

MINUTES OF THE ONE HUNDRED AND FORTY-THIRD MEETING  
September 20, 1960

Pursuant to bylaws, the Ohio Turnpike Commission met in regular session in the Cabinet Room of the State Capitol in Columbus, Ohio at 11:00 A.M. Eastern Standard Time on September 20, 1960 with the Governor of Ohio, the key Members of the Commission's staff, representatives of the Consulting Engineers, of the Trustee, of the Auditor of State, members of the press, and others in attendance.

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

Present: Beightler, Chastang, Teagarden, Preston, Shocknessy.

Absent: None.

The Chairman announced that a quorum was present.

The Chairman addressed Governor Di Salle and expressed the appreciation of the Commission for the invitation to hold its meeting in the Cabinet Room. He said the Members of the Commission wished to congratulate Governor Di Salle as a fellow road builder on the number of roads completed during his tenure of office. He said that under Governor Di Salle's Director of Highways great progress had been made particularly in the last six months. He said he had had the opportunity of riding on Interstate Highway 71 recently and he was happy to report what a great highway it is.

Governor Di Salle said he was happy to have the Commission meet in the Cabinet Room any time that it would like to.

Governor Di Salle said also that he was tremendously interested in making certain that rumors that development of some proposed highway was being stopped because it would interfere with the Commission's revenue were laid to rest. The Chairman said the Commission had done all it could to dispel such rumors. He said he and the Director of Highways had had public discussions about Route 18 on at least three occasions and the Commission had concurred in the discussions. He said the Commission had never done anything to block the construction of any highway. He said he was glad to have the opportunity to say to Governor Di Salle what he had said to the Director of Highways: that the Commission had lent its offices to assist in the construction of

Route 18 in the vicinity of Akron, especially, where the discussion had invariably arisen with respect to the Commission's activity. He said the Commission had made studies on what construction might give it problems and the construction of Route 18 as discussed was not construction that would give the Commission any appreciable problems.

Governor Di Salle said he hoped the Department of Highways could work with the Commission on those matters. He said he felt that the development of Route 18 there was important, that it was a very heavy traffic artery, and that the Department of Highways wanted to develop it and improve it. The Chairman said the Commission had agreed in the public expression of the Director of Highways on that position and he did not know what more the Commission could do. He said the Commission certainly had never stood in the way of the construction of Route 18 in the vicinity of Akron and between Akron and Youngstown.

The Director of Highways said the Department of Highways had not had the least bit of disagreement with the Commission. He said as a matter of fact it would not be good programming on the Department's part to propose the construction of a route that would detract appreciably from the turnpike, that to do so would indicate there was already a facility that would meet the need. He said the particular section of Route 18 under discussion served another purpose; it was interurban between Akron and Youngstown and connected with interstate expressways on to the south and southwest.

The Chairman said the Commission had always said that there was not enough money available to build all needed highways anyhow and therefore it certainly was unlikely that anybody was going to build a highway that was unneeded, and if a highway were actually needed then its construction would not do the Commission any harm. The Director of Highways said the Department of Highways certainly was not in a position to be building unneeded highways. The Chairman said that was the point and so the Department was not going to build anything that wasn't needed and if something were needed the public must be served.

Governor Di Salle said he would not fight very vigorously any attempt by the federal government to reimburse the state of Ohio for the cost of the turnpike and to integrate the turnpike with other expressways. The Chairman said that whatever portions of the turnpike the federal government integrated into the national system of interstate and defense highways and whatever allowance it might make had

nothing to do with the Commission. He said the money would not be used to pay off the turnpike revenue bonds but would be a credit for the construction of other highways.

Governor Di Salle then departed.

A motion was made by General Beightler, seconded by Mr. Teagarden, that the minutes for the meeting of August 2, 1960 which had been examined by the Members of the Commission and on which the corrections suggested by the Members had been made be approved without reading.

A vote by ayes and nays was taken and all Members responded to roll call. The vote was as follows:

Ayes: Beightler, Teagarden, Preston, Chastang, Shocknessy.

Nays: None.

The Chairman declared the minutes stood adopted with all Members voting in the affirmative.

The Chairman reported that the Commission's greatest all time income month was the month of August 1960 and that the month exceeded the month of July 1960 which had been the high income month prior to August by \$2,000. He said the interest coverage for the month of August was 3.01. He said that was the first time the Commission had ever had a coverage in a single month in excess of 3. He said that for the month of July the coverage was 2.99. He said the Commission was pleased and proud about it and pleased and proud also of the safety record for the Labor Day week end on the Ohio Turnpike. He said the Labor Day week end completed the big week ends of the year and it was the Commission's good fortune to have had not a single fatal accident on any one of them. He congratulated the Director of Highways on having no fatal accidents on the new interstate route 71. He said it just went to show that safety could be engineered into a highway and that if people would be alert and stay awake they would stay alive on good roads. He said the expression "stay alert and stay alive" he thought originated at the Commission, that the first time it had been used in the country was by the Commission and that, like the green paint adopted by the Commission for its traffic signs, it had acceptance all over the United States.

The Chairman reported further that there was an article in one of the newspapers about females employed in turnpike restaurants. He

said the Chairman of the Commission had been called by some of the news services about the article which was written by a writer for the Akron Beacon Journal whose daughter had been employed at a turnpike restaurant during the summer. He said that so far as the Commission had been able to determine the only research for the article which appeared in the Akron Beacon Journal was the daughter's statement. He said the Commission was not aware of any other research for the article. He said the Commission had researched the facts itself and had found there was little or no foundation for the conclusions in the article. He said he had before him the report which the Director of Information and Research had made and he had the reproduction of the time cards of the employee involved. The Chairman said the Commission did not have control of the conditions of employment of contractors with the Commission but it was interested and the State of Ohio which did supervise the conditions of female employment no more than the Commission would tolerate conditions that were unlawful. He said that while the Commission did not govern the relations of concessionaires and contractors with their employees it certainly expected them to observe the law. He said the Commission found in the instant case that the law was being observed. He said the minimum wage which was mentioned in the article was 60¢ an hour and the minimum wage in Ohio for female employees was 55¢ an hour. He said there was a gradation of minimums paid by the restaurant operators related to the amount of gratuities received by the employees. He said also that employees who worked during certain hours were likely to receive more gratuities than employees during other hours and the minimums were different. The Chairman said the Members of the Commission might feel satisfied that the Executive Director was maintaining a vigilant surveillance of all conditions affecting the service to the public in the service plazas, and that the Executive Director had at all times had the patronage of the Chairman of the Service Plaza Committee, General Beightler, who had given an enormous deal of attention and time to maintaining service standards and all other standards at the restaurants. He said he was convinced that between them General Beightler and the Executive Director with the staff assistance they had otherwise received had maintained an adequate surveillance of the conditions at the restaurants. He said he was persuaded by research that was made on the report before him that the article did not fairly reflect conditions and while he was not saying that the facilities of a great newspaper had been used by an employee to carry on a vendetta, he was saying it could happen.

The Chairman reported further that the fifth annual report of the Consulting Engineers due October 1, 1960 was being presented to the Commission that morning. He said the Commission wanted

to take notice of the presence at the table for the first time in a long while of Mr. E. J. Donnelly of the Consulting Engineers, the J. E. Greiner Company. He said the Commission was glad that he was back and able to be with the Commission. He said Mr. Donnelly had made a great contribution to the construction and maintenance of the Ohio Turnpike and to his company.

The Chairman reported further that Mr. David B. Ewing of the Auditor of State's office had told him just before the meeting that Mr. Raymond J. Bartholomew who had been working with the Commission from the Auditor of State's office for five years had resigned because of illness and that he would be succeeded in the work for the Auditor by Mr. Ewing. The Chairman said he would like to say once again that the Commission had had a very pleasant association with Mr. Bartholomew who was a very thoughtful and competent man. He said the Commission wished Mr. Bartholomew well and wished Mr. Ewing well. He said the Commission got along well with Mr. Bartholomew and would expect to get along with Mr. Ewing.

The Chairman reported further that he had gone over the minutes of the staff conference of September 8, 1960 and was most interested in the work of the Highway Patrol and the detail of the Highway Patrol's activity and of the maintenance-vehicle activity over the Labor Day holiday. He said the minutes related the crash inspection made of men's rest rooms in service plazas since the last meeting. He said the rest-room business was always a problem in the summer. The Chairman said the proposal of the Howard D. Johnson Company to put in a buffet service in some of the restaurants or at least in one was certainly an experiment that was of interest. He said the comments in the minutes concerning signs on over-head bridges and a consolidated monthly report looked like progress. He said the minutes indicated that the same old business of non-revenue tickets requested by public officials was giving the Commission the same old problems.

The Chairman reported further that he had been short changed on the turnpike at a toll plaza recently. He said he was coming from a funeral at Notre Dame and stopped to pay a toll. He said he gave the toll collector a five dollar bill for the 90-cent toll and the very polite toll collector handed him 10 cents and said "Thank you, sir". The Chairman said he then said, "But, sir, I gave you five dollars". The Chairman said the collector thereupon gave him the four dollars. He said he just mentioned the incident as an indication of how mistakes could happen but that even so he had reported it to the Executive Director who investigated the matter.

The Chairman said that in the absence of questions or objections his report would be accepted as offered.

The Chairman said the report of the Secretary-Treasurer would be received.

The Assistant Secretary-Treasurer reported for the Secretary-Treasurer that since the last meeting the following had been sent to all Members:

1. Auditors' Report for period ending June 30, 1960.
2. Financial Reports as of July 31, 1960 and August 31, 1960.
3. Traffic and Revenue Reports for July and August 1960.
4. Detail of investment transactions for August 1960.
5. Draft of the minutes for the August 2, 1960 meeting.
6. Accountants' Report, Summary of Rentals reported by Service Station Operators for period July 1, 1959 through June 30, 1960.
7. Estimate of Income for 1961.

The Chairman said that in the absence of questions or objections the report of the Secretary-Treasurer would be accepted as offered.

The Chairman said the report of the Executive Director would be received.

The Executive Director reported that the matter of pay toilets in rest rooms at the service plazas had been referred to the Committee on Service Plazas for consideration in connection with any expansion of the rest room facilities.

The Executive Director reported further that representatives of the Consulting Engineers and he had met with the Director of Highways and members of his staff that morning and had had a very fruitful conversation with respect to proposed highways as they might affect the Ohio Turnpike. He said it was a little early to say that any progress had been made but the conferees were working to that end.

The Executive Director reported further that the water line bringing city of Cleveland water to the Great Lakes and Towpath Service Plazas had been put into operation the previous Friday to conclude a big problem of water supply at those plazas.

The Executive Director reported further that the Committee on Budget and Finance had met on August 19, 1960 to determine its recommendations to the Commission for a preliminary budget of current expense for the fiscal year 1961 commencing on January 1, 1961. He said the Committee's recommendation in detail with explanatory remarks had had been sent to Members under date of August 30, 1960. He said an estimate of income for the year 1961, based on information supplied by the Comptroller, had been sent to Members under date of September 15, 1960. He said that, accordingly, he recommended the Commission adopt the recommendations of the Committee on Budget and Finance as a preliminary budget of income and current expenses for 1961. He said the proposed preliminary budget of current expenses had been developed in cooperation with the Consulting Engineers and was in the amounts recommended to the Commission in the fifth annual report of the Consulting Engineers.

The Chairman of the Committee on Budget and Finance, Mr. Chastang, said the figures submitted to the Budget and Finance Committee were in excellent order and thoroughly understandable and quite realistic. He said he understood that an effort was being made to confine expense for legal services to the Commission's own counsel as much as possible because the Commission did have a competent house staff. He said that where the house staff could take on the load he thought it was only proper that they do so. He said the General Counsel was in accord with the program.

A resolution adopting preliminary budget for the fiscal year 1961 was moved for adoption by Mr. Chastang, seconded by Mr. Teagarden, as follows:

Resolution No. 9-1960

"WHEREAS it is provided by §505 of the trust agreement dated June 1, 1952, between the Commission and The Ohio National Bank of Columbus, as trustee, and The National City Bank of New York (now The First National City Bank of New York), as co-trustee, that, on or before the 20th day of October in each fiscal year, the Commission will adopt a preliminary budget of income and current expenses for the ensuing fiscal year.

"WHEREAS the Commission's executive director and comptroller have submitted a preliminary budget and current expenses for the fiscal year 1961 to the Commission, and have recommended the adoption thereof, and said budget is now before the Commission; and

"WHEREAS all reasonable requests of the consulting engineer as to the classifications in which such budget shall be prepared have been complied with, and the consulting engineer has advised the Commission that said budget classifications meet with its approval and that it has no further requests with respect to said classifications;

"NOW, THEREFORE, BE IT

"RESOLVED that the Commission, having duly and fully considered the same, hereby adopts the following:

Preliminary Budget of Income and Current Expenses  
1961

Income	\$25, 575, 000
Current Expenses	
Administration & Insurance	\$ 982, 600
Operations	4, 388, 200
Trust Indenture Expense	<u>120, 800</u>
Total Current Expenses	\$ 5, 491, 600

"FURTHER RESOLVED that the assistant secretary-treasurer is hereby instructed to file a copy of said budget with the trustee and to mail copies thereof to the consulting engineer and to the principal underwriters forthwith."

General Beightler said he thought the staff, particularly the Comptroller, and the Committee had made a conservative estimate of the Commission's probable income. He said also he thought the Commission should realize that the economy possibly was in a recession and that in event the recession was a severe one the Commission's income might be lower than had been estimated. He said the Commission's income in recent months actually had been defying the fact that the general economy was moving downward. He said that nevertheless he thought the Committee had handled the estimate of



income very conservatively and that the estimate was a valid one. Mr. Teagarden said he would not take issue with General Beightler about his remarks about a recession.

The representatives of the Consulting Engineers indicated their agreement with the preliminary budget.

A vote by ayes and nays was taken and all Members responded to roll call. The vote was as follows:

Ayes: Chastang, Teagarden, Preston, Beightler, Shocknessy.

Nays: None.

The Chairman declared the resolution adopted with all Members present responding in the affirmative. The resolution was identified as No. 9-1960.

The Executive Director reported further that the experimental period for the operation of tandem trailer combinations in excess of 60 feet in length on the Ohio Turnpike would expire on October 18, 1960. He said the use of the turnpike for the combinations had not met expectations but that that was understandable when consideration was given to the problems of the trucking industry. He said that to participate in the operation required a substantial investment in equipment that would have no other use than for the combinations and required also a modification in operational procedures. He said it was expected however that there would be an increase in use if the industry were assured of a reasonable opportunity to recover its investment in equipment through extended use. He said it required time for the industry to adjust its operations to fit the program as had been illustrated by the experience on the New York State Thruway where adequate records were available for making a determination. He said there was no substantial progress made on the New York Thruway until almost a year after operation of the combinations had been made permanent. He said the growth in the number of combinations on the New York Thruway was substantial in July and August of 1960. He said the experimental period on the New York Thruway ended on June 30, 1959, at which time trips by combinations were averaging approximately three hundred per month. He said that use under the permanent program had been slow in materializing but had been accelerating rapidly in 1960 and in August of 1960 a total of 1789 trips had been made on the New York Thruway. He said there was every indication that the peak of use there had not been reached.

The Executive Director said further that use of the Ohio Turnpike by the combinations had been decreasing from the peak of 529 trips in June, 1960 to 344 trips in August. He said the reasons for the decrease were that automobile haulers engaged in the operation had not been hauling and that one trucking firm had taken its units off the Ohio Turnpike and put them on the New York Thruway. He said the latter firm had conducted its experiment on the Ohio Turnpike and had completed it and could use the units to an advantage on the New York Thruway. He said he could not expect that firm to return its units to the Ohio Turnpike until such time as they could be assured of some tenure greater than then prevailed.

The Executive Director said further that there had been no accidents on the New York Thruway attributable to the tandem trailer operation. He said there had been no accidents on the Ohio Turnpike involving the tandem trailer combinations. He said that during the eight months of trial operation on the Ohio Turnpike as of September 1, 1960 there had been a total of 1,884 trips for a total of 377,540 miles. He said the operation had been closely observed by the staff and the Highway Patrol and that it was the consensus that the operation was safe and practicable. He said the eight-months' experience had indicated the procedures initially adopted for handling the combinations during the experimental period were adequate except that under existing usage it would, because of volume at Interchange No. 11, be desirable in the interest of reducing congestion and maintaining a free flow of traffic through the interchange to provide additional space for make up and break up of the combinations. He said topography at that interchange lent itself well to the provision of additional space. He said the cost of constructing additional space of an area of 150 by 200 feet was estimated at \$7000. He said make up and break up at other interchanges could be accomplished within existing available space at least until the need should become greater and until traffic volume should pick up the next summer. He said no serious problems at the other interchanges during the peak months of the summer had been encountered.

The Executive Director said further that the problem of determining the future of tandem trailer combinations in excess of 60 feet in length had been a subject of concern at the conference of the staff, including the Commander of District 10 of the Ohio State Highway Patrol, on September 8, 1960. He said that following an extended discussion of the problem by the conferees it had been concluded that the operation should be placed on a permanent basis controlled by permits issued annually to those trucking firms satisfying the rigid requirements adopted for the trial period. He said that cur-

rently operations of tandem trailer combinations in excess of 60 feet in length on a permanent basis had been authorized on the New York State Thruway, Massachusetts Turnpike, Indiana Toll Road, and Kansas Turnpike. He said consideration was being given to permitting similar operations on the Oklahoma Turnpikes and the Illinois Toll Way.

The Executive Director said further that accordingly and unless there was some objection by the Commission prior to the expiration of the trial period on October 18, 1960 the staff would proceed to develop a form of annual permit and the construction of the additional space at Interchange No. 11 and place the new procedure in operation. He said the Consulting Engineers had approved that course of action.

In response to questions by the Members the Executive Director said he thought make up and break up points might be required eventually at four or five interchanges and that they would cost \$7000 at a minimum and possibly \$15,000 at the maximum. He said use of the make up and break up areas as storage space would not be permitted. He said several operators had had plans to provide their own make up and break up areas in the vicinity of the interchanges at routes 21 and 7 but had encountered problems they could not resolve because the tandem trailer combinations in excess of 60 feet in length were not permitted on public roads and thus could not have access to the turnpike from the proposed off-turnpike areas.

General Beightler asked whether there would be enough increase in the Commission's revenue to warrant going into the operation on a continuing basis. The Executive Director replied that there was only the experience of the New York State Thruway Authority to go by. He said the Authority had concluded its business had increased sufficiently to pay for the make up and break up areas. He said representatives of the trucking industry had made many statements as to what they would do when operation of the combinations on the Ohio Turnpike should be made permanent. He said it was the recommendation of the staff that the operation of the tandem trailer combinations in excess of 60 feet in length on the Ohio Turnpike be made permanent. He said the annual permits proposed to be issued could be terminated for cause. He said the New York State Thruway Authority offered the operation on an annual-permit basis and the trucking industry had accepted the annual permit on the New York Thruway. He said the staff was satisfied the operation was a safe one. He said the next step was getting the trucking industry on the turnpike in greater numbers.

Mr. Teagarden said there had been only a very few of the tandem trailer combinations on the turnpike up to that time. He inquired what would be the Executive Director's feeling with respect to safety if eight or ten times the current amount of use would develop. He said if the tandem trailer combinations would be restricted to use of the outer lanes of the roadways he would be responsive. He said the company with which he was connected operated its own fleet of trucks and he had inquired of the drivers their feelings about the long combinations. He said the drivers were of the opinion that the combinations created a hazard. Mr. Teagarden said he had expressed his feelings several months previous concerning the effect of the long tandem trailer combinations on passenger car drivers and truck drivers.

The Director of Highways said he did not think the right answer was in restricting operation to one lane. He said there were conditions when the tandem trailer combinations needed to pass in the interest of safety under normal conditions and that there should be regulations controlling the passing. He said the operation of the tandem trailer combinations should be projected into a larger volume. He said that without adequate controls the combinations could be passing very frequently. He said the Commission should make a more thorough study and attempt to develop some rules that would regulate. The Chairman said he agreed on a continuing reevaluation. The Executive Director said the existing regulations required that the speed of the tandem trailer combinations in passing must be such that the passing could be concluded within one mile of roadway. Mr. Teagarden said there still remained the human element and restrictions might well be needed.

In response to a question by General Beightler as to whether the Department of Highways was giving any consideration to permitting the operation of the tandem trailer combinations in excess of 60 feet in length on the public highways, the Director of Highways said the suggestion gave the department some concern. He said the operation had been instituted on the New York Thruway and experimentally on the Ohio Turnpike and the next logical thing was that the truck operators would want to connect the two toll roads and would want to use the public highways. He said the Department of Highways was considering the problem of whether proper control on the higher type of expressways could be developed.

General Beightler said if the tandem trailer combinations were going to bring in more revenue he was going to be for the recommendation of the Executive Director.

Mr. Chastang said he was sure that on the New York Thruway the operation of the combinations had caused no hazard. He said the combinations would be operating on the Ohio Turnpike under the conditions under which they were being operated on the New York Thruway.

The Chairman said four Members were in agreement to authorize an indefinite continuation of the tandem trailer outfits subject to such regulations as from time to time were indicated by conditions of operation.

The Chairman said that in the absence of further questions or objections the report of the Executive Director would be accepted as offered.

The Chairman said the report of the Director of Highways would be received.

The Director of Highways said the meeting between representatives of the Commission and the Department of Highways to which the Executive Director had referred had been a very satisfactory meeting.

The Chairman said that in the absence of objections the report of the Director of Highways would be accepted as offered.

A resolution ratifying actions of administrative officers was moved for adoption by Mr. Teagarden, seconded by General Beightler, as follows:

Resolution No. 10-1960

"WHEREAS the executive director, deputy executive director, chief engineer, general counsel, assistant general counsel, secretary-treasurer, assistant secretary-treasurer, comptroller, and the director of information and research of the Commission, have, by various written and oral communications, fully advised the members of the Commission with respect to their official actions taken on behalf of the Commission since the Commission's last meeting on August 2, 1960, and the Commission has duly reviewed and considered the same;

"NOW, THEREFORE, BE IT

"RESOLVED that all official actions taken by the aforesaid administrative officers of the Commission on its behalf since the Commission's meeting on August 2, 1960, hereby are ratified, approved, and confirmed."

A vote by ayes and nays was taken and all Members responded to roll call. The vote was as follows:

Ayes: Teagarden, Beightler, Chastang, Preston, Shocknessy.

Nays: None.

The Chairman declared the resolution adopted with all Members voting in the affirmative. The resolution was identified as No. 10-1960.

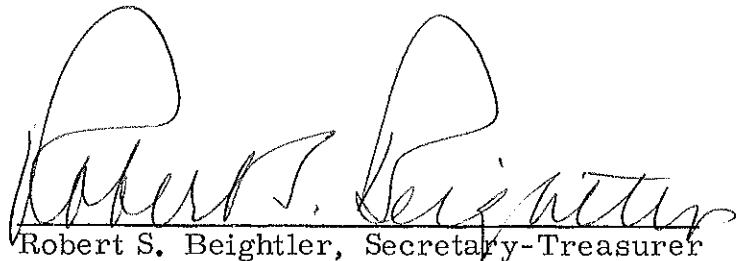
There being no further business to come before the Commission, a motion was made by Mr. Teagarden, seconded by Mr. Preston, that the meeting adjourn subject to call of the Chairman. A vote by ayes and nays was taken and all Members responded to roll call. The vote was as follows:

Ayes: Teagarden, Preston, Chastang, Beightler, Shocknessy.

Nays: None.

The Chairman declared the meeting adjourned. The time of adjournment was 12:45 o'clock P.M.

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



Robert S. Beightler, Secretary-Treasurer