

MINUTES OF THIRTEENTH MEETING

AUGUST 15, 1950

Pursuant to call of the Chairman, the Ohio Turnpike Commission met in special session in Room 1012 A, State Office Building, Columbus, Ohio at 1:30 o'clock p. m. on August 15, 1950, with members of the press; Mr. Kinneary of the office of the Attorney General of Ohio; Mr. Foster of the staff of the Auditor of State; Senator Winter of the Ohio General Assembly; representatives of the consulting engineers engaged in the turnpike studies, and members of the staff of the Director of Highways 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, McKay, Teagarden, Kauer
Absent: Seasongood

Whereupon the Chairman announced that a quorum was present.

The Secretary-Treasurer thereupon read the minutes of the meeting of August 3, 1950. There being no objection, the Chairman announced the minutes to be adopted as read.

The Chairman thereupon stated that this meeting is called for the purpose of receiving from the Director of Highways a report based upon recommendations made to the Commission by the Mayor of Cleveland and others at the meeting of August 3, 1950. He then called upon the Director of Highways to advise the Commission as to his findings in the supplemental study.

The Director of Highways thereupon reported as follows:

"Pursuant to the request of the Commission at its meeting of August 3, 1950, I instructed the consulting engineers who are engaged in the turnpike studies, by letter of that same date, to make a detailed supplemental study of the alternate location in the vicinity of Cleveland which had been presented to the Commission by the Mayor and Planning Commission of Cleveland. It should be pointed out that the area involved in the supplemental study had been previously considered by the consultants for the location of the route and had been eliminated in favor of the more southerly location. The original studies, however, were not in as complete detail as

those now reported upon.

"The supplemental study has been made by the consultants and detailed reports thereon were made to me and to my staff on August 14, 1950. The reports have been reviewed and concurred in by my staff and meet with my approval. I wish, therefore, to submit the following report and recommendation to the Commission at this time:

"My location and cost consultant, the J. E. Greiner Company, has made a thorough field reconnaissance to check and refine the line of the Cleveland Alternate. Comparative estimates of construction costs were developed for the Cleveland Alternate and for the southerly route between the common points at the State Route 8 interchange and the Elyria interchange. Our studies indicate that the Cleveland Alternate is 5.4 miles longer and will result in additional construction costs of \$10,300,000. Time did not permit an analysis of right-of-way costs; however, based upon field reconnaissance, the consultants believe that the right-of-way for the Cleveland Alternate will be substantially more expensive because of the residential properties involved and the industrial characteristics of the land lying to the north of the railroad.

"Our previous experience in the acquisition of undeveloped potential industrial land adjacent to railroads has resulted in a current Highway Department policy to keep highway locations at least 1000 feet removed from railroad rights-of-way, in order to avoid excessive consequential damages. An example of such consequential damages is the improvement to Route 2 in Bratenahl along the New York Central Railroad where such damages were estimated at \$1,000,000 in a distance of two miles and resulted in the adoption of a new location.

"The major factors influencing the cost differential between the two routes are mileage of highway, more costly river crossings, additional highway grade separation structures, additional railroad grade separation structures, additional stream crossings, and more costly interchange locations, together with an additional interchange.

"The additional mileage of highway on the Cleveland Alternate results in additional quantities of grading, roadway drainage, drainage structures, paving, shoulders and roadway appurtenances such as guard rail, right-of-way fence, deli-

neators, etc. In addition to the increases due to mileage, the grading quantities are also increased somewhat due to controls established by grade separation structures and the consequent limitations preventing the rolling of grade for the purposes of economy. The items enumerated above produce an increased cost of \$3,606,000.

"The major structures spanning the Cuyahoga River, Tinkers Creek and the Rocky River on the Cleveland Alternate exceed the construction cost of the crossings of the Cuyahoga River, East Branch Rocky River, West Branch Rocky River, and Plum Creek on the southerly route by \$1,983,000.

"The Cleveland Alternate requires 11 additional highway grade separation structures, 4 additional railroad grade separation structures, and 13 additional stream crossings resulting in increased construction costs amounting to \$1,637,000. By reason of the additional highway crossings, the cost of relocation and grade changes on intersecting highways is increased by \$242,000.

"The Cleveland Alternate as developed by the Director of the Cleveland Planning Commission requires interchanges to be located at State Route 8, U. S. Route 21, and the Medina Expressway, whereas the southerly route requires interchanges at U. S. Route 42 and either at U. S. Route 21 or State Route 8. Therefore, the Cleveland Alternate requires a minimum of one additional interchange which, when coupled with the difficult topographic conditions at the U. S. Route 21 interchange and the urban location of the Medina Expressway interchange, results in increased construction costs amounting to \$1,750,000.

"Because of the proximity of the Cleveland Alternate to the industrial and urban areas of the city, it is estimated that the cost of relocating public utilities, including water, fuel, sewage, power, telephone and telegraph lines, will be increased \$1,082,000.

"In addition to increased construction costs, the Cleveland Alternate will result in increased maintenance and operating costs of \$50,000 per year brought about by the mileage differential and the addition of one interchange.

"The foregoing analysis is based upon the plan proposed by the Mayor of Cleveland and the Director of the Cleveland Planning Commission; however, the consultants are of the

opinion that the proposed scheme is inadequate to serve traffic demands that will be generated if the Cleveland Alternate is adopted. Basically, since portions of the Cleveland expressway system are still in the planning stage, it appears that initial construction of the Turnpike must include an interchange at existing U. S. Route 42 with construction of the interchange at the Medina Freeway to follow when that project is constructed. It appears necessary also that an interchange must be constructed at the Berea-Airport Freeway when that project has been developed. With the addition of these interchanges, the Traffic Engineers have predicted that the volume of local traffic would necessitate the construction of a six lane highway between U. S. Route 21 and the Berea-Airport Expressway. The construction of six lanes between these limits together with the addition of two interchanges increases the cost differential of the Cleveland Alternate to \$15,050,000. Similarly the maintenance and operating expenses would be increased \$115,000 annually over the southerly route.

"My traffic and revenue consultant, Parsons, Brinckerhoff, Hall and Macdonald, has made a comprehensive analysis of the traffic and toll earnings of the Cleveland Alternate. The purpose of this study was to determine the traffic and revenue possibilities of the Cleveland Alternate location as opposed to the southerly Turnpike route previously recommended by the Director of Highways and further to show by fact and figure which of the two locations would provide the most traffic service and resulting toll revenue.

"Data for their report is based for the most part on traffic origin and destination surveys conducted in recent years in the Project Area. In addition, they have studied the connecting highways of the area, discussed future highway plans, and investigated the locations of the major traffic generators within the region of primary importance.

"Their analysis has also taken into account the effect of the location of this section of the Proposed Turnpike on the major state and Federal highways which at present carry large volumes of the traffic through this section of Ohio. These routes, they believe, must be relieved of major portions of their present through traffic in order for the Turnpike to accomplish its broad objectives. The basic objective of the proposed Turnpike is to provide traffic relief to the major East-West highways which pass through northern Ohio .

"The common denominator used in comparing the Cleveland Alternate to the southerly location is vehicle miles of travel and gross toll earnings or traffic service and revenue.

"The consultants find that the Cleveland Alternate, because of its proximity to Cleveland, and the traffic service it will offer for traffic originating or destined to the Greater Cleveland Area, and also due to its additional length as compared to the southerly route will attract more trips and trips of greater length to the Turnpike. The additional revenue brought about by the adoption of the Cleveland Alternate will be derived from the following sources:

1. More trips and trips of greater length made in traveling from Cleveland to cities in western Ohio and west of the Ohio line
2. More trips and trips of greater length made in traveling from Cleveland to the cities of eastern Ohio and east of the Ohio line
3. Through trips originating east of Cleveland and destined west of Cleveland due to the increased length of the Turnpike
4. Trips from Cleveland to Akron, Canton, and south of this area

"They have considered that certain amounts of through traffic will be discouraged from using the Turnpike because of the several miles of additional travel incurred on the Cleveland Alternate. This factor, however, is not of major consequence in that the greatest number of through users would still find advantage in using the Turnpike even though they would travel further and pay a slightly higher toll charge. The city of Cleveland is one of the major generators of traffic potential to the proposed Turnpike. We estimate that approximately 39% of the traffic which will use the Turnpike sections due east and west of Cleveland will have either origin or destination in that city. When it is considered that this traffic will travel additional mileage on the Turnpike, increased revenues result. However, a loss of revenue will also occur to the Turnpike due to the proposed rerouting.

"Consideration has also been given in this analysis to the possibility of a loss of traffic and revenue which may result from the adoption of the Cleveland Alternate. This loss would occur for trips from the Akron and Canton area to destinations in Ohio and out of state west of those cities.

"Though an interchange is planned at Route 8 to serve the Akron traffic moving to or from the West, it is estimated that approximately 30% of the total turnpike traffic from the Akron-Canton area will be discouraged from using the Cleveland Alternate because of its additional length and routing out of direction. The trips from the Akron-Canton area which do not get on the Turnpike at the interchange at Route 8 will probably for long-haul trips enter the Turnpike at either the Elyria or Norwalk interchanges.

"To summarize, the traffic and earnings engineers have determined that the gain in Turnpike revenue from the Cleveland Area will offset the loss in revenue from the Akron-Canton Region. The increased gross toll revenue of the Cleveland Alternate in the average year of operation is estimated to be \$65,130.

"It has been estimated that the additional cost of maintenance and operation of the Cleveland Alternate as described previously would amount to \$50,000 annually, resulting in a net additional toll revenue to the Turnpike of \$15,130 for the average year.

"The difference in gross toll revenue of the Cleveland Alternate over the southerly location represents 1.43% of the average annual gross toll earnings for the Cleveland section of the Turnpike and but 0.4% of the average annual gross toll revenue for the entire Turnpike.

"At this point it should be explained that a seeming paradox exists in regard to the fact that more gross revenues can be expected on the Cleveland Alternate than with the southerly location. As has been previously explained, this increase is due solely to the greater length of the Cleveland Alternate. However, from the standpoint of statewide traffic service, the Cleveland Alternate will actually serve a lesser number of vehicles because a substantial amount of the Akron-Canton traffic will find the northern location unattractive because of the additional miles of travel and out of the way for a

direct route to destinations in the west. Therefore, though analysis shows more vehicles-miles of travel daily on the Cleveland Alternate, this location actually serves a smaller number of vehicles than does the southern route previously recommended.

"It is also the consultant's opinion that with the adoption of the Cleveland Alternate, less traffic relief will be afforded to Routes 18, 224, and 30 for traffic originating in the Akron-Canton region. This point is of considerable importance in that a turnpike through this section of Ohio should absorb the greatest amount of through traffic, leaving the existing routes to adequately serve the local and short haul inter-city traffic.

"The traffic and earnings analysis previously presented has been predicated upon an understanding of the Cleveland Alternate as proposed by Mayor Burke and the Cleveland Planning Commission. Our traffic consultants believe, however, that should the proposed Ohio Turnpike be located along the line of the Cleveland Alternate, certain additional facilities will be required in order to satisfy the traffic demands in the city. These additional facilities include two more traffic lanes, making a total of six lanes in all, plus at least two more traffic inter-changes. Short haul intra-city traffic will be developed through this section. This additional intra-city traffic will produce additional revenues. The difference in gross toll revenue in the average year is estimated to be \$348,370 in favor of the Cleveland Alternate. Maintenance and operating costs for the 6-lane alternate will be \$115,000 in excess of the southern location, resulting in a net gain in toll revenue to the Turnpike of \$233,370.

"As a basic policy in the planning of toll Turnpike facilities it has not been found economically feasible to penetrate the urban areas lying along the route. For example, the Pennsylvania Turnpike, an outstanding toll turnpike facility, extended from 22 miles east of Pittsburgh to a point 16 miles west of the City of Harrisburg. The extensions now under construction bring the Pennsylvania Turnpike only slightly closer to these urban areas, but still more remote from them than the distance of the southerly route in the Cleveland area would be from the Public Square. The access to these Pennsylvania cities will be by way of free facilities developed by the Pennsylvania Highway Department.

For instance, with respect to the highway routes connecting with the Turnpike system and feeding into these facilities, the program of the Department of Highways of the State of Pennsylvania includes the development of modern express highway projects in the urban areas of Pittsburgh, Harrisburgh, and Philadelphia. The Penn-Lincoln Parkway will connect the Turnpike and Western Extension with downtown Pittsburgh, and the Schuylkill River Parkway will connect the Philadelphia Extension with downtown Philadelphia. The State of Pennsylvania is committed to improving Route U. S. 1 to connect with the new bridge over the Delaware River at Trenton, and the arterial express highway system now being developed in Trenton by the New Jersey State Highway Department.

"The investigations of the consultants on the traffic and earnings phase of these studies have determined that the additional net revenue which might be derived from the operation of the Cleveland Alternate would be definitely insufficient to finance the additional cost which is estimated to be \$10,300,000 for the four lane facility, and \$15,050,000 for the 6-lane facility. In addition, the consultants are concerned that the Cleveland Alternate, as proposed, might work as a detriment to the financial feasibility of the Turnpike as a whole.

"The results of our investigations into the cost and revenue possibilities of the location of the Ohio Turnpike from the Pennsylvania line at Petersburg to the Indiana line have determined that the northern, which has been recommended, will cost \$7,820,000 in excess of the southern route. The annual average gross toll revenues for the northern location are estimated to be \$4,905,000 more than the southern location. The additional annual gross revenues on the northern location are sufficient to capitalize the increased cost in less than two years time.

"I, therefore, recommend that the Commission approve the southerly location of the Turnpike route through the Cleveland area."

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

"WHEREAS, on July 25, 1950, Mr. T. J. Kauer and his staff, and the Engineering Consultants, the J. E.

Greiner Company and Parsons, Brinckerhoff, Hall and Macdonald, recommended a proposed one-mile wide route for study for an Ohio Turnpike from the Ohio terminus of the Pennsylvania Turnpike to the Indiana line, and

WHEREAS, the Ohio Turnpike Commission, on July 25, 1950, requested the Director of Highways and the Engineering Consultants to prepare and submit to the Commission a supplementary report relative to the recommended route of said turnpike and proposed minor alterations in said recommended route, and

WHEREAS, said reports have been received, and

WHEREAS, it is deemed essential by the Ohio Turnpike Commission that further detailed engineering studies and reports proceed forthwith with respect to said one-mile band;

NOW, THEREFORE, BE IT RESOLVED by the Ohio Turnpike Commission, Franklin County, State of Ohio

Section 1. That the turnpike route described within said one-mile band as originally recommended on July 25, 1950, is hereby approved for study."

The Chairman observed that the supplemental report of the Director of Highways was one of first impression to the Commission as such, but that individual members of the Commission had full opportunity to be informed of the information contained in the report as it progressed. The representatives of the Attorney General having approved the form of the resolution as presented, 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, McKay, Kauer, Teagarden, Shocknessy
Nays, None

The Chairman announced the motion adopted.

The Chairman thereupon announced that when he quite reluctantly accepted appointment to the Commission upon the urging of the Governor of Ohio, it was understood that he would need to serve for one year only or until the preliminary organization and planning were completed. He stated that the approval of the proposed one-mile band for further study

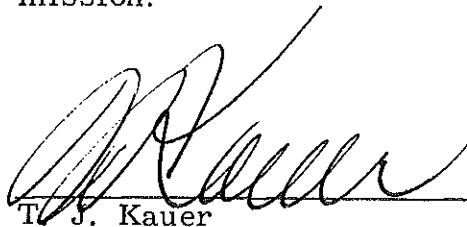
completed the preliminary organization and planning; that on September 8, 1950 he will have completed the year as understood; and that he had conferred with the Governor of Ohio concerning his retirement from the Commission. The Chairman stated that after further discussion with the Governor he will announce whether or not it will be agreeable to submit his resignation effective at the end of his year of office. He thereupon requested a motion for adjournment.

A motion was made by Mr. Teagarden, seconded by Mr. McKay, that the meeting adjourn until further call by the present 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, Teagarden, McKay, Kauer, Shocknessy
Nays, None

The Chairman declared the meeting adjourned. The time of adjournment was 2:30 o'clock p. m.

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



T. J. Kauer
Secretary-Treasurer

10-10-50