

## MINUTES OF NINTH MEETING

MAY 26, 1950

Pursuant to call of the Chairman, the Ohio Turnpike Commission met in special open session in Room 1012 A, State Office Building, Columbus, Ohio, at 2:00 o'clock p. m. on May 26, 1950, with members of the press; Senator Ford of the Ohio General Assembly; Mr. Kinneary and Mr. Wilke of the office of the Attorney General of Ohio; key members of the staff of the Director of Highways, and representatives of two firms of consulting engineers also in attendance.

The meeting was called to order by the Chairman and the roll was called and the attendance was reported to be as follows:

Present: Shocknessy, Seasongood, McKay, Teagarden, Kauer  
Absent: None

Whereupon the Chairman announced that a quorum was present.

The Secretary-Treasurer thereupon read the minutes of the regular meeting of March 7, 1950. There being no corrections, the Chairman announced the minutes to be approved as read.

The Secretary-Treasurer thereupon read the minutes of the special meeting of March 28, 1950. There being no corrections, the Chairman announced the minutes to be approved as read.

Whereupon the Chairman stated that this special meeting is being held at the request of the Director of Highways in order that he may communicate to the Commission the name of the firm or firms whom he expects to employ to make the engineering studies contemplated in previous resolutions of the Commission pursuant to Section 1220 of the General Code of Ohio. The Chairman stated that the Commission has been ready to meet at all times since March 28, 1950, and is now happy to receive the report of the Director of Highways. He further stated that neither the Commission nor any of its several members has had any informal advance information prior to the hour of this meeting.

The Chairman thereupon invited the Director to report to the Commission, and the Director of Highways reported as follows:

"In the interim since my last report to the Commission, my staff and I have studied exhaustively the qualifications of consulting engineers to prepare the necessary studies for the proposed Ohio Turnpike. As a result of that investigation, proposals to prepare an engineering report to determine the

location and estimated cost of a turnpike were requested and were received from two firms considered to be outstanding in this highly specialized engineering field.

"I have now completed my negotiations and have selected the J. E. Greiner Company of Baltimore, Maryland, to perform this phase of the work at a cost of \$267,500.00.

"Included in our initial studies of the qualifications of consulting engineers was a thorough analysis of those firms who specialize in traffic and revenue reports. After detailed investigation, proposals to prepare an engineering report to determine the traffic and estimated revenue on the turnpike were requested and were received from three firms considered to stand at the top of this specialized field.

"I have now completed my negotiations and have selected the firm of Parsons, Brinckerhoff, Hall and Macdonald of New York City, to perform this phase of the work at a cost of \$70,000.00.

"Bearing in mind the provision of the Ohio Turnpike Act under which the funds expended for these services shall be reimbursed to the Department of Highways from the proceeds of revenue bonds which may be issued for the construction of the turnpike, it is desirable that I obtain the approval of the Ohio Turnpike Commission in the employment of these consulting firms. "

The Director of Highways thereupon presented the following proposal of the J. E. Greiner Company of Baltimore, Maryland, and requested its inclusion in the record of the meeting:

"Mr. T. J. Kauer, Director  
Ohio Department of Highways  
Columbus 15, Ohio

May 20, 1950

Dear Sir:

"We propose to furnish engineering services required of the Consultant in connection with the preparation of an Engineering Report upon the Ohio Turnpike, under the terms of a mutually satisfactory agreement which shall be based upon the following:

## A. Scope of Services

"The Consultant shall prepare a complete engineering report, including exhibits, covering the construction of a toll type highway, hereinafter referred to as the Turnpike, from the west end of the Pennsylvania Turnpike at the Pennsylvania state line westwardly across Ohio to the Indiana state line. Such report shall be divided into two or more sections in accordance with indicated traffic and prospective financial returns from the operation of the Turnpike, and the Consultant shall make recommendations as to the economic feasibility of the construction of each of such sections, and of the Turnpike as a whole. In preparing such report the Consultant shall completely coordinate his work, studies and activities with the consulting engineer preparing traffic and financial studies of routes considered in preliminary and final studies.

"In connection therewith the Consultant shall do the following work and include the following information in such report and exhibits:

- (a) Description and tentative location of the proposed Turnpike, including line and grades.
- (b) Advantages and disadvantages of the Turnpike over other routes, taking into consideration prospective improvements on intersecting and parallel roads.
- (c) Develop and analyze available geological data to determine quantities and classes of excavation, foundation conditions at structure sites, the effect of natural resources including that of mines, gas wells, oil wells and mineral deposits on the cost of the project and the effect of lakes, woodlands or forests or other physical features on the use and cost of the Turnpike.
- (d) General description, justification, and criteria for design and construction of the roadway, including grading operations, selected sub-grade, types of pavement, shoulder construction, guard rail, delineators, lane striping or coloring, right of way fence, landscaping and erosion control. Such description shall give full consideration to available soil profiles.
- (e) General description, justification and criteria for design and construction details of the roadway drainage, drainage structures, pipe culverts,

storm sewers, cross drains, inlets and sub-drainage, including drainage areas and criteria for determining sizes of such items.

- (f) General description, justification and criteria for the design and construction details of all structures, including major stream crossing, viaducts, railroad crossings, state, county and township highway and city and village street crossings and interchange structures.
- (g) General description, justification and criteria for the design and construction details of all interchanges, including general layout, geometrics, acceleration and deceleration lanes, lighting, fare collection facilities, landscaping and erosion control.
- (h) General description, justification and criteria for utility changes required by the Turnpike construction, including relocations or alterations of railroads, oil lines, gas lines, water lines, sewer lines, power lines, telephone lines, telegraph lines and other utilities.
- (i) General description, justification and criteria for maintenance buildings, including number, locations, sizes, ground area and access and egress driveways.
- (j) General description, justification and criteria for service stations, restaurants and other service facilities, including numbers, locations, types of services, and access and egress lanes.
- (k) Description, justification, criteria and estimates for the right of way, not only for the Turnpike proper, but also for the land takings that will be required for interchanges; service stations; restaurants, other service facilities; maintenance buildings; relocation or alteration of state, county and township highways, city and village streets and private roads; railroads; pipe lines; wire lines; and other facilities of public utilities.
- (l) Estimated costs of the Turnpike, divided into its several sections, including preliminary expenses; right of way costs; construction costs; engineering costs; legal, administrative and overhead expenses, including interest costs during construction; cost of maintenance

equipment and supplies; and contingencies.

- (m) Estimates of the maintenance and operating expenses of the several sections of the Turnpike, such estimates to cover the cost of general administration including engineering costs, maintenance of roadways and structures, fare collection and police patrol. The estimates shall also cover annual payments to an insurance fund and a replacement reserve fund.
- (n) The development of a progress schedule for the project covering design, plans, specifications, and construction. This schedule shall also set forth the tentative number and length of design and construction contracts to be awarded and shall be developed in such manner as to be used during the construction period to satisfy the requirements of a Trust Indenture with respect to progress reports.
- (o) A series of plates for pictorial presentation of the Turnpike project, including typical cross sections and general maps, showing plans and profiles of the several sections, interchange locations and layouts, and location of service stations, restaurants and other service type facilities and maintenance buildings. *Strip maps shall be prepared to a scale of 200'-1" there*  
Strip maps shall not be printed in the Report but twenty-five (25) blue or black line prints thereof shall be delivered to the State with the printed Report.
- (p) The Consultant shall provide for all necessary topographic, hydrographic and cadastral surveys; however, the State shall cooperate to the fullest extent possible by making available any existing surveys in its files.
- (q) The Consultant shall prepare plans and specifications for, and supervise the making of all necessary roadway and foundation borings, and subsurface explorations.

"All text and exhibits shall be submitted to the Highway Department for review prior to printing. Five hundred copies of the completed, printed report shall be delivered to the State.

B. Data to be furnished by the State

"The State shall furnish all necessary roadway and foundation borings, and subsurface explorations at its expense.

C. Time of Completion

"The Consultant agrees to deliver to the State all text and exhibits as required by paragraph A, in final draft form, ready for printing, within five (5) months after receipt of notice to proceed, and deliver the final, completed, printed report within 20 days after receipt of authorization to proceed with the printing.

D. Compensation

"The State agrees to pay to the Consultant for the satisfactory performance of the work stipulated herein, the sum of two hundred sixty-seven thousand five hundred dollars (\$267,500.00) in such monthly amounts as may be mutually agreed upon.

Very truly yours,

J. E. GREINER COMPANY

by H. H. ALLEN"

The Director of Highways thereupon presented the following report of his staff and requested its inclusion in the record of the meeting:

"T. J. Kauer, Director  
Department of Highways  
Columbus, Ohio

May 23, 1950

Dear Sir:

"The undersigned members of your staff have met to consider the proposals of two firms of consulting engineers to prepare a Location and Estimated Cost Report for the projected Ohio Turnpike.

"We have previously studied with you the qualifications and experience records of a large number of consultants to perform these services. From the larger number, six were selected for interviews. After these interviews, we selected from the six, two who were considered to be outstanding in this highly specialized field of engineering services. After a final conference with representatives of the two firms, a specific proposal for the work was requested and was received from each.

"We have met at your direction to consider and recommend which of the two proposals shall be accepted and which firm shall be placed under agreement to execute the work. The experience, organization, performance record and general qualifications of each firm are essentially equal. They stand together at the top of this highly specialized engineering field. The principals and key personnel of each firm are available on equal terms. The services and scope of work proposed to be rendered by each firm are practically identical.

"The total fee stated by the J. E. Greiner Company in its proposal is substantially less than the fee expected by the other firm. All other things being equal, it is our unanimous opinion that advantage should be taken of this specific savings to the State, and that the J. E. Greiner Company should be selected and placed under agreement to perform this work at the fixed fee stated in their proposal.

L. F. SCHAEUBLIN Assistant Director and Chief Engineer	L. H. WISMAR Chief Engineer of Construction
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N. M. WILKE Chief Engineer, Planning & Programming	C. W. McCAUGHEY Chief Engineer of Maintenance
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K. L. ROTHERMUND Chief Engineer, Location & Design	J. J. HEIER Railroad Crossing Engineer
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RICHARD ORTH Chief Engineer of Bridges	CHARLES P. SMITH Turnpike Liaison Engineer "
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A motion was made by Mr. McKay, seconded by Mr. Shocknessy, that the following resolution be adopted:

"WHEREAS, Section 1220, General Code of Ohio, provides:

(1) That the Director of Highways shall expend such available moneys as may be necessary for the study of any turnpike project or projects and to use the engineering forces of the Department of Highways and other engineering forces, including consulting engineers and traffic engineers, for the purpose of effecting such study; and

(2) That upon the sale of turnpike revenue bonds for any turnpike project or projects, the funds so expended by the Director of Highways, with the approval of the Commission in

connection with such project or projects, shall be reimbursed to the Department from the proceeds of such bonds, and

WHEREAS, the Director of Highways has selected the firm of J. E. GREINER COMPANY of Baltimore, Maryland, to make an engineering study of the location, design and estimates of costs of a proposed turnpike project and prepare reports thereon and has recommended such selection for the approval of the Ohio Turnpike Commission;

NOW, THEREFORE, BE IT RESOLVED THAT:

(1) The Ohio Turnpike Commission hereby approves and concurs in the selection by the Director of Highways of the consulting engineering firm of J. E. GREINER COMPANY of Baltimore, Maryland, pursuant to, and in accordance with the proposal of said firm, dated May 20, 1950, to make an engineering study of the location, design and estimates of costs of the proposed turnpike project and prepare reports thereon, and

(2) The Ohio Turnpike Commission hereby approves and concurs in the expenditure of an amount not in excess of \$267,500.00 for the purpose of making said engineering study; it being understood that said amount so expended for said purpose shall be reimbursed and credited to the Highway Improvement Fund of the Department of Highways from the proceeds of the sale of turnpike revenue bonds if and when issued and sold by the Ohio Turnpike Commission for such proposed turnpike project."

The Director of Highways reported that the firm of Howard, Needles, Tammen and Bergendoff had proposed to perform this phase of the work for \$365,000.00. Detailed discussion of the resolution was participated in by all members of the Commission, by Mr. Kinneary, and by Mr. H. H. Allen, senior partner in the J. E. Greiner Company. Whereupon a vote by ayes and nays was taken and all members present responded to roll call and voted aye. The vote was as follows:

Ayes, Shocknessy, Teagarden, McKay, Seasingood, Kauer  
Nays, None

The Chairman announced the motion adopted.

The Director of Highways thereupon presented the following proposal of the firm of Parsons, Brinckerhoff, Hall and Macdonald of New York City, and requested its inclusion in the record of the meeting:



"Mr. T. J. Kauer  
Department of Highways  
State of Ohio  
State Office Building  
Columbus, Ohio

May 23, 1950

Dear Mr. Kauer:

"In response to your invitation, we are pleased to submit herewith our Proposal for making the necessary traffic studies and preparing a complete Traffic and Earnings Report including substantiating data and exhibits for a Toll Highway which is proposed for construction from the west end of the Pennsylvania Turnpike at the Pennsylvania State line westwardly across Ohio to the Indiana and/or Michigan State line.

"This report will be divided into two or more sections in accordance with indicated traffic and prospective financial returns from the operation of the proposed Toll Highway or Turnpike, the report showing the traffic and anticipated revenue for each of the sections and of the Turnpike as a whole.

"In carrying on the traffic studies and preparing the report we will completely coordinate our work, studies and activities with other consulting engineers who may be employed in preparing location and cost studies of routes and sections thereof, which may be considered in preliminary and final studies, and will aid in the selection of the most feasible location from the standpoint of traffic service, economic feasibility and maximum net revenue.

"In carrying out the work covered by this Proposal we will do the following work and include the following information in our report and accompanying Exhibits:

- (a) Detailed description and location of the proposed Turnpike, including indication of parallel and intersecting routes.
- (b) Advantages and disadvantages of the Turnpike over other routes, taking into consideration prospective improvements on intersecting and parallel roads.
- (c) Determine interchange locations and necessary highway connections.

- (d) Determine project termini.
- (e) Analyze traffic data furnished by the State and such other traffic data as are necessary to be made by us and estimate anticipated turnpike traffic between interchanges over the several sections studied and over the turnpike as a whole, and make projections of such traffic estimates.
- (f) Estimate traffic and anticipated revenues from the use of the turnpike, divided into the several sections and for the turnpike as a whole.
- (g) Estimate revenues from permits, or leases for service stations, restaurants, and for any other reasonable and legal sources of revenue for the turnpike.
- (h) Recommend a schedule of tolls for the use of the turnpike; estimate gross earnings from all sources of income, and estimate the probable period for the amortization of bonds to be issued for the turnpike project.
- (i) Estimate user gains and determine whether or not there may be economic justification for the construction of the turnpike.
- (j) Prepare a series of plates for pictorial presentation of items covered hereinbefore.
- (k) Prepare a complete traffic and revenue report of text and extent to satisfy the requirements of a Trust Indenture for a toll highway, revenue bond type of improvement, and suitable for use in discussions for financing the turnpike.

"It is understood that the State will provide, without cost to us, all available data on traffic pertinent to the project. These consist of Origin and Destination Traffic Studies on various highways throughout the State; also records of automatic traffic recorders located upon the various highways. Additional information will include data with respect to widths of highways, types of pavement, alignment and profiles.

"Following our examination of the data available we believe that it will be necessary to secure additional traffic information which we will secure at our own expense. We will also use in our studies traffic

data collected in adjoining states which may be useful in the preparation of the Report for the Ohio Turnpike project.

"We will provide and maintain a suitable office in Columbus, Ohio to properly coordinate our activities with the State Highway Department, the Ohio Turnpike Commission, and other consultants who may be employed on location and cost studies.

"We will render all necessary services to complete the Traffic and Earnings Report, as briefly outlined above, for the proposed Ohio Turnpike project for the sum of Seventy Thousand Dollars (\$70,000). It is understood that a formal contract will be entered into and the terms of payment to be arranged at the time the details of this contract are mutually agreed upon. We have examined the preliminary drafts of such agreements which you have prepared and are in substantial agreement with the majority of the terms set forth in such draft.

"We are prepared to undertake this work at once and can complete it in four (4) months' time from the date you authorize us to proceed.

"We wish to thank you for your invitation and hope that we may have the pleasure of assisting you in getting the program underway for the development of the Ohio Turnpike, and the improvement, generally, of the highway facilities throughout the State of Ohio.

Sincerely yours,

PARSONS, BRINCKERHOFF, HALL & MACDONALD

Lawrence S. Waterbury "

The Director of Highways thereupon presented the following report of his staff and requested its inclusion in the record of the meeting:

"T. J. Kauer, Director  
Department of Highways  
Columbus, Ohio

May 26, 1950

Dear Sir:

"The undersigned members of your staff have met to

consider the proposals of three firms of consulting engineers to prepare a Traffic and Estimated Revenue Report for the projected Ohio Turnpike.

"We have previously studied with you the qualifications and experience records of a number of consultants to perform these services. From the larger number, three were selected for interviews. As a result of these interviews, these three were considered to be outstanding in this highly specialized field of engineering services. After a final conference with representatives of the three firms a specific proposal for the work was requested and was received from each.

"We have met at your direction to consider and recommend which of the three proposals shall be accepted and which firm shall be placed under agreement to execute the work. The experience, organization, performance record and general qualifications of each firm are essentially equal. They stand together at the top of this highly specialized engineering field. The principals and key personnel of each firm are available on equal terms. The services and scope of the work proposed to be rendered by each firm are practically identical.

"The total fee stated by Parsons, Brinckerhoff, Hall and Macdonald in its proposal is substantially less than the fee expected by the other firms. Since all three firms were considered as equally well qualified to perform the service desired, we are unanimous in our opinion that effect should be given to the financial savings to the State, and that Parsons, Brinckerhoff, Hall and Macdonald should be selected and placed under agreement to perform this work at the fixed fee stated in their proposal.

L. F. SCHAEUBLIN Assistant Director and Chief Engineer	L. H. WISMAR Chief Engineer of Construction
N. M. WILKE Chief Engineer, Planning & Programming	C. W. McCAUGHEY Chief Engineer of Maintenance
K. L. ROTHERMUND Chief Engineer, Location & Design	J. J. HEIER Railroad Crossing Engineer
RICHARD ORTH Chief Engineer of Bridges	CHARLES P. SMITH Turnpike Liaison Engineer "

A motion was made by Mr. Seasongood, seconded by Mr. Teagarden, that the following resolution be adopted:

"WHEREAS, Section 1220, General Code of Ohio, provides:

(1) That the Director of Highways shall expend such available moneys as may be necessary for the study of any turnpike project or projects and to use the engineering forces of the Department of Highways and other engineering forces, including consulting engineers and traffic engineers, for the purpose of effecting such study, and

(2) That upon the sale of turnpike revenue bonds for any turnpike project or projects, the funds so expended by the Director of Highways, with the approval of the Commission in connection with such project or projects, shall be reimbursed to the Department from the proceeds of such bonds, and

WHEREAS, the Director of Highways has selected the firm of PARSONS, BRINCKERHOFF, HALL & MACDONALD of New York, to make an engineering, traffic and revenue study of a proposed turnpike project and prepare reports thereon and has recommended such selection for the approval of the Ohio Turnpike Commission,

NOW, THEREFORE, BE IT RESOLVED THAT

(1) The Ohio Turnpike Commission hereby approves and concurs in the selection by the Director of Highways of the consulting engineering firm of PARSONS, BRINCKERHOFF, HALL & MACDONALD of New York, New York, pursuant to and in accordance with the proposal of said firm dated May 23, 1950, to make an engineering study of the traffic and revenue of a proposed turnpike project and prepare reports thereon, and

(2) The Ohio Turnpike Commission hereby approves and concurs in the expenditure of an amount not in excess of \$70,000.00 for the purpose of making said traffic and revenue engineering study; it being understood that said amount so expended for said purpose shall be reimbursed and credited to the Highway Improvement Fund of the Department of Highways from the proceeds of the sale of turnpike revenue bonds if and when issued and sold by the Ohio Turnpike Commission for such proposed turnpike project."

The Director of Highways reported that the firm of Coverdale and Colpitts had proposed to perform this phase of the work for \$110,000.00 and that the firm of DeLeuw, Cather and Company would do the same work for \$95,000.00. After full discussion of the resolution participated in by all members of the Commission, the Director of Highways, Mr. Kinneary and Mr. Waterbury, a partner in the firm of Parsons, Brinckerhoff, Hall and Macdonald, a vote by ayes and nays was taken and all members present responded to roll call and voted aye. The vote was as follows:

Ayes, Shocknessy, Teagarden, McKay, Seasongood, Kauer  
Nays, None

The Chairman announced the motion adopted.

Thereupon a motion was made by Mr. McKay, seconded by Mr. Shocknessy, that the following resolution be adopted:

"WHEREAS, the Ohio Turnpike Commission, by resolution adopted on this date, has approved and concurred in the selection by the Director of Highways of the consulting engineering firms of J. E. GREINER COMPANY of Baltimore, Maryland, and PARSONS, BRINCKERHOFF, HALL & MACDONALD of New York, New York to make engineering studies of the location, design, estimates of costs and the traffic and revenues of a proposed turnpike project and prepare reports thereon, and

"WHEREAS, the Director of Highways, in accordance with the authority of Section 1220, General Code of Ohio, has determined to expend available funds for the purpose of using the engineering forces of the Department of Highways in collaborating on an engineering study of a proposed turnpike project,

NOW, THEREFORE, BE IT RESOLVED THAT:

(1) The Ohio Turnpike Commission hereby approves and concurs in the determination of the Director of Highways to expend available funds in using the engineering forces of the Department of Highways to collaborate in making said engineering studies, and

(2) The Ohio Turnpike Commission hereby approves and concurs in the determination of the Director of Highways to expend funds in an amount not in excess of One Hundred

Thousand Dollars (\$100,000) for the purpose of collaborating in the making of said engineering studies; it being understood that said amount expended for said purpose shall be reimbursed and credited to the Highway Improvement Fund of the Department of Highways from the proceeds of the sale of turnpike revenue bonds if and when issued and sold by the Ohio Turnpike Commission for such proposed turnpike project."

A vote by ayes and nays was taken and all members present responded to roll call and voted aye. The vote was as follows:

Ayes, Shocknessy, Teagarden, McKay, Seasongood, Kauer  
Nays, None

The Chairman announced the motion adopted.

A motion was made by Mr. Shocknessy, seconded by Mr. Kauer, that the future meetings of the Commission be held subject to the call of the Chairman. A vote by ayes and nays was taken and all members present responded to roll call and voted aye. The vote was as follows:

Ayes, Shocknessy, Teagarden, McKay, Seasongood, Kauer  
Nays, None

The Chairman announced the motion adopted.

The Chairman thereupon expressed his complete confidence in the integrity and professional ability of the Director of Highways and of the consulting firms whom he had selected and whom the Commission had approved.

There being no further business to come before the meeting, the motion was made by Mr. McKay, seconded by Mr. Teagarden, that the meeting adjourn until further call by the Chairman. A vote by ayes and nays was taken and all members present responded to roll call and voted aye. The vote was as follows:

Ayes, Shocknessy, Teagarden, McKay, Seasongood, Kauer  
Nays, None

The Chairman declared the meeting adjourned. The time of adjournment was 3:50 o'clock P. M.

Approved as a correct transcript of the proceedings of the Ohio Turnpike Commission.

  
T. J. Kauer  
Secretary-Treasurer

7-14-50