without making two transfers, **one** at Penn Station-Newark to PATH, and another at McClellan Street from PATH to the inter-terminal “shuttle”.

Therefore, **the most important change required is to allow commuter trains on the Penn Central tracks to stop at the McClellan Street station.** This would considerably widen the geographic area with one-transfer service to Newark Airport. The new station at McClellan Street could replace the underused North Elizabeth rail station, two-thirds of a mile to the southwest.

Generally, the McClellan Street station should become an intermodal interchange point of greater importance than now envisaged.

2. Because of the nature of development in the Plainfield corridor and the distance between stations, most future PATH riders in the area will be arriving at PATH stations by auto or bus. This makes it imperative to develop park-and-ride facilities as an integral part of the project, and not to leave this responsibility entirely to the local municipalities, as is now planned. Experience too often has shown that the motivation of municipalities is to keep away automobiles belonging to rail patrons from outside the locality — not to increase rail ridership. It is equally important to consider land development impact in the corridor and not leave integrally-related land use controls solely to local responsibility. There are many examples, such as Queens Boulevard in New York City, where transit improvements were not matched with appropriate land controls to encourage well planned growth around stations (as recommended in Regional Plan reports). This should become a State responsibility.

Desirable Amendments

Also, other amendments to the Project should be given further consideration.

1. As now designed, Erie-Lackawanna riders on the Morris and Essex, Gladstone and Montclair lines cannot reach the PATH airport service without first going to Hoboken and then backtracking on PATH to McClellan Street via Jersey City. Hardly any travellers would do this.

Therefore, the feasibility of an interchange station in Harrison, enabling transfers to PATH from the Erie-Lackawanna lines should be explored and pursued.

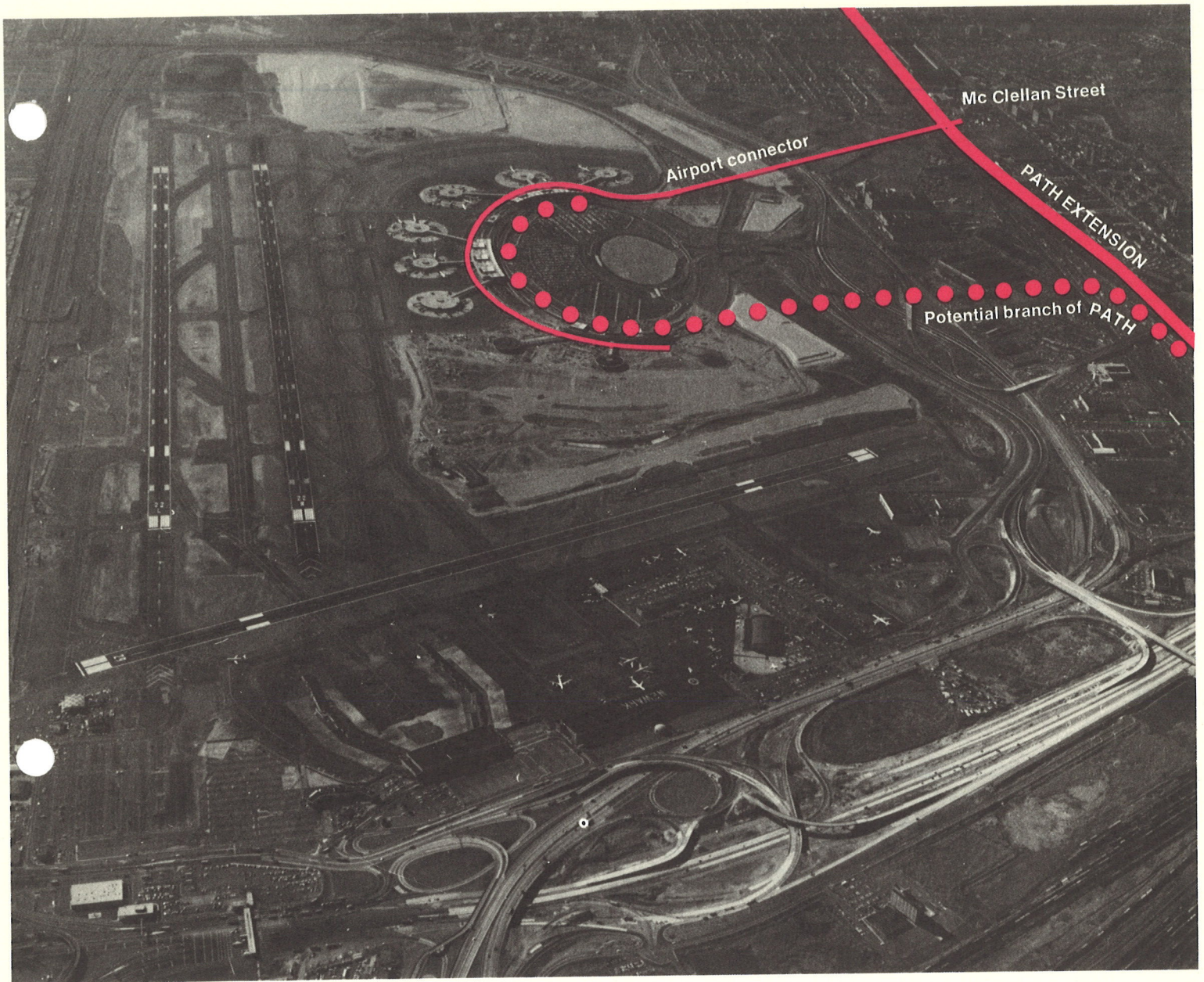
2. While the PATH extension will provide improved service in what is now commuter rail territory

east of Plainfield, commuter rail service west of Plainfield should be maintained with express service from Plainfield east, perhaps with turbine equipment in the future and, if necessary, using the Aldene Connection to Newark as it does now. However, this is made difficult by the proposed design, which would make longer haul trains switch across PATH tracks at grade in Cranford. To provide uninterrupted service, the proposed grade crossing should be replaced by an overpass to the Aldene cut-off.

3. In the project as proposed, the design and alignment features of the inter-terminal "shuttle" at Newark Airport are not firmly specified, nor is its performance (i.e., travel time from McClellan Street to any of the terminals and ease of making the transfer with baggage). More attention should be paid to these aspects of the design before final plans are approved.

Even though the envelope for the shuttle within the airport building was designed so as not to allow the passage of PATH-sized cars, other arrangements (i.e., elevated ramps in front of the airport buildings), are still possible which would allow direct service to the airport, replacing, in effect, the inter-terminal "shuttle" with a branch of PATH. No steps now to be taken should preclude this for the future.

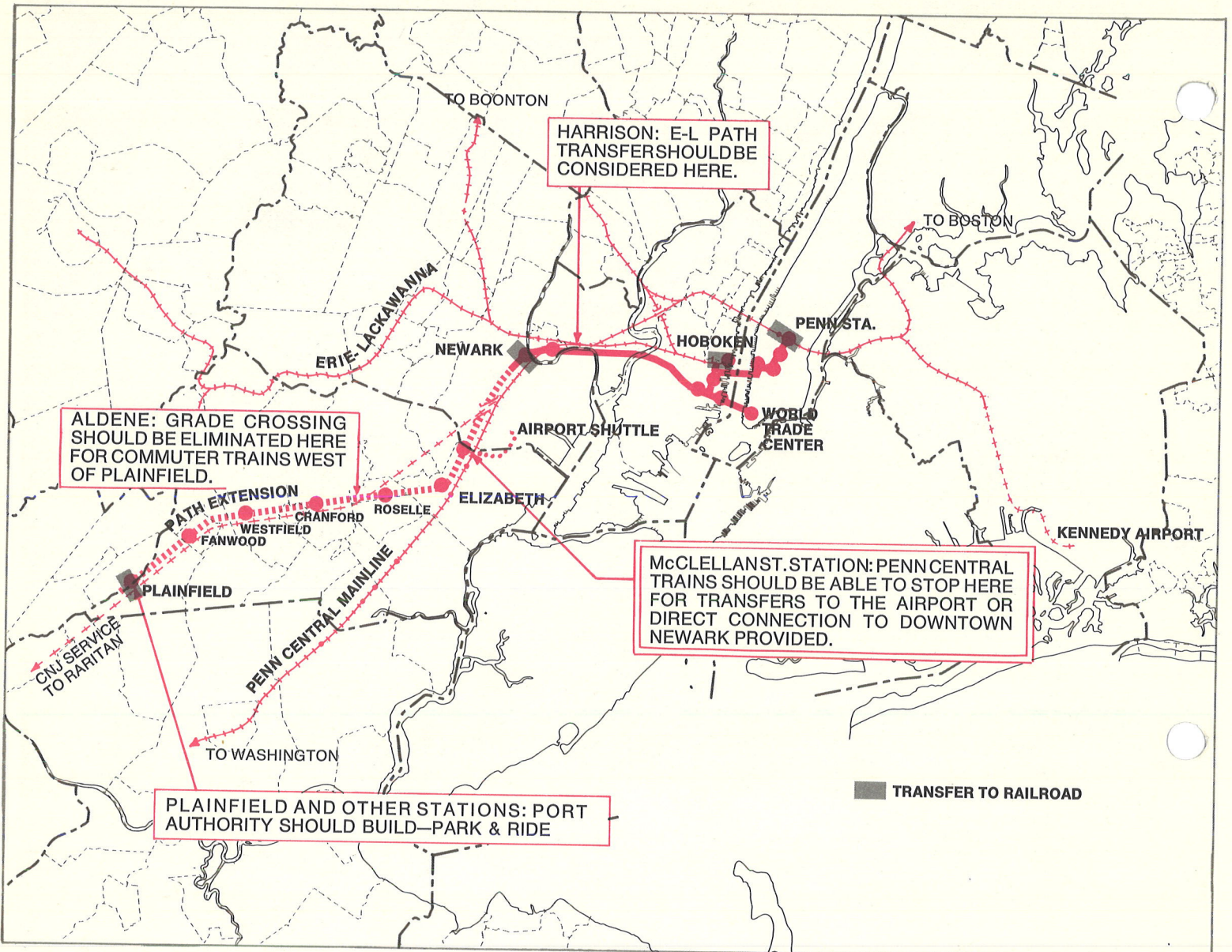
We underscore our recommendations for essential amendments to the Plainfield Corridor Service-Newark Airport Connector Project by calling attention to the need for the most effective use of combined Port Authority and federal funds. If these funds are not to be used with maximum effectiveness for this project, there are other desirable public transportation improvements in New Jersey for which they could be utilized. This program should be reworked along the lines suggested to make it worth the cost.



Heavy red line shows the routing of the PATH extension along the Penn Central mainline tracks. The approximate route of the Newark airport intra-terminal shuttle connecting to it as proposed by the Port Authority is shown by the thin line.

To improve access to the airport for rail riders, Regional Plan urges as a minimum that Penn Central trains be enabled to stop at McClellan Street (upper right).

A more satisfactory solution in the long run would be to build a PATH branch to the airport, as shown by the heavy dotted line. This would enable no-transfer airport service from Lower Manhattan on five trains per peak hour, and one-transfer service to the airport from all trains—including the Metroliner—which stop at downtown Newark.



Regional Plan Association 1974

BOOK REVIEW

Arnold Whittick (editor-in-chief). *Encyclopedia of Urban Planning* New York: McGraw-Hill Book Company, 1974. 1218 pp. \$29.50.

Though virtually as old as urban history, the field of urban planning has grown rapidly only in recent decades. In the United States, planning professionals numbered in the hundreds just thirty years ago, and now there are almost 10,000 members of the American Institute of Planners alone. The Town Planning Institute has enjoyed similar growth in Britain, as have professional planning groups the world over.

Urban planning also has broadened its focus enormously, now far exceeding the physical layout of city street systems and design of urban spaces. Today, a planner more likely has a

social science background than engineering or architecture. He may be employed by a health planning commission, law enforcement agency, social service department, or community action association; and he could easily be concerned as much with narcotics traffic as pedestrian or vehicular flow, with guaranteed jobs as much as land use and open space preservation.

Urban planning has become concerned with all the complexities of urban society. This requires knowledge of many different subjects. Thus, the reason for publication of the *Encyclopedia of Urban Planning*. In the words of Arnold Whittick in his Preface, "The broadening basis of the profession of urban planner involves a knowledge of many different subjects, and therefore the need for basic information in a form convenient for quick reference is becoming increasingly insistent. The purpose of this encyclopedia is to answer this need."

The encyclopedia is an extremely useful reference. However, it does not completely answer the need for an encyclopedia of the field. About two-thirds of the 1200 pages are devoted to articles on urban planning in 48 countries. Most of the remainder is occupied with biographical sketches of prominent individuals who are considered innovators in the field. Precious little space is given to planning terminology and significant ideological currents or important subject matter. For example, the discussion of "advocacy planning" receives a half page; "goal setting" just ten lines; and "systems approach" and "public participation" get four pages and two pages respectively.

This is not to quarrel with the classification and emphasis as much as to point out the strengths of the encyclopedia. Seventy experts have contributed over 400 articles, each including brief bibliographies, and the contributors number many of the field's most notable practitioners and thinkers: Lewis Mumford, Frederick J. Osborn, Albert Mayer (who wrote the United States article), Constantine Doxiadis.

The descriptive articles on 78 countries, where "systems of planning legislation and administration are maintained," are the encyclopedia's most important reference. Each generally follows this classification:

- I. Planning legislation and administration
- II. Professional practice
- III. Education and training
- IV. Institutions (of professional, educational, and propagandist)
- V. Geographical and climatic conditions
- VI. A. Traditions of planning to the end of the nineteenth century
- B. Twentieth century
 1. New towns and communities
 2. City and town extensions
 3. Urban renewal

For quick international comparisons of planning practice and history, this reference is unbeatable. It is liberally illustrated with maps and photographs and can best be described as a "people and places" source, rather than one of "process and terminology." The *Encyclopedia* will be a welcome and necessary addition to every planning library.

Richard T. Anderson

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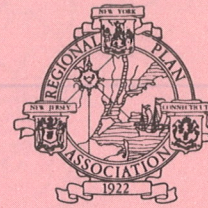
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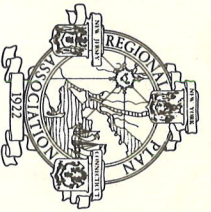
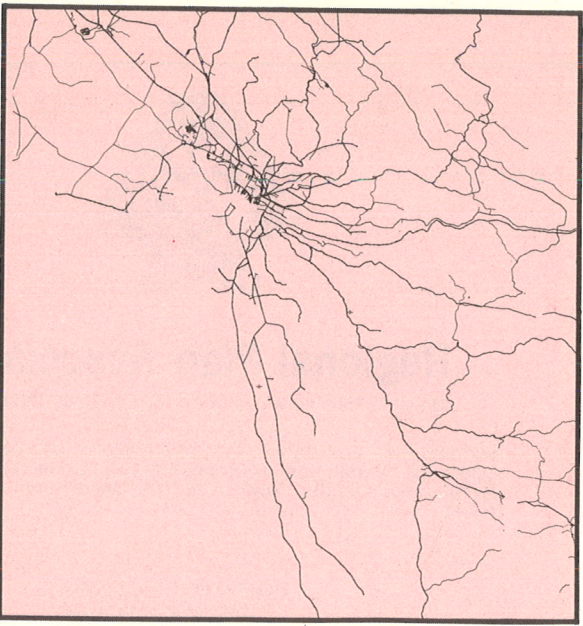
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