The Mass Transportation Problem In Illinois

A final report

prepared by The State Mass Transportation Commission

for the honorable William G. Stratton,

governor of Illinois

and the honorable members of the 71st General Assembly

June, 1959

The Mass Transportation Problem In Illinois

Word Searchable Version not a True Copy

National Transportation Library

Section 508 and Accessibility Compliance

The National Transportation Library (NTL) both links to and collects electronic documents in a variety of formats from a variety of sources. The NTL makes every effort to ensure that the documents it collects are accessible to all persons in accordance with Section 508 of the Rehabilitation Act Amendments of 1998 (29 USC 794d), however, the NTL, as a library and digital repository, collects documents it does not create, and is not responsible for the content or form of documents created by third parties. Since June 21, 2001, all electronic documents developed, procured, maintained or used by the federal government are required to comply with the requirements of Section 508.

If you encounter problems when accessing our collection, please let us know by writing to librarian@bts.gov or by contacting us at (800) 853-1351. Telephone assistance is available 9AM to 6:30PM Eastern Time, 5 days a week (except Federal holidays). We will attempt to provide the information you need or, if possible, to help you obtain the information in an alternate format. Additionally, the NTL staff can provide assistance by reading documents, facilitate access to specialists with further technical information, and when requested, submit the documents or parts of documents for further conversion.

Document Transcriptions

In an effort to preserve and provide access to older documents, the NTL has chosen to selectively transcribe printed documents into electronic format. This has been achieved by making an OCR (optical character recognition) scan of a printed copy. Transcriptions have been proofed and compared to the originals, but these are NOT exact copies of the official, final documents. Variations in fonts, line spacing, and other typographical elements will differ from the original. All transcribed documents are noted as "Not a True Copy."

The NTL Web site provides access to a graphical representation of certain documents. Thus, if you have any questions or comments regarding our transcription of a document's text, please contact the NTL at librarian@bts.gov. If you have any comment regarding the content of a document, please contact the author and/or the original publisher.

The State Mass Transportation Commission

Chairman
Representative Elroy C. Sandquist

1st Vice Chairman
Senator Merritt J. Little

2nd Vice Chairman
Superintendent
Cook County Highway Department
William J. Mortimer

Secretary
Representative James Y. Carter

Senators
Albert E. Bennett
Arthur J. Bidwill
Merritt J. Little
Donald J. O'Brien
Frank M. Ozinga

Representatives
James Y. Carter
John N. Erlenborn
Peter C. Granata
Richard A. Napolitano
Elroy C. Sandquist

Public Members
Roy C. Blackwell
Paul O. Dittmar
Nelson O. Howarth
Downing B. Jenks
William J. Mortimer

Executive Secretary
Erwin E. Popcke

STATE OF ILLINOIS

STATE MASS TRANSPORTATION COMMISSION

1808 STATE OF ILLINOIS BUILDING

160 N. LA SALLE ST., CHICAGO 1, ILL.

TO:

The Honorable William G. Stratton,
Governor of the State of Illinois

and

The Honorable Members of the 71st General Assembly
of the State of Illinois

In response to your directive to solve the Mass Transportation Problem in Illinois, as more fully described in the provisions of House Bill No. 1228, enacted by the 70th General Assembly and signed by the Governor on July 11, 1957, this Commission immediately organized to realize this objective.

Existing reports were reviewed, public hearings were held in Illinois cities, opinions and recommendations were requested from representatives of the Transportation Industry, civic organizations, labor, local public officials, and the press, trips were made to other areas of the country to evaluate speoal features of transit operations which could be adopted by Illinois.

As a direct result of this work, your Commission presents this final report for consideration and related action.

Respectfully yours,

Elroy C Sandquist

Elroy C. Sandquist

Chairman

Acknowledgements

THE Commission wishes to express its appreciation for the splendid cooperation and assistance of state, county and municipal officials and departments, representatives of the transportation industry, chambers of commerce, labor and civic groups, and to the many others whose interest has been helpful in the work of the Commission. Although space does not permit individual listing, their contributions are recognized and sincerely appreciated.

Special recognition is due: to Mr. George R. Perrine, Chairman of the Illinois Commerce Commission and his staff; to the American Transit Association; the Chicago Association of Commerce and Industry; the Chicago Central Area Committee; the Chicago Planning Commission; the Chicago Real Estate Board; the City Club of Chicago; the Civic Federation; the Greater North Michigan Avenue Association; the General Electric Company; the Chicago City Council Local Transportation Committee.

Also of great assistance were; the Illinois Bus Association; the Illinois Municipal League; the Illinois Railroad Association; and the Illinois State Chamber of Commerce.

Of a distinct value in contributing their ideas and services were; the North West Federation of Improvement Clubs; the Public Officials Committee, comprised of mayors and village presidents of suburban commuter areas; the Taxpayers Federation of Illinois; the Traffic Club of Chicago; and the Illinois State Federation of Labor.

The Commission also wishes to express its gratitude to the director and staff of the research department of the Illinois Legislative Council. The Commission also values highly the technical data and information presented by the Chicago Transit Authority by its Chairman, Mr. Virgil E. Gunlock, and members of his staff.

The Commission is sincerely appreciative for the assistance of various mayors, city managers, and public officials of municipalities outside of the Greater Chicago Metropolitan Area, who aided the Commission in conducting public hearings.

The Commission also wishes at this time to pay tribute to the excellent cooperation of the press, radio and television stations in informing the public, not only of the progress of this Commission, but in alerting the public to the seriousness of the mass transportation problem.

Contents

Word Searchable Version not a True Copy

Problem Statement

IT is generally recognized and agreed that the most urgent, elusive and costly problem in the nation today, is the obviously inadequate mass transportation system in our rapidly expanding metropolitan centers.

Nearly all aspects of this problem, including the legislative, engineering, public policy, financial, urban planning, administrative, etc., have been proposed, examined and discussed, in one form or another by each segment of the transportation industry or related authority, separately and in various combinations of joint effort. In fact, virtually hundreds of documents are in existence, calling attention to the extent of the problem and offering proposals intended to solve it. Many excellent engineering reports propose substantial solutions to specific traffic or transportation problems. Although these reports eventually lead to the proposed improvements, these improvements only tend to emphasize the need for a bold comprehensive plan of attack. Continued conformance to past planning practices and improvement programs will only perpetuate unrelated spot improvements in the transportation program which only tend to drain budgets without substantially satisfying a need.

Basically, the need is for a balanced metropolitan transportation system administered by an area-wide coordinating authority charged with the responsibility of providing overall adequate transportation services and facilities. To continue to concentrate on automobile transportation improvements and to continue to neglect and avoid bold decisions leading to a new approach to balanced transportation, is to delay the full realization of the benefits of our urban economy.

To date, the picture is a grim one. Automobile registrations continue to grow at phenomenal rates, great highway facilities have been, and continue to be, constructed in response to this very powerful growth, though without any real or practical possibility of ever satisfying it completely. The element of personal convenience afforded

by the automobile obviously is the main generating force in its constantly accelerating numerical growth and all-purpose daily use. This numerical growth and increased all-purpose usage in our expanding urban centers, results directly in mass transit passenger losses, curtailment of services, petitions to cease operations, surface street congestion, economic loss and general transportation stagnation.

The right to freedom of movement is an inherent one in our economy and it must be maintained regardless of preconceived ideas of cost or administrative jurisdiction.

Illinois cities must offer an inviting alternative to private car use in the form of vastly improved transit systems wherever the existence of high density make the extensive use of public transport obviously necessary.

Shortage of peak hour street space in the Central Business Districts particularly, makes it essential to attract the maximum number of passengers to transit. An important approach appears to be in the achievement of greater speed, comfort and convenience for transit passengers at fares they can afford or are willing to pay.

Regardless of the demonstrable necessity to win the automobile driver back to mass transportation facilities, there exists a duty to maintain a useful minimum of public transportation in urban centers. This very necessary minimum level is not a matter of conjecture or of wondering generalization, but has been specifically ascertained for purposes of this report.

While the mass transportation problem exists in all areas of the nation, it has distinct local variables and therefore requires separate study and evaluation for each area. Policies and regulations which have been developed separately over the years for dealing with each phase of the transit problem will have to be reviewed, modernized as required and drawn together into one related comprehensive policy useful for each area.

Shore

It Steadily Worsens So More Railroads Join In Pleas for Subsidies

Passenger Deficit Heads for A New Record: New Haven Seeks Aid From New York

Chicago Lines Rely on Fares

udy ation

ccomplish both were en.

Area Transit Agency

ian, said both the commission's wn experts and the best outside ts that can be hired will con-

with the mayors of Racine and Kenosha, Wis., to determine their reactions to the Chicago, Shore & Milwaukee Ry.'s abandonment. ...r denied reports he was ...o set up an authority to ...er the electric line. He knew that ...

He said peop... the tracks ar... trains shake... others want ... The Milwa... cil instructed ... mittee to stud... proposal. It ...

NW Legislators Working With Transit Group

Members of the State Mass Transportation commission will meet in Chicago Wednesday, Oct. 16, at 10 a.m., in the State of Illinois building where the commission has established its headquarters.

According to State Representative Elroy C. Sandquist (R-13), commission chairman, the new transit group is expected to dis-

EASTERN AREA TRANSIT WOES LIKE CHICAGO'S

Illinois Group Reports

14 ★ CHICAGO DAILY NEWS, Tues., Jan. 6, '59

CTA Asks Public Funds Of 31½ Million for Projects

Cash Needed in Next 2 Yrs.; New Request to Legislature

...id transit facilities in the pro- ...through the next day.

waste, estimated $117 million a y... patrons alone," ...

THE CTA su... the legislature t...

STATE TRANSIT UNIT TO STUDY AURORA LINE

Restoration of passenger service on the Chicago, Aurora and Elgin railroad is to be one of the immediate objectives of the newly created Illinois state mass transportation commission, William J. Mor...

...t Study Tues...

Downstate Transit Talks On Today

From Our Springfield Bureau

SPRINGFIELD, Ill. — Mass transportation problems besetting downstate cities were to be discussed by officials of 24 communities Tuesday before the legislative mass transpor-

Rep. Sandquist Addresses City Club Luncheon

Featured as principal speaker at the City Club of Chicago's ...

TRANSIT GROUP TO MAKE STUDY ON WEST COAST

Members of the Illinois mass transportation ...

...superintendent of highways; Nelson M. Howarth, mayor of Springfield, and Blackwell. One Democratic member of the Senate's delegation of

State Seeking Way to Subsidize CTA

...iding a warning against ...In reaching a final de... the commission report ...hen a workable plan is ...leted, this commission ...etermine whether pub... ...onies will be necessary ...ce it in operation, and ...mend legislation to ... it. ...re is no time for ...lation. ...ther we must face the ... to bring our mass ...portation facilities up ...te, without delay, or ... congestion and eco... loss that ultimately

can build anywhere in Illinois. Those being constructed today will be barely able to handle today's traffic. Springfield Mayor Nels...

...Service Cuts Urged ...ss Transport Group

Study Rail Requests For Help

The State of Illinois
Mass Transportation Commission

Objectives

Constant public criticisms or the existing standards of Mass Transportation services, coupled with the continuing decreases in passenger volumes and revenues on mass transit facilities, and further aggravated by petitions from the operators of these facilities to further curtail the already inadequate services, or to discontinue them entirely, created an unbearable statewide dilemma, compelling a forceful and direct course of action organized to solve the Mass Transportation problem in Illinois.

In direct response to public requests for an action program, the Illinois State Legislature Mass Transportation Committee was created by House Joint Resolution No. 7 of the 70th General Assembly. Contained in a report of this Committee filed on April 30, 1957, are various recommendations resulting from the hearings and deliberations of this group charged with the responsibility of reporting a recommended course of action. This committee concluded among other things, that "many of the primary problems cannot and should not be reconciled without further fact-finding and engineering coordination . . ." As a result, the committee recommended that the 70th General Assembly "approve legislation to establish an independent interim State Mass Transportation Commission . . ." Several specific objectives were suggested for consideration and adoption to develop a successful action program.

Consequently, House Bill No. 1228, creating the Stafe Mass Transportation Commission, was passed in General Assembly on June 27, 1957, and approved on July 11, 1957.

This House Bill creating the Commission and defining in detail the objectives and the duties of this group contains among others, the following directives:

1. To study and analyze all phases of mass transportation in congested urban areas of the State, particularly in densely populated counties, and . . .

2. To consider and make recommendations for legislation to the 71st General Assembly concerning systems of mass transportation in congested urban and densely populated areas within the State, including means and methods of integrating, or operating mass transportation upon a financially sound basis and with speed, adequacy of service and reasonableness of cost.

3. To make recommendations to the 71st General Assembly concerning the desirability or necessity of granting direct or indirect public financial relief or aid to one or more mass transportation agencies.

4. To publish interim reports of its progress on or before December 31, 1957, and June 30, 1958, and its final report, with recommendations, on or before December 31, 1958.*

*Postponed

Briefly summarized, the responsibility of the Commission and its prime objective, appears to be the study and analysis of all phases of the existing Mass Transportation problems for the purpose of making legislative, financial and engineering recommendations found necessary to provide an adequate balanced Mass Transportation System for the State of Illinois.

SUBCOMMITTEE MEMBERSHIP

INTERURBAN

Sen. Merritt J. Little, Chairman
Sen. Arthur J. Bidwill
Rep. James Y. Carter
Rep. John N. Erlenborn
Roy C. Blackwell
Paul O. Dittmar
Downing B. Jenks

URBAN

William J. Mortimer, Chairman
Sen. Albert E. Bennett
Sen. Donald J. O'Brien
Sen. Frank M. Ozingo
Rep. Peter C. Granata
Rep. Richard A. Napolitano
Nelson O. Howarth

RESEARCH AND COORDINATION

William J, Mortimer, Chairman
Sen. Merritt J. Little
Rep. James Y. Carter
Paul O. Dittmar
Nelson O. Howorth
Downing B. Jenks

Chairman Elroy C. Sandquist is, ex officio, a member of each of the above subcommittees.

Activities

To realize this objective, the newly created Commission held its first meeting in Springfield, Illinois, on September 10, 1957, soon after Governor William G. Stratton had appointed its five citizen members. The remainder of the Commission consists of five Senators appointed by the Executive Committee of the State Senate and five Representatives from the House, appointed by the Speaker.

Officers were elected, committees were formed, staff requirements discussed, and the objectives reviewed for the purpose of developing acceptable solutions to this substantial problem.

During this early period of its existence, the Commission held a meeting with the Director of the Chicago Area Transportation Study to review the availability of factual mass transportation data for Illinois, and heard in subsequent meetings, testimony from citizens interested in the resumption of operation of the Chicago, Aurora & Elgin Railroad, and testimony given by the Chairman of the Chicago Transit Authority Board on matters primarily concerned with C.T.A. operation of the Chicago, Aurora & Elgin Railroad, to and from downtown Chicago.

As a direct result of its activities ending December 31, 1957, as outlined in the Commission's first Interim Progress Report of that date, the report summed up pertinent facts related to the problem and presented specific courses of action to be followed by the Commission.

The facts confronting the Commission were:

1. Traffic congestion in urban areas has become unbearable. Its economic loss presents one of the most vexing aspects of city planning. It is not only endangering the economy, but the health of the community as well.

2. The principal cause of congestion is the private automobile, with ever-mounting motor vehicle registrations complicating the transit problem. More important is the automobile's increased usage for trips that could be made on mass transportation facilities.

3. Many reasons have been given for the change in transportation habits; however, to date, none have been conclusive, with the majority based on assumptions rather than on facts.

4. To reduce the congestion, and to relieve the urban community of auto strangulation, this Commission is of the opinion that an INTEGRATED TRANSPORTATION PLAN covering all forms of transportation must be developed.

5. Plans and financing are presently available to modernize and increase highway facilities—and billions of dollars are being spent on necessary highway improvements; but these expenditures will not give the public a fair return on its investment, and will further unbalance the over-all transportation plan unless ADEQUATE mass transportation facilities are provided.

It was apparent from the above, that specific courses of action would be required if the Commission was to realize its objectives. The objectives and courses of further action adopted at that time were:

1. That no existing mass transportation facility in Illinois should be permitted to cease its operations during the year of 1958. The "status quo" must be maintained, pending the final legislative recommendations of this Commission to the 71st General Assembly.

2. A comprehensive plan for mass trans-

portation for all of the congested urban areas in the State of Illinois would have to be developed and based on sound facts rather than on desires or theories.

The facts in the metropolitan area of Chicago would come from the Chicago Area Transportation Study, well under way, and expected to be available in 1959.

The same type of information will be needed for other urban areas throughout the State, and if these areas do not have the necessary data, exhaustive studies should be made in these areas under the direction of this Commission, with the co-operation of the local agencies.

3. It will be necessary to examine very carefully the methods of operation now being followed by mass transit operators, in order to satisfy this Commission that transit operators are using their present revenues to the best advantage of the public.

4. When a workable plan is completed, this Commission will determine whether public monies are necessary to place it in operation and recommend legislation to effect it. There is no time for vacillation. Either we must face the facts and make the necessary recommendations to bring our mass transportation facilities to date, without delay, or suffer congestion and economic loss that will ultimately strangle our urban areas.

5. That the Commission schedule public hearings in various parts of the State, at which public officials, transit operators, representatives of civic groups, transit engineers—and the general public—may have an opportunity to present their viewpoints.

6. This Commission, in refusing to accept the idea that the passing of mass transportation is a foregone conclusion, pledges to do everything in its power to keep the transit systems in Illinois strong—and calls for dedicated civic leadership throughout the State to aid it in its quest for a solution.

Following the above self-imposed course of action program, the Commission scheduled public hearings throughout the State, so that all segments of the population, the public, the transit operators, the local public officials, the civic organizations and labor organizations, could be heard. Nearly all important metropolitan areas of the State were covered. In all, over 80 meetings and hearings were completed in an effort to evaluate the State mass transportation problem as it appears to and affects each segment of our population. These meetings were invaluable in forming decisions which would be of most benefit for the greatest number of people.

In addition to the public hearings held in Illinois, it was found necessary to inspect, review and discuss other pertinent mass transit operations in several metropolitan areas of the United States and Canada having transportation problems similar to those in Illinois. Considerable valuable first-hand information was gained in this manner.

Mass Transportation inspection trips were made to:

(a) April 25, 1958, the Commission's subcommittee conferred with members of the *Seattle Transit Commission,* in Seattle, Washington.

(b) April 29, 30, 1958, members of the Commission's subcommittee convened with the officers of the *San Francisco Bay Area Rapid Transit District* to study the problems of mass transportation in that area and to determine what, if any, features of the transit system would be feasible for the betterment of mass transportation in Illinois.

(c) On May 1 and May 2, 1958, the Commission's subcommittee visited the Los Angeles, California, area to observe transportation facilities. Conferences were held with officials of the *Los Angeles Transit Authority*.

(d) The Commission's subcommittee attended the Pacific Coast Conference of the *American Transit Association* which was

held in San Diego, California, May 5-7, 1958, They conferred with the executives of transit operating companies which were sold to municipal authorities, or which are still operating under private ownership, to learn from them their experiences and opinions relative to municipal ownership and operation of transit facilities.

(e) May 7, 1958, the Commission's subcommittee conferred with *Mr. Keneth Hoover, Director of Washington, D.C. Metropolitan Survey*, and *Mr. Paul Watt of the National Capital Regional Planning Council*, in Washington, D.C.

(f) July 29, 1958, the East Coast Subcommittee of the Commission visited New York, conferred with the New York City Transit Authority officials, including the Chairman of the Board, Mr. Charles Patterson, various members of the Board, and Chief Counsel.

(g) July 30, 1958, the Subcommittee called on the General Manager of the Long Island Railroad, Mr. Thomas Goodfellow, in the offices of the Company located in Jamaica, New York. Mr. Goodfellow explained details of the Railroad Redevelopment Corporation Act passed by the New York State Legislature, under which the road, formerly in bankruptcy, is now operating on a seven year rehabilitation and improvement program.

(h) July 31-August 1, 1958, the Subcommittee met with the General Manager of the Metropolitan Transit Authority, Mr. Edward Dana, and his legal staff, in the City of Boston. The Subcommittee also had the occasion to confer with various members of the Massachusetts State Legislature on proposed legislation relative to subsidizing the Old Colony commuter line of the New York, New Haven & Hartford Railroad.

(i) August 13-15, 1958, a Subcommittee visited Portland, Oregon, to study and observe transit problems and facilities in that area.

(j) August 22, 23, 1958, a Subcommittee conferred in Sacramento, California, with Dr. J. Knight Allen, Senior Economist, Stanford Research Institute, and financial consultant to the San Francisco Bay Area Rapid Transit District. In Berkeley, California, the Subcommittee met with Dr. Norman Kennedy, Director of the Transportation Institute, University of California, relative to mass transit problems.

(k) October 30, 1958, a Subcommittee consulted officials of the New Orleans, La. Public Service, Inc., in regard to the 7¢ fare of the Company on its transit system.

(l) December 3, 4, 1958, a Subcommittee conferred in Cleveland, Ohio, with officials of the Cleveland Transit System and members of the Cleveland Transit Board on operational, management, and financial phases of the Cleveland transportation system. An inspection tour was made on the Cleveland rapid transit system—which included a train trip from the end of the line to the central business district, and close observation of parking facilities located at all the stations en route.

(m) December 5, 6, 1958, the Subcommittee visited Toronto, Canada, in order to meet with the Commissioners and officials of the Toronto Transit Commission. A tour was made of the 13 municipalities comprising Metropolitan Toronto, including an inspection trip on the Yonge Rapid Transit Route (Canada's first subway). Hosts were, Mr. W. E. P. Duncan, General Manager of the Toronto Transit System, and Mr. Frederick Gardiner, Chairman, Council of Metropolitan Toronto.

In addition to the fact finding hearings and inspection trips, the Commission was represented in special proceedings and conferences which were found necessary to further the Commission's program as intervenors, advisers, or participants in current mass transportation problem actions.

These were as follows:

1. *Chicago and North Western Railway Company*: On February 7, 1958, the Commission filed a notice of appearance ena-

bling a subcommittee of the Commission to become a party to the proceedings as intervenors before the Illinois Commerce Commission in the matter of this railroad's petition (Nos. 44704, 44741) for authority to revise and rearrange its suburban service in the Chicago Metropolitan Area.

The subcommittee (Senators Bidwill, Bennett, and Representative Sandquist) attended the Commerce Commission's hearings on the above matter on March 12, 1958; April 21-25, 1958; and June 16-20, 1958.

This intervention was in accord with a resolution adopted on January 13, 1958, and in keeping with Article No. 1, Section VIII of the Commission's First Interim Progress Report, Page 8.

2. *Chicago, Aurora & Elgin Railway:* On March 6, 1958, the Commission made an inspection tour of the right-of-way and facilities of this railroad, via a "special train" departing from Maywood. Commission members conferred with municipal officials and civic leaders at the various train stops.

On March 1, 1958, the Commission's officers met with officials of the Chicago Transit Authority and the Chicago, Aurora & Elgin Railway for the purpose of effecting a possible solution to the problem of the latter's resumption of passenger service to Chicago's Loop.

On June 12, 1958, the Commission's officers and other members conferred with the newly elected C.A.& E. officials. The Railroad's counsel advised that it planned to withdraw its petition, now pending before the Illinois Commerce Commission, for authority to cease its freight service.

While all of the above meetings were of the utmost importance in providing valuable information for use in achieving a solution to the mass transportation problem in Illinois, the data presented to the State Mass Transportation Commission by Mr. V. E. Gunlock, Chairman of the Chicago Transit Board and his staff, on December 1, 1958, integrated and crystallized the problems confronting the Chicago Metropolitan Area. Presented at this meeting were printed reports, detailed models and charts related to transit operations, service, automobile competition service standards with respect to rates of fare, park 'n ride garages, required program of improvements, and a request for public financing.

All of the Commission's activities provided not only valuable information, but constantly emphasized the extent and gravity of the problem.

CONFERENCES & MEETINGS

SEPTEMBER 10, 1967—APRIL 28, 1959

SEPTEMBER 10, 1957—Organization meeting, Springfield: Election of Commission's officers.

SEPTEMBER 21—Opening of Commission's Chicago Headquarters, Suite 1808, State of Illinois Building, 160 North La Salle Street.

OCTOBER 15—Officers of the Commission met in the Chicago office to plan the Agenda for the October 16 meeting.

OCTOBER 16—The Commission met in Chicago to appoint the Interurban, Urban, and Research and Coordinating Subcommittees.

OCTOBER 17—Chairman Elroy C. Sandquist testified at a hearing of the Congressional Subcommittee on Government Operations, City Hall, Chicago.

NOVEMBER 4—Research and Coordinating Subcommittee meeting was held under the Chairmanship of Mr. William J. Mortimer.

NOVEMBER 8—Research and Coordinating Subcommittee meeting was held at the Bismarck Hotel in Chicago, to hear Dr. J. Douglas Carroll, Director of Chicago Area Transportation Study.

NOVEMBER 11—The Commission members attended sessions of the Illinois Municipal League's annual conference in Springfield.

NOVEMBER 15—The Interurban Subcommittee, Senator Merritt J. Little, Chairman, held a hearing in Chicago on the matter of the resumption of service by C. A. & E. with representatives of suburban community groups and local suburban officials presenting

testimony.

NOVEMBER 21—At a hearing of the Interurban Subcommittee held in Chicago, Chicago Transit Authority Board Chairman, Mr. Virgil E. Gunlock, and his staff engineers presented testimony relative to approximate capital outlays necessary to prepare present facilities of C. A. & E. Railway for operation to the Chicago Loop.

DECEMBER 2—Chairman Sandquist addressed a luncheon meeting of the City Club of Chicago on the subject, "Attacking Our Mass Transportation Problem."

JANUARY 13, 1958—Meeting in Springfield. Adoption of first Interim Progress Report submitted by Research & Coordinating Subcommittee, William J. Mortimer, Chairman. Passed Resolution directed to Illinois Commerce Commission. Discussion con-concerning downstate Transportation Survey.

JANUARY 24—Rep. Sandquist conferred with Transportation Committee, Illinois State Chamber of Commerce, Sheraton-Blackstone Hotel, Chicago. Discussion, Commission's First Interim Progress Report was discussed.

FEBRUARY 3—Rep. Sandquist conferred with Transportation Committee, Northwest Federation of Improvement Clubs, George Trinkhaus, Chairman Commission's offices, Chicago. Subject: Chicago Northwestern Railroad's petition for elimination of Chicago stations.

FEBRUARY 6—Rep. Sandquist spoke on progress of the Commission and conferred with members at a meeting of Illinois Bus Association, in Chicago.

FEBRUARY 7—Commission met with members of the Illinois Railroad Association at luncheon meeting, La Salle Hotel, Chicago. Executive Session of Commission was held following the luncheon.

FEBRUARY 20—Rep. Carter attended a hearing of the Illinois Commerce Commission in Springfield on the Gulf, Mobile & Ohio R.R. petition to eliminate certain Chicago to Springfield trains.

MARCH 3—Commission members attended a luncheon meeting of the General Electric Company, Union League Club, Chicago, to see a movie "Millions on the Move." Executive Session of the Commission was held following the luncheon.

MARCH 6—Commission members made an inspection tour of right-of-way and facilities of the Chicago, Aurora & Elgin Railway via "special train"

departing from Maywood. Commission members conferred with municipal officials and civic leaders at the various train stops.

MARCH 7—Commission members—Rep. Sandquist, Senators Bennett and Little, Messrs. Dittmar and Blackwell—attended a luncheon meeting of Transportation Committee, City Club of Chicago, Central YMCA, Chicago. Conferred with Virgil Gunlock of the CTA on C.A. & E. matters.

MARCH 12—Commission subcommittee (Rep. Sandquist, Bennett and Bidwell) attended a hearing of the Illinois Commerce Commission in Chicago on C.N.W. R.R. petition to eliminate Chicago stations.

MARCH 20—Rep. Sandquist addressed a luncheon meeting of the Chicago Association of Commerce & Industry, Sherman Hotel, Chicago.

Rep. Sandquist reported on the progress of the Commission at a meeting of the Northwest Federation of Improvement Clubs, Jefferson Park Field House, Chicago. Film showing, "Millions on the Move."

MARCH 21—Meeting of Commission's officers Rep. Sandquist, Sen. Little, Rep. Carter, Messrs. Mortimer and Blackwell with officials of the CTA: Mr. Virgil Gunlock and Sen. Lynch and the C.A. & E. Messrs. Flannigan, Van Sickle and Zoline. Exchange of ideas to effect a solution to the C.A. & E. problem.

MARCH 25—Executive Session of the Commission was held in the Commission's Chicago offices. Transit consultant, Gilman Smith of New York, addressed the Commission. Decisions made on holding meeting with Mayors in Springfield; formation of subcommittees to visit West Coast cities for the purpose of observing mass transportation facilities and to confer with transit officials.

APRIL 2—Rep. Sandquist addressed a meeting of Wilson Avenue Community Club, Chicago, on the progress of the Commission. Showing of film, "Millions on the Move."

APRIL 7—Conference was held in the Commission office, Chicago. Present: Rep. Sandquist and Mr. Clair Roddewig, Chairman, Chicago Plan Commission.

APRIL 9—Rep. Sandquist and Mr. Mortimer attended meeting of the Transportation Committee, Chicago Association of Commerce & Industry, Inland Steel Building, Chicago. Conferred with Mr. Arthur J. O'Hara, Chairman of the Association's Mass Transportation Committee.

APRIL 11—Film showing, "Millions on the Move," and address—"Attacking Our Mass Transportation Problems," at meeting of St. Philip Neri Church Women's Club, by Erwin E. Popcke.

APRIL 21—Commission's subcommittee attended hearing of Illinois Commerce Commission on C.N.W. R.R. petition to eliminate Chicago stations, in Commerce Commission hearing room, Chicago.

APRIL 22—Commission met with Mayors in State House, Springfield. Messrs. William J. Mortimer and Cook County Highway Department Traffic Engineer, Leo G. Wilkie, proposed techniques for instituting transportation survey in downstate cities. Governor Stratton addressed the meeting.

APRIL 23—Attendance of the Commission members at a Civic Assembly was sponsored by the City Club of Chicago at the Chicago Bar Association, Chicago. Workshop discussion and panel on Transportation Problems.

APRIL 24—Commission Member, Paul O. Dittmar, conferred with Seattle transit officials.

APRIL 28—Commission's West Coast subcommittee met with officials of the San Francisco Bay Area Rapid Transit District.

APRIL 29—Commission's subcommittee conferred with the San Francisco Bay Area Rapid Transit District officials; discussed problems of engineering and finance.

APRIL 30—Commission's subcommittee toured the San Francisco Bay Area; inspected proposed sites for rapid transit installations.

MAY 1-2—Commission's subcommittee conferred with Los Angeles Transit Authority officials.

MAY 5-7—Commission's subcommittee attended Pacific Coast Conference of the American Transit Association held in San Diego.

MAY 7—Senator O'Brien and Rep. Sandquist conferred with Kenneth Hoover, Director of Washington, D. C. Metropolitan Area Survey in, Washington, D.C.

MAY 16—Mayor Nelson O. Howarth, Commission member, addressed the Transportation Committee of the City Club of Chicago, on downstate transportation problems.

MAY 19—Rep. Sandquist conferred with Mr. Frank McCreary, President of American Coach Company and his attorney, Louis R. Gentili, concerning the Illinois Commerce Commission's order

that American Coach Company's operating authority be cancelled and revoked.

Rep. Sandquist participated in a panel discussion at a meeting of Business and Professional Women's Club at the Chicago Bar Association.

JUNE 10—Meeting of Commission's Research & Coordinating Subcommittee called by Chairman William J. Mortimer. Subject of discussion: Contents of 2d Interim Progress Report.

JUNE 10—Mr. Blackwell, Commission member, addressed a meeting of DuPage County Junior Chamber of Commerce. Showed film, "Millions on the Move."

JUNE 12—2:00 P.M.—Conference at the Commission's Chicago office between newly elected C. A. & E. officials Chairman of the Board, Lambert O'Malley; and Robert W. Black, Chief Counsel—and Commission members, Rep. Sandquist, Senator Little and Mr. Blackwell.

4:00 P.M.—Executive Session of the Commission, Hotel Bismarck, Chicago. Discussion concerning contents of 2d Interim Progress Report.

JUNE 13—12:15 P.M.—Meeting of the City Club of Chicago, Central YMCA, Chicago, with representatives of the Commission, relative to embodying transportation recommendations of the City Club's transportation committee in 2d Interim Progress Report.

JULY 7—Mr. Lambert O'Malley, Chairman of the Chicago, Aurora & Elgin Railway Board, visited the Commission Headquarters in Chicago to arrange a conference of C. A. & E. officials with Chicago Transit Authority officials to extend the railway's service to the Chicago Loop.

JULY 14—Mr. Nelson Forrest, Executive Director of The Greater North Michigan Avenue Association, and Professor Stanley Berge, Transportation Center, Northwestern University, conferred with Chairman Elroy C. Sandquist.

JULY 15—Rep. Jack Bairstow, Waukegan, conferred with Chairman Sandquist relative to Chicago, North Shore and Milwaukee Railroad's petition before the Illinois Commerce Commission to cease its operation.

JULY 23—The Commission met with suburban commuter railroad presidents relative to the railroads' proposals for freedom from regulatory restrictions and for tax relief.

JULY 28-AUGUST 2—The East Coast Subcommittee of the Commission visited New York City and Boston and conferred with officials of the New York City Transit Authority, the Metropolitan Transit Authority of Boston and the Long Island Railroad.

AUGUST 13-15—Mr. Roy C. Blackwell, Public Member of the Commission, visited Portland, Oregon to confer with transit officials in that area.

AUGUST 22-23—Rep. James Y. Carter, Secretary of the Commission, conferred with Prof. Norman Kennedy, Director of Transportation Institute, University of California, in Sacramento, Calif.; and with Dr. J. Knight Allen, Senior Economist, Stanford Research Institute, Stanford University, Berkeley, Calif.

SEPTEMBER 9—(A.M.) A conference was held between Chairman Sandquist and Mr. Gerald Franzen, Assistant Director of Transportation Department, Chicago Association of Commerce and Industry.

(P.M.) A meeting of the Commission's Subcommittee was held with Mr. Harry Gahagan, Chairman of the Transportation Committee, Chicago Real Estate Board.

SEPTEMBER 10—At a meeting of the Association of Community Councils, Rep. Sandquist discussed the progress of the Commission and showed a transportation film, "Millions on the Move."

SEPTEMBER 16—The Executive Committee of the Commission met in Chicago.

SEPTEMBER 17—Rep. Sandquist addressed a meeting of the Albany Park Community Council and showed the transportation film.

SEPTEMBER 23—A subcommittee attended a hearing before the Illinois Commerce Commission relative to the Chicago and Northwestern Railway's petition for revision of its rate structure and the elimination of Chicago stations.

SEPTEMBER 25—The Commission met with officers and members of the Illinois Bus Association.

OCTOBER 6-10—Downstate hearings were held by a Subcommittee in the cities of Rockford, Moline, Peoria, East St. Louis and Champaign.

OCTOBER 14—A Subcommittee was present at a hearing held by the Illinois Commerce Commission relative to the North Shore Railroad's petition for terminating its operation.

OCTOBER 15—Members of the Commission participated in a panel discussion on Transportation sponsored by the Illinois State Chamber of Commerce.

OCTOBER 17—Officers of the Commission met in Chicago to discuss phases of the Commission's final report.

OCTOBER 24—Rep. Sandquist discussed transportation problems before an assembly of the Civic Federation.

NOVEMBER 5—A joint meeting of the Legislative Committee of Railroad President's and the Interurban Subcommittee of the State Mass Transportation Commission was held in Chicago.

NOVEMBER 9—Northwestern University presented a televised debate on the program, "Your Right To Say It," over WGN-TV, Channel 9, Chicago. Chairman Sandquist and Mr. Clair Roddewig, President of Western Railways, debated the question "Should There Be Public Financial Assistance for Mass Transportation?".

DECEMBER 1—Commission conferred with officials of C. T. A., in Chicago—followed by Executive Session.

DECEMBER 3-4—Subcommittee conferred with Transit officials in Cleveland, Ohio.

DECEMBER 5-6—Subcommittee inspected Transit facilities in Toronto, Canada; conferred with officials of Metropolitan Toronto Transit System.

DECEMBER 17—Commission met in Springfield to consider phases of final report.

DECEMBER 29—Executive Session of Commission held in Chicago to draft final report.

JANUARY 10, 1959—Executive Session held in Chicago; portions of final report under consideration.

JANUARY 27—Interurban subcommittee met with officials and engineers of C.A. & E.R.R., C.T.A.-Cook County Highway Department, Illinois Division of Highways, and Illinois Commerce Commission.

MARCH 2—Commission Members attend a hearing of the North Shore R.R. abandonment petition before the Illinois Commerce Commission. Chairman Sandquist made a statement at hearing.

MARCH 5—Commission Members conferred with the examiners of State and Federal Commerce Commission, relative to the North Shore R.R. matter.

MARCH 24—Commission meeting in Springfield to revise sections of final report.

APRIL 17 & 23—Special subcommittee met to prepare final recommendations.

APRIL 28—Commission meeting in Springfield considers recommendations and adopts them.

Current
Mass Transportation Experience

National

The existing serious transportation problem in all of our Metropolitan Areas results directly from the fact that the advantages of modern urban living have induced substantial population shifts to these centers in the absence of a corresponding growth of transportation facilities so necessary to maintain a continued urban growth. This urban area growth amounts to a million acres annually and according to authorities has duplicated the population of Metropolitan Chicago, Detroit, Los Angeles, New York and Philadelphia, in the last fifteen years.

This accelerated trend towards a concentrated urbanization continues to magnify the transportation problem. One of the troublesome transportation characteristics of any Metropolitan Area is the concentrated peak hour traffic flow to and from work. Highway facilities built to satisfy the constant growth in the use of the private automobile for this important daily trip purpose become inadequate shortly after they are opened to traffic. Chicago's Congress Street Expressway designed for an estimated maximum vehicular load of 96,000 expected in 1960, now carries nearly 115,000 vehicles per 24 hours, despite the fact that it is not yet completed. In Los Angeles, the Hollywood Freeway, designed to carry 100,000 vehicles per day, achieved nearly 170,000 vehicles per day within a year after it was opened to traffic. This almost instantane-

ous realization of highway capacities appears to be the same in all Metropolitan centers.

Although the growth of automobile usage continues, mass transit shows a constant loss of business. Traffic congestion on surface streets substantially affects the adequacy of mass transit hopelessly attempting to use the same streets. Mass transit is currently experiencing a vicious sequence of increased cost of operation, forcing higher fares, accelerating patronage losses, deterioration in services and, finally in many cases, outright petitions to close business altogether.

The mass transportation ills in all Metropolitan Areas in the United States appear to have a startling similarity, obviously because the metropolitan structure, basic economic factors and competition from the automobile are nearly identical in each area. A recent report, "Public Transportation for New England," identifies the mass transportation problem, and offers solutions to the problem for that area. Among other things, the report recommends:

1. A reduction of operating costs of local transit companies by tax relief.
2. A greater freedom of managerial discretion in adjusting fares and service.
3. Traffic regulations on highways to assist transit vehicle movement, such as parking restrictions on important transit routes, assignment of highway lanes for exclusive bus use, etc.
4. Staggered working hours to relieve existing peak loads.

These recommendations were offered as cures for the specific elements now generally recognized as being the main factors in affecting mass transportation in Metropolitan centers, namely; rising operating costs, hamstringing regulations, restricted highway usage, and peak hour demands.

Of special significance is the observation that "the continued existence of privately operated transit systems should be given the fullest support and assistance." "Against the cost of undertaking such a program must be set the cost of NOT undertaking it."

AKRON—BARBERTON—CUYAHOGA FALLS

In order to discover the basic reasons which might account for the diminishing use of public transportation in the Akron—Barberton—Cuyahoga Falls area in Ohio, a public opinion survey was financed jointly by these cities and the Akron Transportation Company.

Not only were public attitudes and knowledge about the Akron Transportation Company and its operations one of the objectives of this study, but a secondary product was to be the determination of measures which must be undertaken in that area if the Transportation Company's service is to meet more adequately the needs of the community.

This survey consisted of nearly 2,000 interviews with a carefully selected and fully representative cross section of all adult persons living in the survey area.

One of the findings of this report, is that people do not use the bus more frequently than they do, because they don't like it.

This attitude stems in most cases, be-

cause of the time lost in transferring or circuitous routing. There seemed to be in this report, a general recognition of the quality and frequency of bus service becoming poorer. No substantial significance was found with respect to the maintenance or operation of the buses themselves.

There appeared to be no criticism of the fare structure and no insistence by the public for a change in management or any desire for municipal operation. All the public wants in this area, is simply more and better service.

In a section on recommendations, the following were made:

New methods of operation, such as collecting the riders in large residential areas, followed by a non-stop express service to an industrial area after the boundaries of the local collecting areas are left.

A better distribution of route and time tables.

No parking restrictions on all main transit arteries in the downtown section.

Continuation of present high standards of enforcement.

A suitable promotional campaign to emphasize the time and money saving features of this plan.

It was found that the cost of driving an automobile is widely ignored or underestimated by most of the residents in this area. Although bus riding varies inversely to income, even low income families own automobiles. Most people could use the bus a lot more than they do.

Numerically, non-work trips offer a considerable market—in that the travel to and from work by those who do not now use the bus for this purpose, but admit

DETAILED TABULATIONS SUPPORTING THE REPORT'S CONCLUSION THAT THE PEOPLE DON'T RIDE THE BUS BECAUSE THEY DON'T LIKE IT.

REASONS FOR NOT USING BUS TO GO TO WORK

	PERCENTAGE WHO COULD HAVE USED BUS
Car is handier, more convenient	29%
Bus service is too poor	15
Service is too slow or too infrequent	14
Too much time lost in transferring	7
Participate in car pool	5
Live too far from bus line	4
No direct service	4
Buses are too crowded	2
Other reasons	12

REASONS GIVEN FOR SAYING IT TAKES LONGER TO GET TO WORK BY BUS THAN BY CAR

Too much time lost transferring	27%
Bus service is too indirect	27
Have to wait too long, infrequent service	19
Buses make too many stops	12
Have to walk too far	5
Other reasons	10

that they could, constitutes 150 percent of the total traffic now being carried for all purposes by the Akron Transportation Company.

Commission members visited several metropolitan areas in the nation affected by severe mass transportation problems. A summary of the findings related to operation, management, control, programming, legislation, and finance of mass transit in each of the areas visited, follows:

CLEVELAND, OHIO

Management of the Cleveland Transit System pointed out that:

1. Competitive business cannot survive without constantly improving its product and keeping up with the times—and that many transit companies are not doing this—that many are attempting to sell the same service they sold thirty years ago. It was further emphasized that transit operators must get into an area to tell people how transit can benefit them, and how the service that is provided will save time and money.

2. It was found in Cleveland, that express service is effective in checking the shift from public transit to automobile.

3. Express service riders are willing to pay an extra five cents, and this alone adds $2,000,000 annually to the C.T.S. gross revenue.

4. Costs of running a transit system are increasing because of slower speeds caused by increases in vehicular volumes using the same streets.

5. New shelters were being placed by C.T.S. at all strategic transfer points for the protection of the riding public during inclement weather.

6. During the inspection trip of the Cleveland Transit System, it was observed that the cars were spacious, comfortable and air-conditioned, the stations roomy and escalators were used profusely. Considerable activity and use of feeder buses was observed.

In a report CLEVELAND TRANSIT SYSTEM, Special Studies as to Transit Traffic Diverted to or Induced by Cleveland Transit System Rapid Transit published in 1958, it was concluded among other things that:

1) 16.7 percent formerly travelled to their final destination by auto.

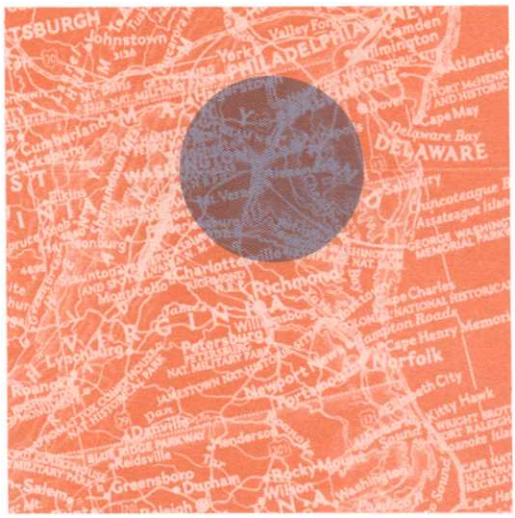
2) Of the 2286 persons formerly making their entire journey by automobile, 1601 were drivers of automobiles parked at their trip destinations, 254 were passengers in cars similarly parked, and 431 were passengers in cars not parked. Thus at least 1601 automobiles have been removed from City of Cleveland Streets, east of west 98th Street and some 61.2 percent or nearly 1,000 cars per day no longer enter the C.B.D. or require parking in that area.

3) Of the 3,419 persons who now reach these two Rapid Transit stations by automobile, 2,036 or 59.6% were drivers of automobiles parked at these stations, 269 or 8.0% were passengers in those parked cars and 1,114 or 32% were delivered to or dropped off at the station by a car not parked. The capacity of the C.T.S. parking lots at these two stations aggregates 975 cars, indicating a use turnover of

about 2.1, assuming no on-street parking in the vicinity of these stations.

4) As shown by map 2, the walking distance from each of the two Rapid Transit stations to the center of the most distantly located C.T.S. parking lot at that station is 1,300 feet. On normal week days all C.T.S. parking lots at these two stations are filled. Parking in these C.T.S. lots is free.

5) These diversions to the use of the Rapid Transit (both from former 100% automobile and 100% surface bus trips) seem to have been influenced by a combination of the following factors: (a) The availability of free parking at Rapid Transit stations as against parking downtown, most of which is not free. (b) Relatively direct highways to Rapid Transit stations, coupled in some instances with lack of direct surface bus routes to downtown. (c) Direct surface bus routes to Rapid Transit stations. (d) Savings in time, which in most instances are not substantial.



WASHINGTON, D.C. Considerable planning activity was in evidence in the National Capital Region which includes the District of Columbia, six surrounding counties and two independent cities. The population included in this area as of 1950 was 1,507,848, but the dramatic growth in the past 16 years was such that successive development plans have been forced to extend the boundaries covered far beyond those previously considered encompassed by the area. Three reports related to the problems of the area were completed as a result of the study program under way since January of 1956.

1. Transit Regulation for the Metropolitan Area of Washington, D.C.
2. Economic Base Study for the General Development Plan of the National Capital Region.
3. Analysis of Commuter Service on Railroads and Intercity Buses Serving the Washington National Capital Region.

In the final Mass Transportation Report, it is expected that the following will be included:

1. An area-wide transportation plan showing the proposed locations of the future highway network and future transit system.

The highway plans will show approximate locations and lane requirements. The location will show between which neighborhoods the routes should be placed, but will not indicate the exact parcels of land involved, etc.

The high-speed transit lines, particularly those on separated ways, will show exact locations in streets or highways which may be traversed, or other areas proposed. These plans will show approximate grades, stations or terminals, and the kind of structure or cut or subway construction involved in each area. If separated ways for buses are proposed, these will be shown in relationship to highway rights-of-way or in other areas where not related to the highway.

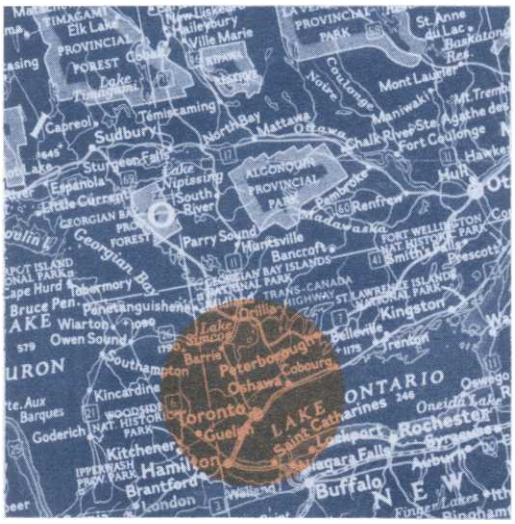
2. Central area parking requirements and estimated costs under different conditions will be set forth. Parking requirements at stations on any proposed transit system will be shown and evaluated.
3. The costs of these proposed systems,

together with costs for alternate systems will be estimated in order to obtain information for future financing plans and for comparisons with alternate means of providing service. These estimates will be based on a reconnaissance survey satisfactory for decisions necessary in selecting the best course to follow.

4. An approximate staging program based on the growth of the area and its transportation requirements will be set up for general guidance.

The report will contain a careful analysis of the economic character of the area, and general and basic plans for financing the necessary facilities, together with an outline of the kinds of area organization believed necessary to provide such facilities (authority, district, or compact form). The legislation necessary to bring about the desired results will be discussed. Drafts of legislation will not be prepared at this stage.

As a result of this visit to the national capital area, members of the Commission were impressed with the need for overall planning. The planning in this area included not only the transportation requirements, but the economic, urban growth, legislative and financial programs as well.



TORONTO, CANADA Toronto's publicly owned transit system operating by the Toronto Transit Commission has been pointed out as an excellent example of a municipal operation by many transit executives. This corporate body, composed of five citizens appointed by the council of the municipality of Metropolitan Toronto, assumed control of all public transportation facilities in the thirteen municipalities included in the Toronto Metropolitan Area of 240 square miles having a population of 1,320,000. The system includes Canada's first subway, the Yonge Rapid Transit Route, opened on March 30, 1954.

The facilities of this subway and other principal features of this transit system were inspected by our commission members. This subway serves 75 million passengers yearly, 250,000 average weekday passengers, 32,000 maximum hour passengers. It is 4½ miles long, has 12 stations and offers 2¼ minute service in rush hours and 3½ minute service in normal hours.

Gross revenue in 1957 was the highest in Toronto Transit Commission history and amounted to $38,552,308. Net income for the year was $2,234,080 and the capital assets of the Toronto Transit Commission increased by $2,668,000. A gain of 355,000 passengers over 1956 was reached and an increase of almost 1,000,000 miles of passenger service was realized over the previous year. The Yonge Street Subway is now rapidly reaching peak capacity at rush hours.

It was pointed out during the meetings with the management of the Toronto Transit Commission that additional subway lines must be constructed to relieve the Yonge Street Subway and to replace surface street car lines which will have to be discontinued progressively on account of obsolescence and the slowing of the whole system caused by traffic congestion. The fare structure includes zone fares with four zones in operation. The fares are as follows: four for 50 cents, a book of 24 for

$3.00. Children (not over 53½ inches tall) zones 1 and 2, 5 cents per zone; zones 3 to 6, cash 5 cents any two zones. Free transfers are in effect between connecting routes in any one zone.

The municipality of Metropolitan Toronto is a federation of 13 municipalities incorporated in 1953 and governed by the Metropolitan Council. The Metropolitan Corporation is responsible for the following Metropolitan services: assessment, water supply, sewage disposal, air polution control, roads, education, health and welfare service, administration of justice, housing, licensing, police, planning, parks, civil defense, finances, and transportation.

Commission members were advised that neither expressways nor rapid transit alone will solve the problem and that a well planned combination and integration of the two is essential.

PACIFIC COAST CONFERENCE Participation by a commission member in the Pacific Coast Conference held in San Diego, California, was planned specifically for the purpose of interviewing the executives of transit operating companies which were sold to municipal authorities or which are still operating under private ownership, to get from them the "other side of the story" as it pertains to municipal ownership and operation of transit facilities.

It was the general opinion of transit executives that the San Francisco attempt to establish a Bay Area Rapid Transit System would meet with failure. The program is thought to be too ambitious and too expensive, involving too heavy a burden on tax payers who could be expected to rebel against the anticipated tax load. Further, some were doubtful that rail interurban service could be revived and once more become successful. Pessimistic opinions were expressed by some transit executives with respect to the future of the Los Angeles Metropolitan Authority. It was felt that the profits heretofore earned by the two privately owned operating companies would be quickly dissipated by the Authority, along with the tax savings to the Authority. The combined net income of both companies before all taxes was about $3,000,000 in 1957.

During this conference several important speeches were presented, as was a panel discussion on Transit's Use of Freeways. The speakers and panel participants concluded that:

a) There is a growing recognition over the country that the automobile alone cannot take care of all our transportation problems.

b) Freeways with automobiles alone will not give our larger cities rapid transit in the future. Separate lanes for transit on rail or rubber, must be provided on freeways to relieve them of auto congestion by carrying more people per vehicle over them.

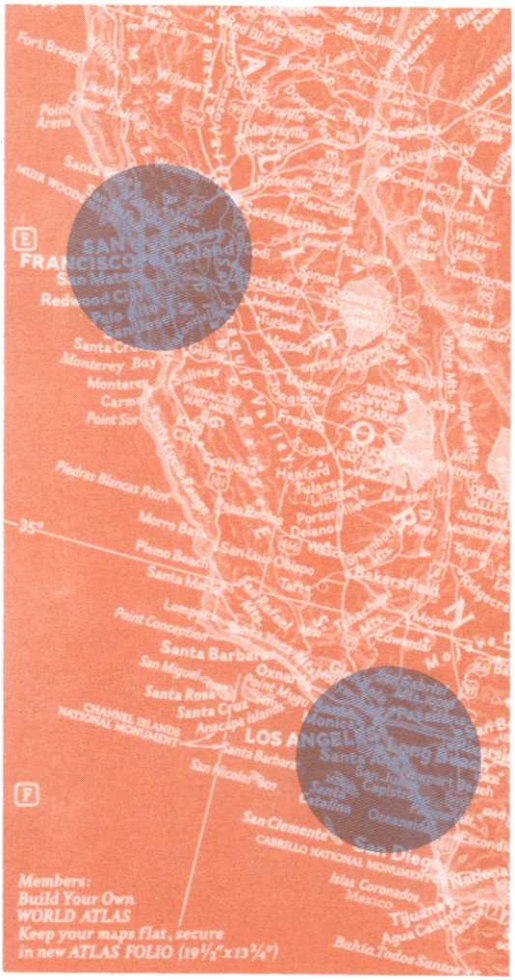
c) Highway Departments should adopt the policy of making provision for transit system use on expressways.

SEATTLE AND METROPOLITAN AREA TRANSIT This visit provided excellent advice and information for the guidance of the Com-

mission in creating legislation intended to establish metropolitan municipal corporations or related legislative entities. An attempt was made in this area to establish a Metropolitan Municipal Corporation to serve the Seattle Metropolitan Area, but failed at the polls because powers and services proposed for this metropolitan municipal corporation were too extensive and too many for the voters of the outlying communities to accept. While the proposal failed to carry in the areas as a whole, it did carry in the City of Seattle.

The services and authority as proposed for the Metropolitan Municipal Corporation covered—sewage disposal, garbage disposal, water supply, transportation, metropolitan comprehensive planning and parks and parkways. Fear of increases in taxation and the inclusion of the highly controversial sewage and garbage disposal items appeared to be the main reasons for the defeat of this proposal by the voters. It was the opinion of the Seattle transit commissioners that if metropolitan transportation alone had been voted on, it would have carried.

The consensus of opinions during the conference was that metropolitan area rapid transit is necessary—that it must come, either on rail, mono-rail, or rubber tires—that it must be rapid—that it must be attractive and comfortable and that under present conditions, the rights-of-way, including rails or roadway, must be provided by means other than revenues past or future.



SAN FRANCISCO AND LOS ANGELES The cities of San Francisco and Los Angeles, California, were visited by commission members to study the experiences in mass transportation in that area and to determine what, if any features of either or both of the two transit systems would be feas-

ible for the betterment of mass transportation in Illinois.

After the San Francisco Bay Area Rapid Transit District was created by legislative action, it was decided to initiate an extensive engineering study which would satisfy the requirements invested by the legislation which created this District. This study was to cover a nine county area including and surrounding the San Francisco Bay Area. At the present time there are five counties comprising this district, but it is expected that in the near future four other counties included in this study will become a part of the San Francisco Bay District.

Three stages of capital development were suggested by this study:

1. The first stage costing $873,433,000 for the first six year period.
2. The second stage to have a total capital cost of $137,183,000.
3. The costs of the program subsequent to the second stage of $873,900,000, for a total expenditure of $1,833,706,000.

It had been decided by the San Francisco Bay Area Rapid Transit Commission that it would not be practical nor feasible to lay the total cost of financing on a single tax vehicle. Therefore, it was decided by the Bay Area Rapid Transit Commission that the most practical approach to financing the cost of construction, the capitalization and the early operating expenses of the Bay Area Transit District was through the revenues normally charged to the user of the transit system, and in addition to divide the additional amount needed between retail sales tax, property taxes, bridge tolls and the gasoline tax. The cost would then be distributed equitably between the above mentioned sources of revenue and this would prevent an inequitable burden upon either of the taxing vehicles.

It was found as a result of making a complete tour of the Los Angeles Area, that in this area there does not exist at this time, anything even comparable to that which now exists in the City of Chicago or environs, with regard to mass transit. However, it can be said that their surface lines, including streetcars and buses, have no operating deficit and are showing a profit.

One of the successful features included in the Los Angeles operation is the zone fare system. The base cost of mass transportation in the City of Los Angeles is 0.17, with a top of 0.63 at its outermost zone. The City of Los Angeles has proven that a city which is laid out in greater geographic dimensions than Chicago, can be successfully adapted to a zone fare system.

It was also observed during the trip to this area, that whatever is done here to provide mass transportation for this area, will be considerably easier because of its present non-existence, than trying to modernize and reconstruct any existing system.

In Metropolitan Centers

In Chicago, the largest of the Illinois metropolitan centers, a definitive program of data acquisition and analysis has been nearly completed by the Chicago Area Transportation Study. Such data is imperative as a substantial supplement to policy making, long range planning, and financial decisions.

Almost ten million person trips daily are made in this great area for various purposes and by various modes of travel. Of these, 24.5% are made on mass transit facilities. Perhaps the most significant group of persons dependent on mass transit are those who do not drive an automobile. Of the total trips in the area, 33.5% are made by non-drivers. Those considered to be "mass transit captives" produce approximately 1,600,000 trips daily.

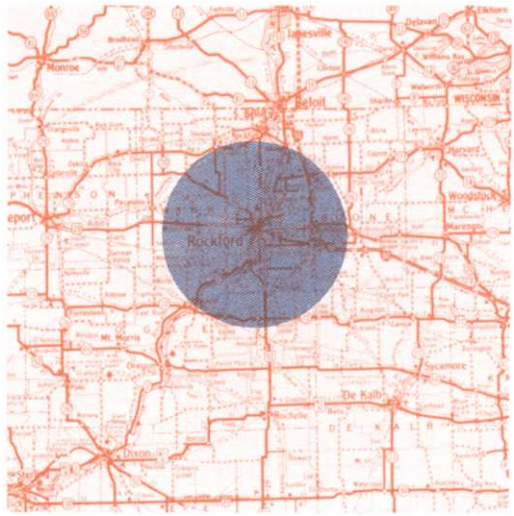
The current mass transportation experience in the Chicago metropolitan area, as well as the solutions recommended by the

transportation industries in that area, is presented in detail in section V of this report. This review is based wholly on the detailed report presented by the Chicago Transit Authority and the joint report submitted by the Illinois Central, Burlington Railroad, Northwestern Railway, Rock Island Railroad and the Chicago, Milwaukee & St. Paul Railroad.

In other metropolitan centers of this State, the problem, though not as large or as complicated, is nevertheless serious. The Commission scheduled five meetings in other affected areas for the purpose of evaluating the mass transportation problems in those areas.

Rockford-Freeport	October	6, 1958
Moline	"	7, 1958
Peoria	"	8, 1958
East St. Louis	"	9, 1958
Champaign	"	10, 1958

Invited to these meetings were the area mayors, representatives of labor, civic organizations, mass transit operators, the press, and private citizens. Valuable suggestions were offered for the guidance of the Commission in preparing the final recommendations. A summary of the findings in each area follows:



ROCKFORD. At the public hearing for the Rockford-Freeport-Dixon area in northern Illinois, the testimony disclosed the following:

1. No highway network deficiencies.
2. Inadequate rail and air transportation schedules to and from the Chicago area.
3. A need for some tax relief for railroads.
4. A need for a fact finding survey to support or reject petitions for improve-

ment of service.

5. Need for maintaining by means of subsidies, if necessary, for off peak hour standby transportation.

6. Inadequate bus schedules.

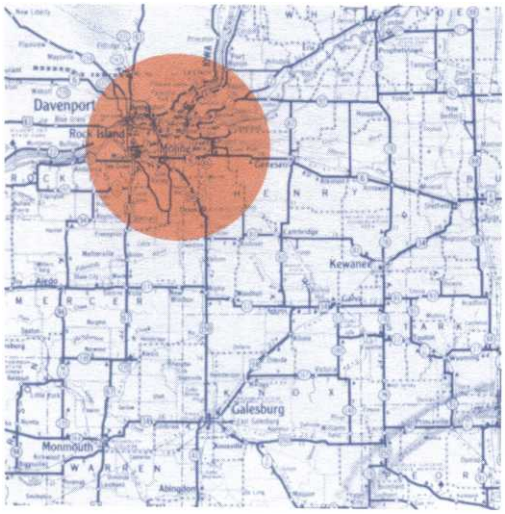
7. Objection to the assessment of mass transportation subsidies by those who would not use this means.

8. Declining bus usage of approximately 15% during 1958.

9. Lack of a program of educating people with respect to the benefits of using buses.

10. Need for relief from restrictive regulations to permit freedom in changing routes and schedules to meet changing requirements.

11. Need for continued relief from the franchise tax.



MOLINE. This meeting, also a public hearing, was held in the auditorium of the Calvin Coolidge Junior High School.

It was developed at this session that:

1. Moline has exceptional cooperation from the City Bus Lines.

2. That the local bus company carried 14 million passengers in 1947 and that this dropped to 2.4 million in 1957—a drop of 82%.

3. Statewide, the experience was quite similar, though not as severe as in Moline. All the companies in the State carried 259 million passengers in 1947 and only 104 million in 1957—a drop of 59.9%.

4. That the obligation of a municipality to provide and operate a street system for those who operate automobiles, also extends to the minimum mass transportation needs of those who do not own automobiles.

5. That their obligation should be discharged in the form of supplementary support for the public transit company in a municipality.

6. That a formula for fair return be established by the Illinois Commerce Commission and that cities be enabled to pay the difference between public transit revenue and fair return.

7. That such authority to support the public transit could come by petition and general referendum upon notice of discontinuance of service by the public transit company.

8. That this obligation to provide public transportation within a municipality is not the State's responsibility.

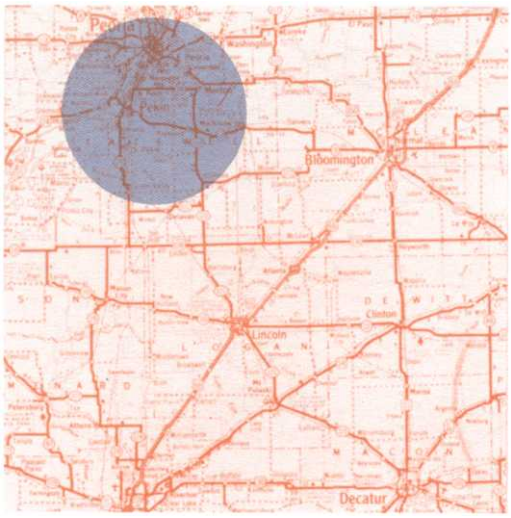
9. That bus operators be exempt from paying gasoline tax and license fees.

10. That there is a need for relief from time consuming regulations restricting changes in routing, schedules and fares.

The members of the Commission met later that evening to review a report—A Comprehensive Plan for the City of Moline and Environs, prepared for the Moline Planning Commission and to discuss the section of this report dealing with transportation.

PEORIA At this hearing established for the purpose of probing into the mass transportation problems in the Peoria area, the following cities were represented: Peoria, East Peoria, Peoria Heights, Bloomington, Galesburg and Decatur.

Operators of the bus lines in this area



and the representatives of labor organizations added their views to those expressed by the public officials representing the communities affected by the inadequate mass transportation in this area.

It was concluded by those attending this hearing that:

1. Mass transportation problems of smaller cities are generally centered about bus operations.
2. Cities the size of Springfield and Peoria must maintain mass transportation systems—this may not be necessary in cities of smaller size.
3. Retailers and other business people appear to be more interested in off street parking facilities to serve the needs of their potential customers who drive automobiles, than they are in improving mass transportation.
4. There seems to be a need for relief from motor fuel taxes now paid by bus operators.
5. There is a need to eliminate completely the franchise tax.
6. Bus companies cannot compete with automobile travel times unless they can operate on lanes set aside specifically for their use, especially during peak hours.
7. There is a need for freedom from restrictive regulations now hampering the scheduling, routing and pricing of bus operations.
8. There is a need for a more generous allocation of loading and unloading zones for bus operation.
9. Parking restrictions on bus route highways must be enforced during rush hours.
10. Bus operators are unwilling to extend service to newly developed areas.
11. The present twenty minute service is not adequate—it must be not less than a ten minute schedule.

All of the above criticisms were discussed in various degrees and combinations with the following additional facts and observations added:

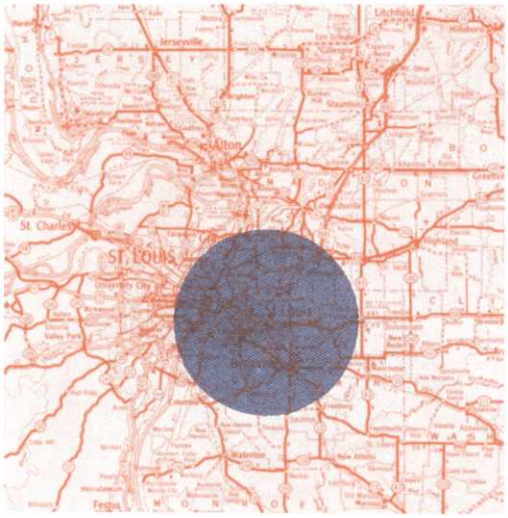
12. Bloomington carried 6,200,000 passengers in 1946 and only 1,660,000 in 1957—the annual loss being 15%.
13. In Peoria the bus revenue dropped 25% in the first six months of 1958.
14. Bus travel time in the C.B.D. of Peoria is increasing in proportion to the growth of automobile registration and usage.
15. Maintenance costs are growing.
16. Patronage reduction led to schedule curtailment. As a result of the above facts, it was recommended that:

a) there be direct subsidies
b) there be tax relief
c) the operators sell the equipment to the city for operation by private transit companies on a contract basis.

EAST ST. LOUIS This hearing was held on October 9, 1958, as one of a series held for discovering the mass transportation ills in representative metropolitan sections of the State.

At this meeting the following facts and observations were offered:

1. Exemptions from State Motor Fuel Taxes for all transit operators.
2. Clarification of the $2.00 license fee for all transit operators.
3. Freedom for transit companies to revise rates of fares and schedules subject to review of the Illinois Commerce Commission.



4. Exemption from special vehicle gross receipts and other municipal taxes.

A report was made by a local transit operator showing the following operating experience in this area:

In 1946, the operating revenue was $1,092,791, which declined constantly to $766,820 in 1957. The average monthly revenue in 1957 was $63,000, dropping to a monthly average of $56,868 for the first eight months of 1958.

The operating expense including State and motor fuel tax and licenses, increased from $24,654 or 2.4% of the total revenue to $25,641 or 3.4% of the revenue in 1957.

The expenses for other taxes, except federal, went from $20,440 in 1946 to $35,164 for 1957. This tax increased from 1.86% of the revenue in 1946 to 4.8% of the revenue in 1957. The profit dropped from $160,000 before federal taxes in 1946 to 12,225 in 1957.

However, in 1958, for the first eight months, the result of carrying 2,454,947 passengers was an operating deficit of $28,261.

Other facts pertaining to this Company's operations were these:

In 1945, the Company carried 9,350,040 passengers, in 1957, 4,017,360 passengers, or a decline of 57.03% in the number of passengers carried. The Company operated 3,244,238 miles in 1945, against 1,769,177 miles in 1957, or a mileage drop of 45%. The passenger revenue in 1945 was $1,214,214 and this declined 37.84% to $754,700 in 1957. Wages which amounted to 85 cents per hour for operators in 1945, rose to 1.97 at the present level for an increase of 125%. Finally this grim fact—the passenger revenue in 1957 was $754,671.86 and the operating expenses $760,337.66, or the expenses were $5,665.80 *greater* than the operating revenue. If it were not for a profit on related business ventures, this Company would have shown a loss of $5,665.80, instead of a profit of $8,783.40 on a volume of $754,671.86.

5. Other operators, though they did not present a report as detailed as contained in the above testimony, showed a decline of up to 64% in passengers in a ten year period. Other factors of this declining bus operation appeared to be parallel, item for item.

6. It was disclosed in the testimony that approximately 80% of the present day bus riders are children and elderly people.

7. An objection was made to the use of motor fuel taxes for purposes other than street or highway improvements.

8. It was pointed out that the proportion of financial assistance to the bus operators compared to total revenues were quite small, as follows:

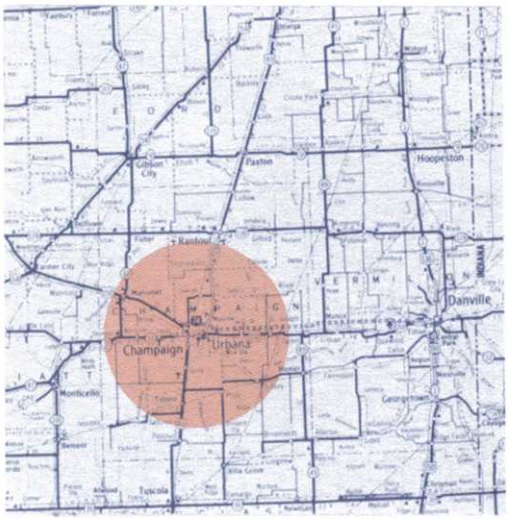
Motor Fuel Tax relief of $450,000 out of a total of $137,250,000, or one-third of one percent; license fee relief of $200,000 out of a total of $79,400,000 of license fees collected.

9. An objection was made by a representative of the teamster's union to tax reduction for buses, unless it also extends to the small truck operator.

10. A request was made for a consumer type survey to be used as a basis for satisfying the needs of the bus riders.

11. An inquiry wag made whether finan-

cial aid existed for making transportation studies.



CHAMPAIGN The last meeting of this series followed the same pattern as the previous four, all scheduled as on-the-scene fact finding studies.

It was apparent by now, that the mass transportation illness in State Metropolitan areas other than Chicago's, possessed a striking similarity. Attending this hearing were representatives from Champaign, Urbana, Danville and Decatur.

Mayors, their representatives, legal counsel, transit operators, engineers, planners, labor, representatives of civil organizations, commerce groups and the press, discussed, listened and offered their opinions, suggestions and recommendations.

The items discussed included the following areas:

1. Criticism of antiquated methods of mass transit operation.
2. Need for the application of competitive business principles by bus operators to win back the lost riders.
3. Need for subsidy until such a time as the transit operations become self sustaining.
4. Need for elimination of parking, especially double parking on transit routes.
5. Criticism of methods of accounting used by transit operators to make the picture appear worse than it actually is.
6. A feeling that drastic improvement in services would entice enough riders to make mass transit a profitable operation again.
7. Requests for relief from taxes and from overly restrictive regulations applying to scheduling routing and fares.
8. The student body of the University of Illinois does not use either intercity or intracity buses.
9. Only older people and children use buses.
10. School bus operation is also not a profitable venture.
11. Bus operations are no longer a monopoly.
12. Industrial experiments with private bus operations proved eventually, that despite adequate service and excellent equipment, employees still preferred the use of their personal automobiles to company operated buses.

This series of meetings disclosed that there is a similarity in the ills affecting mass transportation in cities throughout the State other than Chicago. It appears that the following measures may be needed to help mass transit operators:

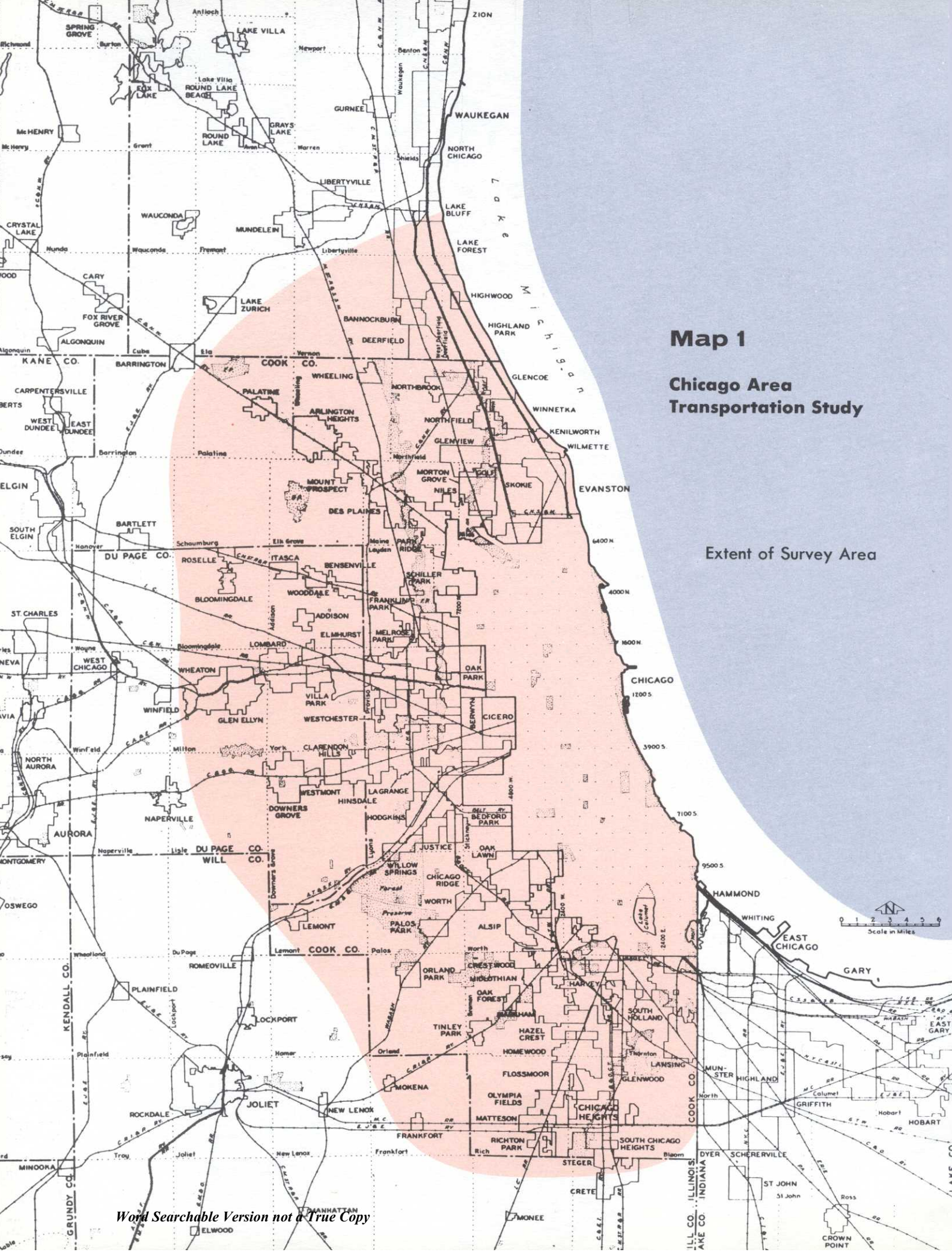
a) Tax relief
b) Relief from restrictive time consuming regulation
c) Some form of subsidy if the above measures fail to retard and eliminate operating losses.

However, the mass transit operators were urged to try the following to help themselves: a) newer merchandising methods, b) better equipment, c) improved services, especially extensions to new areas.

In Other Urban Areas

During the above hearings, it was disclosed that communities smaller than 25,000 to 35,000 do not generally have mass transportation problems, relying as they do on taxis. However, there is intercommunity travel which is generally accomplished by private automobile, bus or railroad.

It was suggested in one of the meetings that a study be made to ascertain the minimum size of community which would support mass transportation facilities. A level of population should be established by this study and when the population of an area is below this point, residents of a community must be advised that local transit service is not warranted.



Review of Current Transportation Data

In the Chicago Metropolitan Area

Chicago Area
Transportation Study

OF principal importance, when considering the problems of mass transit, is a factual understanding of the use made of mass transit facilities. Such factors as the characteristics of the transit rider, the necessity of transit to certain individuals, transit usage during the peak periods of the day and transit usage in trips to and from the Central Business district, must be analyzed. The result of this study should firmly indicate whether mass transit is an essential or non-essential service within the Chicago urbanized area.

The source of information for this analysis was the Chicago Area Transportation Study. This agency, sponsored by the City of Chicago, County of Cook and State of Illinois, in cooperation with the Bureau of Public Roads, was created with the overall objective of preparing a transportation plan for the area illustrated in Map 1. This plan is to be comprehensive, including both private and public transportation. Information was collected by the Chicago Area Transportation Study through interviews conducted in the homes of residents of the area during the period from April to November, 1956. The sample consisted of interviews in roughly one out of every thirty households and, after expansion, resulted in the most complete inventory of travel habits on an average weekday ever developed for the Chicago Area. The expanded total is representative of approximately 10 million person trips daily.

Throughout this analysis, distributions will be shown on a percentage basis, but an approximation of the volumes so reflected can be determined if related to 10 million total trips. For example, the 24.5% mass transit usage is roughly equivalent to 2,450,000 trips.

As previously indicated, 24.5% of the total person trips were made on mass transit facilities. The detail of the source information permitted analysis of mode usage in relation to the age and sex of the traveler. These comparisons are shown in Table 1.

Comparison by age group reveals that mass transit was used for 33.4% of the trips made by persons 55 years of age or older. This rate of use, significantly higher than the 24.5% transit portion of all person trips, indicates that many older persons rely on mass transit as a means of making local trips.

Distribution by sex shows that 56.5% of the total person trips were made by males, but transit was used by males in 11.33% of the total person trips, while 13.15% of the total represented trips on transit by females. While influenced by ability to drive an automobile and automobile availability, the basic fact remains that females made only 43.5% of the total person trips, yet made 53.7% of the trips in a distribution including only transit trips.

Of the total trips in the Study Area, 66.5% were made by persons who knew how to drive an automobile. The remaining 33.5% of the trips were made by persons classified as “non-drivers.” This distribution reflects that one out of three trips on a typical weekday was made by a person not able to travel as an automobile driver, simply because he did not know how to

Table 1

A Total Person Trips Distributed by Mode — Age Groups

Age Group	Percent of Area Population	Percent of Total Trips					
		Auto Driver	Auto Passenger	Railroad	Elevated-Subway	Bus or Streetcar	Total
5 thru 9	8.25	00.0	3.91	0.01	0.02	0.85	4.82
10 thru 14	6.56	00.0	2.45	0.02	0.05	1.31	3.83
15 thru 19	6.29	1.61	2.08	0.12	0.39	2.17	6.37
20 thru 24	8.25	3.62	2.14	0.19	0.50	1.10	7.55
25 thru 29	9.61	6.04	2.39	0.19	0.50	1.24	10.36
30 thru 34	9.43	7.45	2.39	0.27	0.48	1.31	11.90
35 thru 44	17.60	14.53	4.99	0.63	0.98	3.16	24.29
45 thru 54	14.68	8 90	3.44	0.61	0.88	2.71	16.54
55 thru 64	11.29	4.41	2.32	0.34	0.59	2.16	9.82
65 and over	8.04	1.47	1.37	0.09	0.27	1.35	4.55
Totals	100.0	48.0	27.5	2.5	4.7	17.3	100.0

B Total Person Trips Distributed by Mode — Male and Female

Sex	Percent of Area Population	Percent of Total Trips					
		Auto Driver	Auto Passenger	Railroad	Elevated-Subway	Bus or Streetcar	Total
Male	49.0	36.19	8.98	1.51	2.32	7.50	56.50
Female	51.0	11.83	18.52	0.96	2.35	9.84	43.50
Totals	100.0	48.0	27.5	2.5	4.7	17.3	100.0

C Transit Trips Distributed by Mode — Male and Female

Sex	Percent of Area Population	Percent of Transit Trips			
		Railroad	Elevated-Subway	Bus or Streetcar	Total
Male	49.0	6.16	9.47	30.63	46.26
Female	51.0	3.90	9.57	40.27	53.74
Totals	100.0	10.06	19.04	70.90	100.0

Total Person Trips Distributed by Driving Ability Status of Traveller

	Percent of Total Trips					
Description	Auto Driver	Auto Passenger	Railroad	Elevated-Subway	Bus	Total
Male-Driver	36.19	3.88	1.28	1.53	3.06	45.94
Female-Driver	11.83	6.08	0.36	0.69	1.67	20.57
Male-Non Driver	00.0	5.10	0.23	0.79	4.44	10.56
Female-Non Driver	00.0	12.42	0.60	1.66	8.25	22.93
	48.02	27.48	2.47	4.67	17.36	100.0

Table 2

drive. This is a most significant factor when considering the necessity of mass transit to the Chicago area.

Analysis of the modes used by these "captive" passengers reveals that they made 17.5% of the total trips in the area as automobile passengers, and 16.0% of all the person trips in the area as mass transit riders. This latter group, making approximately 1,600,000 trips on an average weekday, were obviously extremely dependent on transit service.

The distribution, by mode, of trips made by drivers and non-drivers is shown in Table 2. Figure 1 illustrates this distribution graphically.

To determine the patterns of travel during the time periods of an average 24-hour weekday, trips by all modes were summar-

**Percentage Distribution, by Mode, of Total Trips—
Related to Driving Ability Status of Traveler**

Figure 1

ized by hour of arrival at destination. Distribution of trips by hourly periods proved that two peak periods occurred daily, during the morning period from 7:00 AM to 9:00 AM, and again in a more sustained period from 4:00 PM to 8:00 PM. The afternoon peak continuing through the 7:00 PM to 8:00 PM hour is attributable to automobile person trips. While auto drivers, and the number of vehicles, decreased in this hour, a substantial increase in automobile passengers held the total at a high level.

Transit riding distributed over a 24-hour day resulted in a high concentration of riding in the peak hours. In 5 hours of the day, 7:00 AM to 9:00 AM and 4:00 PM to 7:00 PM, 55.6% of the mass transit riders arrived at their destination. Considering that roughly one trip out of every three during the critical hours of the day was by transit, the importance of these facilities

to the Chicago Area must be recognized.

This peaking of transit usage, while relieving the strain on street capacities when the need is most urgent, creates serious problems for transit operators. The equipment and man-power requirements are determined by the high rate of service demand in the peak 5 hours, which, it may be noted, are not consecutive. The low level of riding in other hours causes a situation which idles much of the rolling stock, leading to the related difficult problem of scheduling man-power in the most productive manner possible. Transit operation in off-peak hours is a service to the public—unprofitable to the transit companies.

The importance of mass transit during the peak hours is illustrated in Figures 2 and 3. Figure 2 graphically distributes the trips made on an average weekday into hourly periods. Three trends are shown—total trips, automobile trips, and transit trips. The distribution indicates the percentage of the trips, within the designated usage, occurring in each hour. Particularly notable is that the high point of automobile usage for person trips occurred in the hour starting at 7:00 PM, representing 8.8% of the total person trips by automobile. Two transit peaks are outstanding, the hour from 8:00 AM to 9:00 AM, during which period 15.1% of the daily total transit rides were made, and 5:00 PM to 6:00 PM, with 13.4% of the total transit usage.

Figure 3, again showing the hourly distribution of all person trips, illustrates the portion of each hourly total carried by automobiles and the portion carried by transit. This graph further demonstrates the peak hour accomplishments of transit. In the hour starting at 8:00 AM, the peak hour of travel in the morning rush period, transit riders represented 41.7% of all travelers. In the other peak hour of the day, 5:00 PM to 6:00 PM, transit carried 32.7% of the hourly total. The high transit usage during the peak hours is offset by the low rate of usage in other hours of the day. Of particular interest is the distribution of

person trips between automobile and transit during the period from 7:00 PM until 12:00 midnight. In this time interval, automobile drivers and passengers accounted for 90.7% of all person trips.

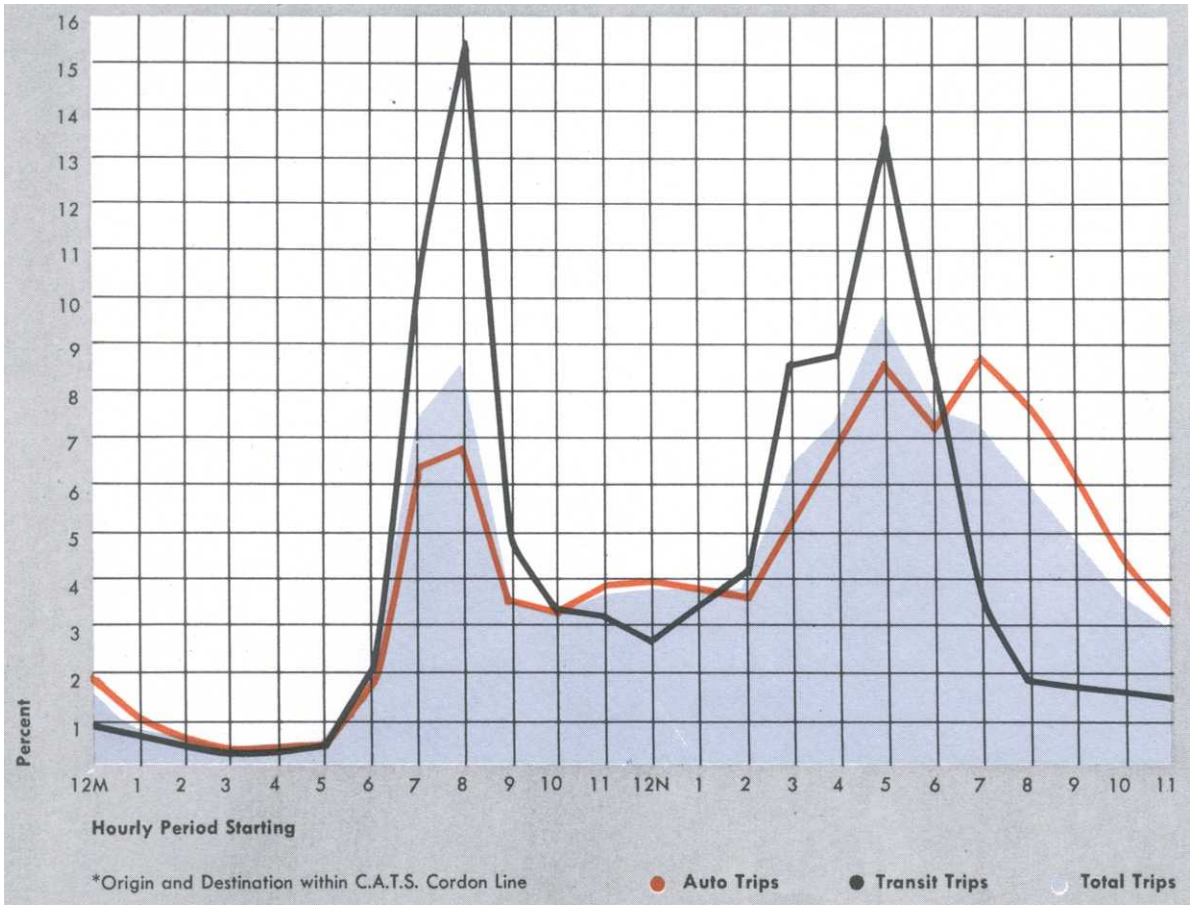
Thus far, automobile trips and transit trips have been reviewed in terms of combined mode usage within each classification. References to automobile person trips generally covered both automobile drivers and automobile passengers, and transit trips included total trips made by the railroad, elevated-subway and bus modes.

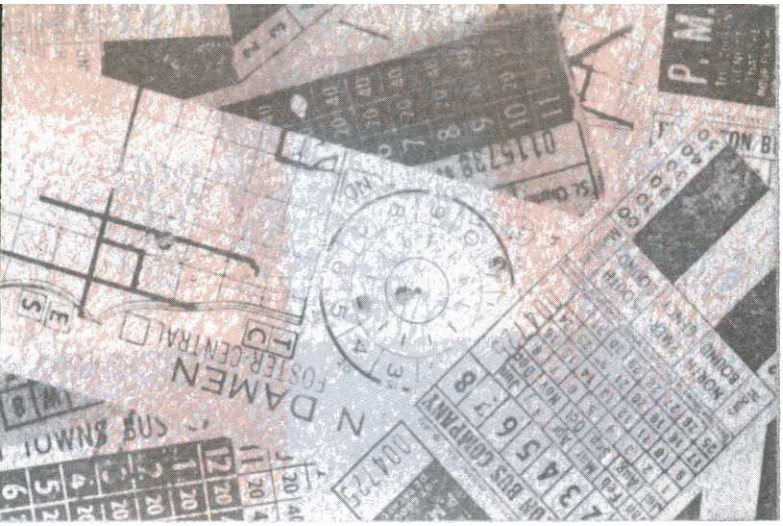
The travel inventory of the Chicago Area Transportation Study recorded complete trips from the point of origin to the final

Figure 2

Daily Internal* Trips Distributed by Time of Arrival

Percentage Distribution, by Hourly Period, of Total Person Trips within Each Classification



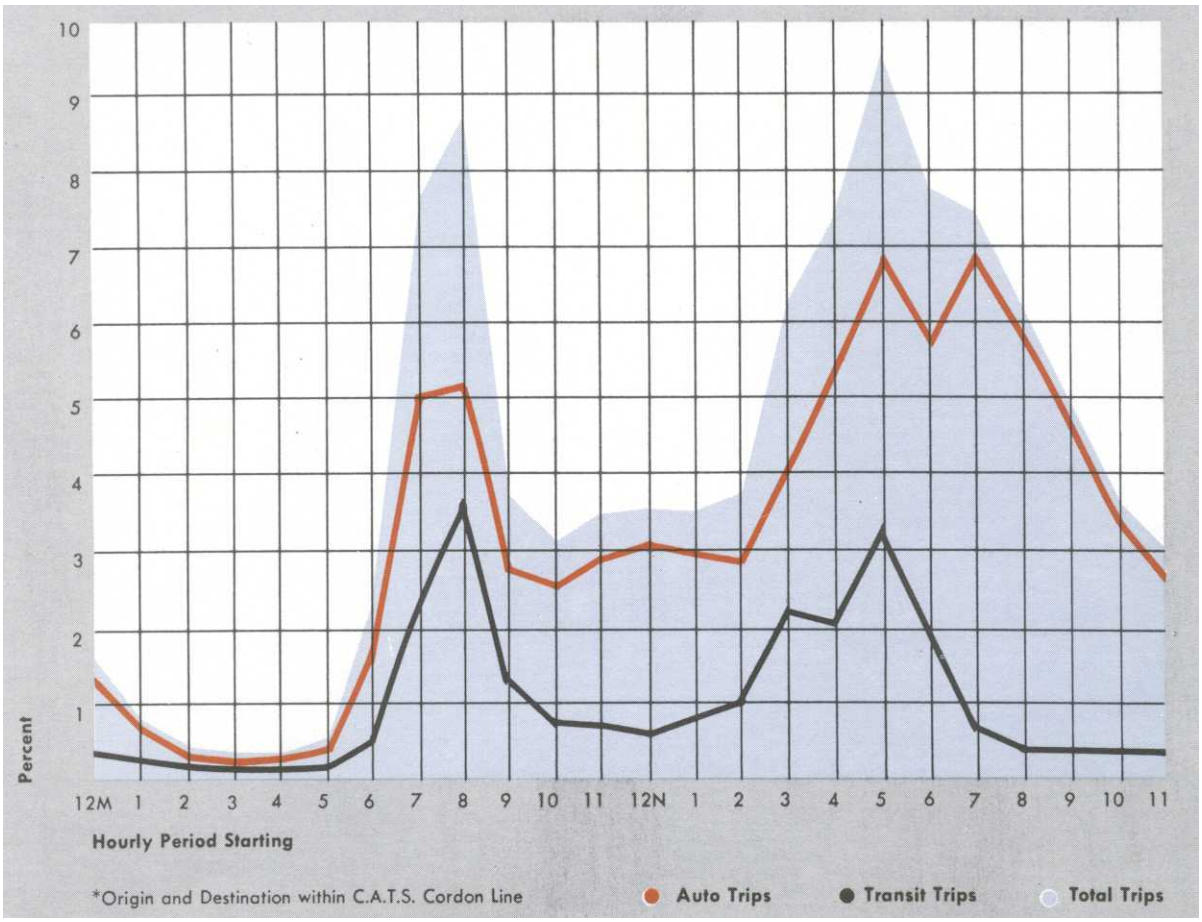


destination. By linking process, the use of different modes in one continuous trip was shown in the trip record. As mode distribution was made on the basis of one mode per trip, selection of the dominant mode used in a linked trip was required. This selection considered the relative importance of each link.

Figure 3

Daily Internal* Trips Distributed by Time of Arrival

Percentage Distribution of Total Person Trips by Hourly Period, Showing Mode Usage in Each Period



Internal Trips Summarized by Hour of Arrival, Spread by Priority Mode

	Auto Driver	Auto Passenger	Railroad	Elevated-Subway	Bus	Total
12M	78,365	60,138	841	3,632	16,474	159,450
1	37,150	26,021	1,035	2,582	11,605	78,392
2	16,910	8,998	95	1,639	4,676	32,318
3	6,908	3,521	0	682	2,775	13,886
4	11,000	4,194	289	491	2,524	18,497
5	23,915	7,899	694	2,824	7,988	43,321
6	107,220	47,312	3,979	9,603	43,797	211,910
7	327,204	153,595	22,798	42,959	165,467	712,022
8	324,385	166,824	64,022	77,898	209,518	842,647
9	194,991	73,345	12,329	26,439	69,176	376,281
10	178,131	61,701	4,206	14,266	55,251	368,814
11	200,029	79,301	4,752	10,048	58,204	352,335
12N	208,908	83,989	3,181	8,964	49,025	353,968
1	199,258	79,832	2,898	11,371	63,147	356,507
2	194,693	82,884	2,576	11,648	81,576	373,376
3	261,822	137,404	6,524	17,735	172,881	596,366
4	344,380	166,812	8,139	33,813	160,980	714,122
5	447,198	194,270	48,792	76,342	186,097	952,698
6	358,195	199,762	41,945	49,512	103,048	752,463
7	348,746	300,476	7,205	11,982	53,093	721,502
8	302,604	259,277	1,636	6,042	35,910	605,468
9	226,136	221,528	3,484	7,092	26,832	485,072
10	173,774	147,593	1,615	8,387	27,747	359,006
11	139,089	103,892	2,738	5,256	28,714	279,689
Total	4,710,801	2,670,568	245,772	441,208	1,636,500	9,704,850

Reference Table 1

Internal Trips Summarized by Hour of Arrival,
Distributed between Automobile Trips and Transit Trips

	Automobile Users			Transit Users			Total	
	Volume	Percent of Daily Auto Use	Percent of Hourly Total	Volume	Percent of Daily Transit Use	Percent of Hourly Total	Volume	Percent of Daily Total
12M	138,503	1.88	86.9	20,947	.90	13.1	159,450	1.64
1	63,171	.86	80.6	15,221	.66	10.4	78,392	.81
2	25,908	.35	80.2	6,410	.28	19.8	32,318	.33
3	10,429	.14	75.1	3,457	.14	24.9	13,886	.14
4	15,193	.21	82.1	3,303	.14	17.9	18,497	.19
5	31,814	.43	73.4	11,506	.50	26.6	43,321	.45
6	154,552	2.09	72.9	57,378	2.47	27.1	211,910	2.18
7	480,799	6.51	67.5	231,223	9.95	32.5	712,022	7.34
8	491,209	6.65	58.3	351,438	15.13	41.7	842,647	8.68
9	268,336	3.64	71.3	107,944	4.65	28.7	376,281	3.88
10	239,831	3.25	76.5	73,723	3.17	23.5	313,554	3.23
11	279,330	3.78	79.3	73,005	3.14	20.7	352,335	3.63
12N	292,798	3.97	82.7	61,170	2.63	17.3	353,968	3.65
1	279,091	3.78	78.3	77,416	3.33	21.7	356,507	3.67
2	277,577	3.76	74.3	95,799	4.12	25.7	373,376	3.85
3	399,226	5.41	66.6	197,140	8.48	33.1	596,366	6.15
4	511,192	6.93	71.6	202,930	8.73	28.4	714,122	7.36
5	641,467	8.69	67.3	311,230	13.40	32.7	952,698	9.82
6	557,957	7.56	74.2	104,506	8.37	25.8	752,463	7.75
7	649,222	8.80	90.0	72,280	3.11	10.0	721,502	7.43
8	561,881	7.61	92.8	43,588	1.83	7.2	604,468	6.24
9	447,664	6.06	92.3	37,408	1.61	7.7	485,072	5.00
10	321,257	4.35	89.5	37,749	1.62	10.5	359,006	3,70
11	242,981	3.29	86.9	36,708	1.58	13.1	279,689	2.88
Total	7,381,368	100.0	86.9	2,323,479	100.0		9,704,850	100.0

Reference Table 3

Internal Trips from Home to Work and from Work to Home

	Auto Driver	Auto Passenger	Railroad	Elevated-Subway	Bus	Total
12M	25,340	8,157	479	2,438	12,415	48,828
1	14,512	5,127	672	2,118	7,795	30,224
2	6,493	2,315	95	1,639	3,555	14,097
3	4,673	1,265	0	682	2,588	9,207
4	9,099	2,815	193	491	2,161	14,761
5	19,298	7,061	494	2,824	7,900	37,568
6	89,920	42,888	3,979	8,940	41,282	187,009
7	261,533	121,790	21,858	40,837	126,410	572,429
8	207,511	96,895	61,554	70,202	107,060	543,221
9	69,241	29,874	9,981	19,577	28,999	157,672
10	21,303	7,718	1,065	3,699	11,116	44,902
11	11,473	4,718	583	1,274	7,402	25,466
12N	17,171	2,926	571	1,762	5,056	27,486
1	15,368	3,847	488	893	5,673	26,270
2	25,168	7,276	1,059	1,867	14,420	49,789
3	70,641	21,521	2,309	8,753	33,604	136,827
4	151,406	57,179	4,765	20,606	72,550	306,506
5	234,883	72,317	42,959	64,516	136,173	550,847
6	131,565	26,743	38,363	39,606	59,957	296,234
7	39,560	7,635	4,562	6,472	12,833	71,061
8	20,050	4,148	1,062	2,649	8,040	35,950
9	22,902	8,584	1,532	3,877	5,296	42,191
10	22,089	5,913	949	3,494	9,677	42,120
11	27,931	7,239	1,541	2,840	12,630	52,181
Total	1,519,128	555,965	201,113	312,056	734,583	3,322,845

Reference Table 2

Internal Trips between Work and Home Summarized by Hour of Arrival, Distributed between Automobile Trips and Transit Trips

	Automobile Users			Transit Users			Total Work Trips	
	Volume	Per Cent of Auto Work Trips	Percent Hourly Total Work Trips	Volume	Percent of Transit Work Trip	Percent Hourly Total Work Trips	Volume	Percent of Daily Total
12M	33,497	1.61	68.60	15,332	1.23	31.40	48,829	1.47
1	19,639	.95	64.98	10,585	.85	35.02	30,224	.91
2	8,808	.42	62.48	5,290	.42	37.52	14,098	.42
3	5,937	.29	64.49	3,270	.26	35.51	9,207	.28
4	11,915	.57	80.72	2,846	.23	19.28	14,761	.44
5	26,359	1.27	70.16	11,209	.90	29.85	37,568	1.13
6	132,808	6.40	71.02	54,201	4.34	28.98	187,009	5.63
7	383,323	18.47	66.96	189,106	15.15	33.04	572,429	17.23
8	304,406	14.67	56.04	238,815	19.14	43.96	543,221	16.35
9	99,115	4.78	62.86	58,557	4.69	37.14	157,672	4.74
10	29,021	1.40	64.63	15,881	1.27	35.37	44,902	1.35
11	16,207	.78	63.64	9,259	.74	36.36	25,466	.77
12N	20,096	.07	72.12	7,389	.59	26.88	27,485	.83
1	19,215	.93	73.14	7,055	.57	26.86	26,270	.79
2	32,444	1.56	65.16	17,346	1.39	34.84	49,790	1.50
3	92,161	4.44	67.36	44,665	3.58	32.64	136,826	4.12
4	208,585	10.05	68.05	97,921	7.85	31.95	306,506	9.22
5	307,200	14.80	55.77	243,647	9.53	44.23	550,847	16.58
6	158,308	7.64	53.44	137,926	11.06	46.56	296,234	8.91
7	47,195	2.27	66.41	23,866	1.91	33.59	71,061	2.14
8	24,198	1.17	67.31	11,752	.95	32.69	35,950	1.08
9	31,486	1.52	74.63	10,705	.86	25.37	42,191	1.27
10	28,001	1.35	55.48	14,119	1.17	33.52	42,120	1.27
11	35,170	1.69	67.40	17,011	1.36	32.60	52,181	1.57
Total	2,075,094	100.0	62.45	1,247,753	100.0		3,322,847	100.0

Reference Table 4

In a typical example of a linked trip, a person may have driven an automobile from his home to a station, traveled by railroad to a station near his destination, then by bus to his place of work. The complete trip included three links of different mode usage—automobile driver, railroad and bus. Logically, the railroad link is the dominant mode, as the other modes were employed merely as means of travel to and from the railroad.

After similar considerations, the priority sequence for determining the dominant mode of a linked trip was established as railroad, elevated-subway, bus, automobile driver and automobile passenger.

Distribution of trips between the five modes of travel, and a review of the usage within each mode during hourly periods on a typical weekday, revealed that distinctly different patterns of usage existed. These comparisons are illustrated in Figure 4.

Reviewing the modes independently, again shows the high rate of mass transit usage during the peak hours of the day. The salient feature of this analysis is the high peaks attained by transit rail facilities during the critical hours. In one arrival hour, from 8:00 AM to 9:00 AM, 26% of all railroad trips were represented. During the 5 peak transit hours, over 75% of the daily total railroad riders arrived at their destination. Similarly, 64% of all elevated-subway trips occurred in the peak hours.

This analysis indicated that during the 5 hours of heaviest travel, 12% of the traveling public were carried on mass transit's private rail facilities, which were built and are maintained by the transit operators. An additional 21% of the total person trips were made on buses during the peak periods.

The uneconomical use of automobile carrying ability during peak hours is reflected in the distribution of automobile passengers. From this analysis, automobile occupancy averaged 1.49 persons during the periods when street space was most

Figure 4

Comparison of Trips by Mode

Showing, by Hour of Arrival, the Percentage Distribution of Trips within Mode

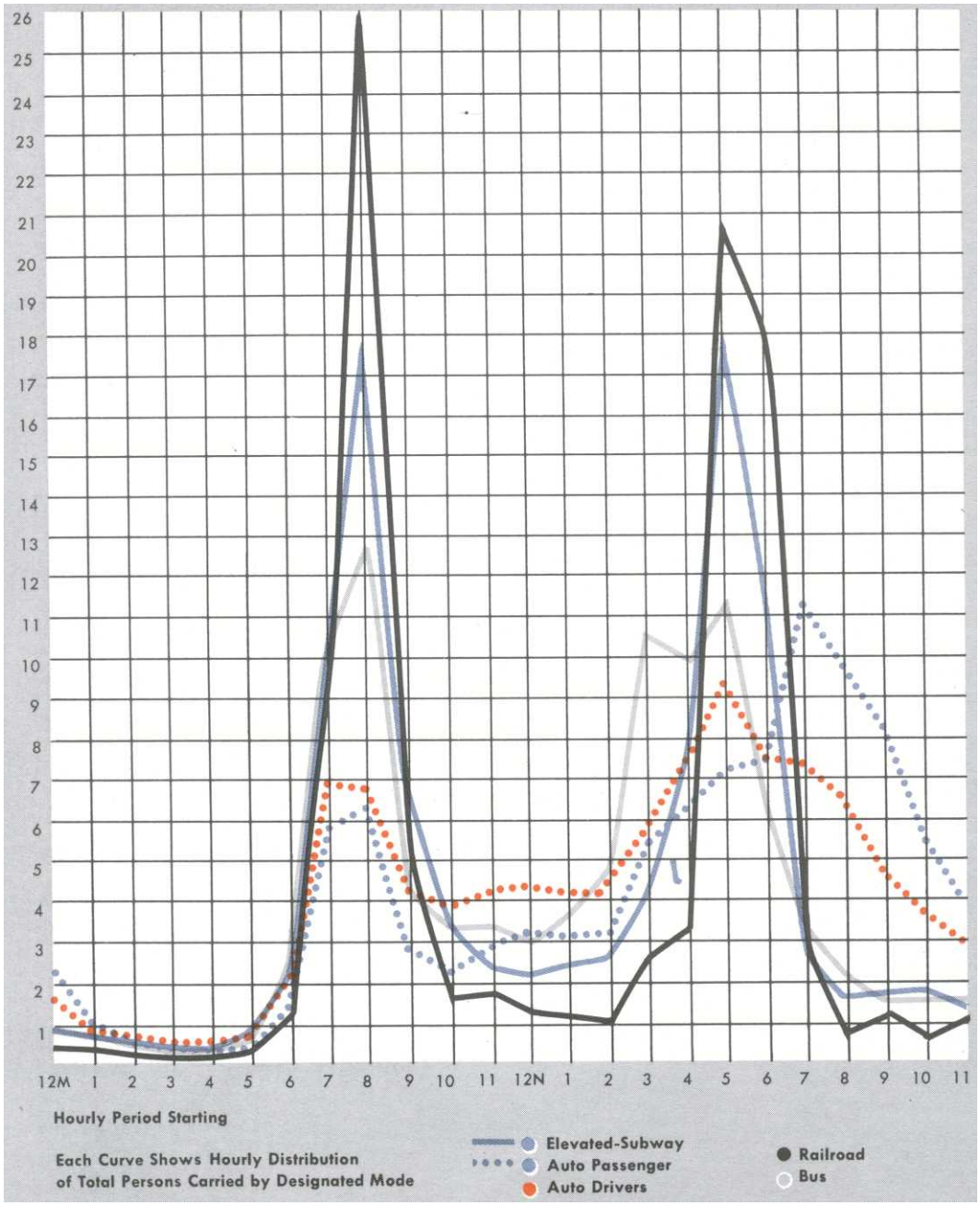


Figure 5

Automobile Trips*—Driver and Passenger

Total Daily Auto Person Trips 7,380,000

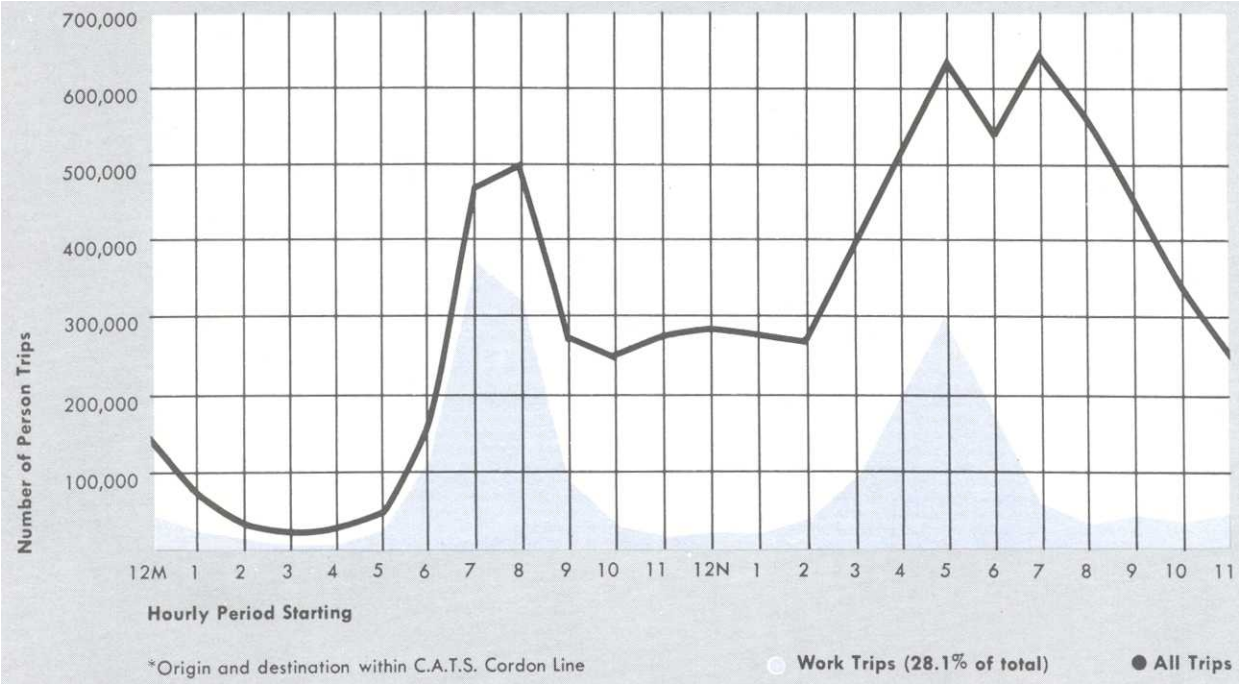
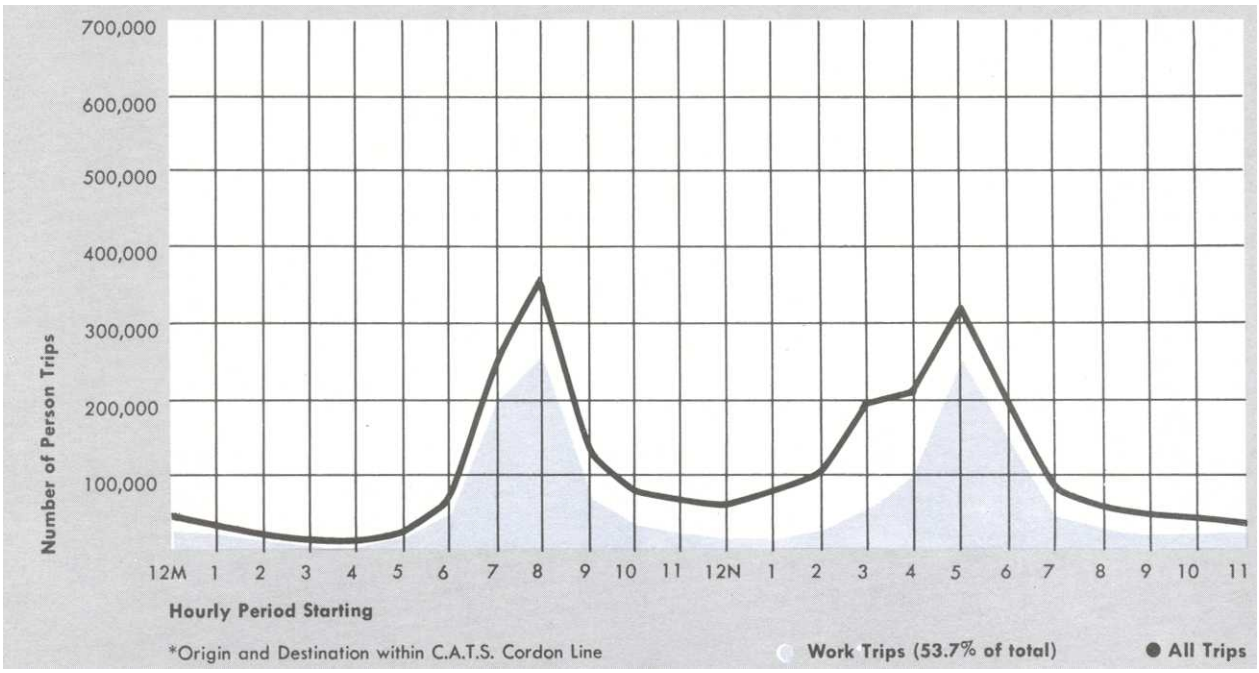


Figure 6

Transit Trips*—All Modes

Total Daily Transit Person Trips 2,320,000



needed, but ascended to an average of 1.87 persons per automobile in the period between 7:00 PM and 12:00 midnight. Figure 4 clearly shows that automobile passengers are highly concentrated in the evening hours and the potential of automobiles to carry people is not realized in the peak hours.

Trips made with the purpose of going to work, and returning home from work, must be considered the most necessary of all local travel.

Within this essential trip purpose, the rate of transit usage is particularly outstanding. Figures 5 and 6 relate the total number of trips to the number of work purpose trips, comparing the automobile trends with mass transit trips by hourly periods. The high rate of transit usage for work trips resulted in a curve closely paralleling the total trip curve throughout the 24-hour day. Automobile person trips did not follow a similar pattern.

The rather startling conclusion of this analysis showed that 54% of the total mass transit trips were made with a work purpose, while this essential trip purpose accounted for only 28% of the total automobile person trips. The hourly comparisons by mode for all trips is shown in Figure 7.

The importance of mass transit in carrying people to and from areas with unique land use and density characteristics is best demonstrated by Central Business District trips. Based on travel inventories, the Chicago Area Transportation Study made an analysis of C.B.D. trips, which was the reference for this subject in this report.

In the design of C.A.T.S. analysis districts, an area of one square mile, with the intersection of State and Madison Streets as the center point, was considered as the C.B.D. The analysis included all C.B.D. trips in the Study Area, excepting trips with both origin and destination in the C.B.D. and trips connected with District 11, the area immediately outside of the C.B.D.

The distribution of trips starting or ending in the C.B.D. resulted in an extremely high rate of mass transit usage. The modal split of such trips was as follows:

Mode	Percent of C.B.D. Total	
Auto Driver	16.2	25.8%
Auto Passenger	9.6	Automobile Modes
Railroad	19.6	
Elevated-Subway	32.0	74.2% Mass Transit Modes
Bus and Streetcar	22.6	

J. J. Howes, "Modal Split of C.B.D. Trips"
C.A.T.S. Research News, Volume 2, No. 12

Again, the significance of railroad and elevated-subway usage must be noted. These two rail modes accounted for over 50% of all trips which started or ended in the C.B.D.

Analysis of the factors normally important in mode selection, elapsed trip time, trip direction, trip length and quality of mass transit service showed that they had slight influence on mode choice for C.B.D. trips. The distribution of trips by analysis districts indicated that three out of four C.B.D. trips were made by mass transit, despite variations in the factors analyzed. This leads to an obvious conclusion that the unique characteristics of the C.B.D. exerted the principal influence on mode choice.

Figure 8 illustrates slight variations in a percentage distribution of C.B.D. trips by distance, transit usage, regardless of trip length. This graph also displays the usage pattern of the component transit modes—predominantly buses for short trips, elevated-subway for intermediate trips and suburban railroad for the longest trips.

The introduction to this analysis of transit usage in the Chicago Area suggested that after analysis a conclusion could be reached on whether or not mass transit service is essential.

Every phase of this study indicated that transit service is absolutely necessary. By

reviewing facts pertaining to travel habits evidenced in 1956, it must be recognized that transit's basic contribution to the transportation demand is in the form of special services.

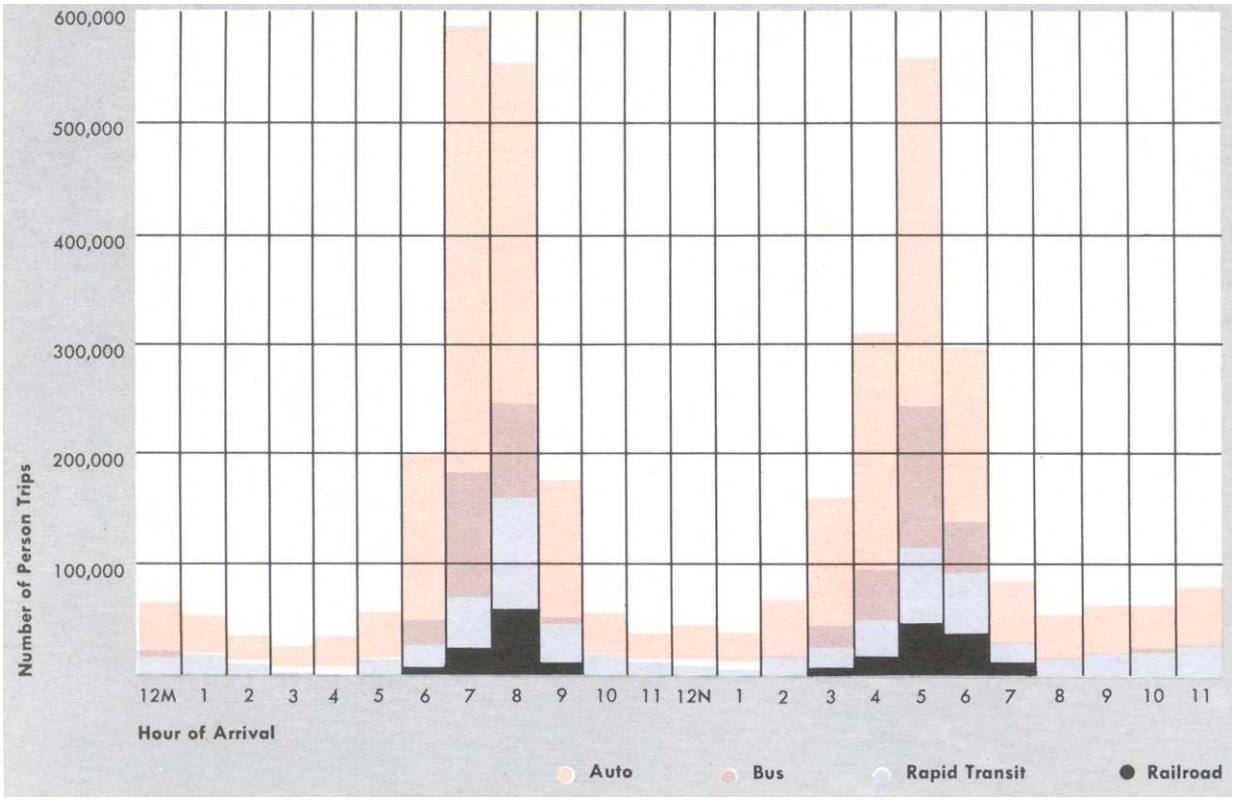
It has been established that older persons, females, and persons unable to drive an automobile, are highly dependent on mass transit facilities. These people are representative of the general public, and should not be considered as a unique part of the populace. Their requirement for transit service might be assumed as a responsibility of all residents of the area, as few are not related to or associated with persons in this "transit captive" category.

Perhaps more significant, and to some degree representative of supplying service to the persons completely dependent on transit, is the use of transit during the peak

Figure 7

Work Trips by Time of Day

Of the 10,000,000 Trips for All Purposes,
This Chart Shows the 3,323,000 Trips from Home to Work and Work to Home



Percentage Distribution, by Distance,
of Trips Between District O1 (C.B.D.) And All Other Districts Except District 11
Percent of Total Trips

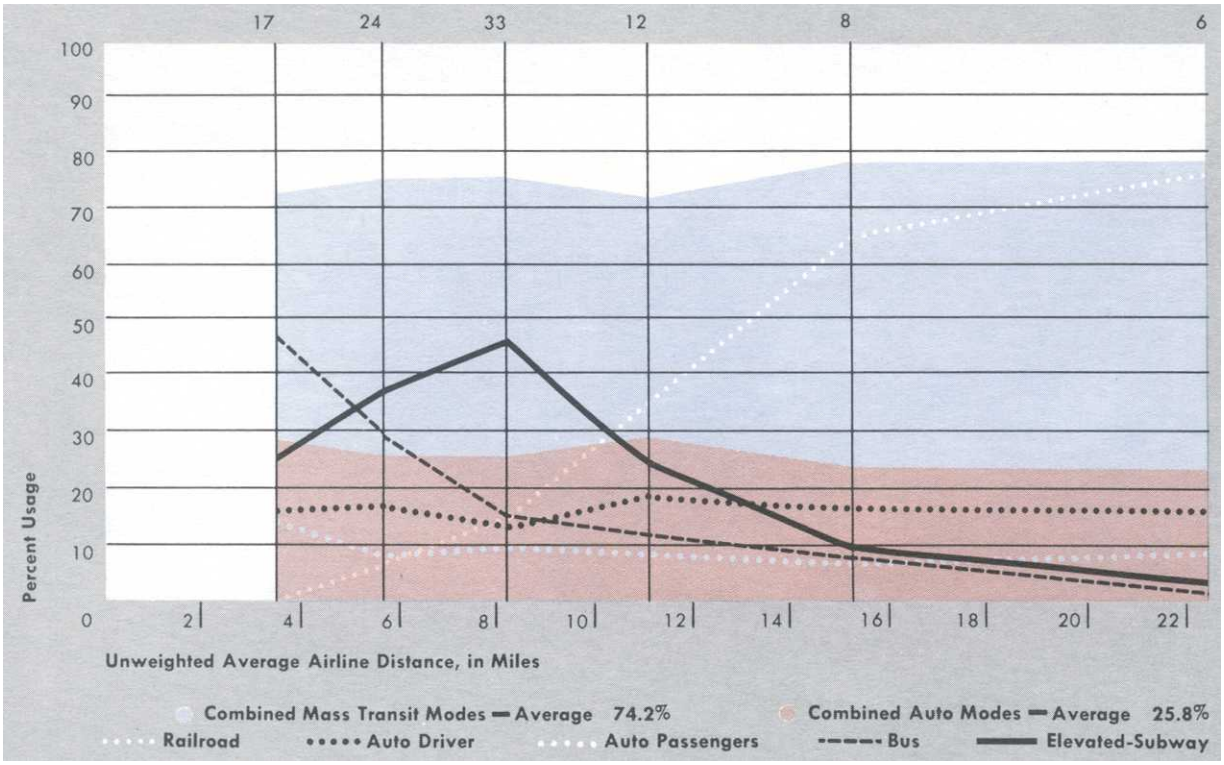


Figure 8

hours of the day. The facility of transit to move large volumes of persons with a limited use of street space aids greatly in reducing traffic congestion in the peak hours of travel. This peak hour usage was also reflected in the high rate of transit trips to and from work locations.

The Central Business District analysis showed that three out of four persons making a trip to this area, used mass transit facilities. The use of private rail facilities in over 50% of all C.B.D. trips high-lights the importance of transit to this district.

Considering that mass transit supplies transportation to persons unable to travel by other means, transit greatly relieves traffic congestion during peak travel hours, and transit services 75% of the Central Business District trips, only one conclusion can be reached. Mass transit is an essential part of transportation in the Chicago Area.

Four additional tables show hourly comparisons based on the actual total volume of trips by the several modes of travel. These are titled reference Tables 1 thru 4.

Cook County Transportation Usage Study

ANOTHER study conducted at the same time as the Chicago Area Transportation Study was the Transportation Usage Study. This study was conducted by the Cook County Highway Department, during the summer of 1956. It was designed primarily to evaluate the factors influencing the choice of mode of travel. Data was based on a cross section sample of some 2,000 persons residing in Cook County.

A summary of reasons for choice of mode of travel for work trips is given in the accompanying table. This table reveals that for both automobile users and transit users, the single most important factor is that of time. Mass transit facilities have the time advantage for trips to the central business district, while automobile travel has the time advantage for trips to outlying areas.

A substantial portion of those using mass transit choose their mode of travel for factors involving the amount of walking required, cost of trip, and comfort. However, among automobile users, about four times as large a percentage as among transit users give comfort as the primary reason for choice of mode of travel. This group and the group of auto users who are most influenced by time, seem to be the largest potential source of new patrons for the transit companies. The difficulty with respect to the time element arises from the fact that the bulk of automobile trips in this category are destined to areas other than the central business district. It is very difficult for the transit schedules to compete timewise with the automobile for non-central business district trips. However, the same does not hold true with respect to comfort.

About one-third of the automobile trips are made by persons for whom either their car is necessary in their work, or no other reasonable means of transportation exists. Changes in transit schedules and fares will have little or no effect on this group.

Two curves have been developed to portray the time and cost relationships. These curves are useful in assigning trips to a new or improved facility. Both are based on data from that group of persons who have a choice of either mass transit or automobile transportation.

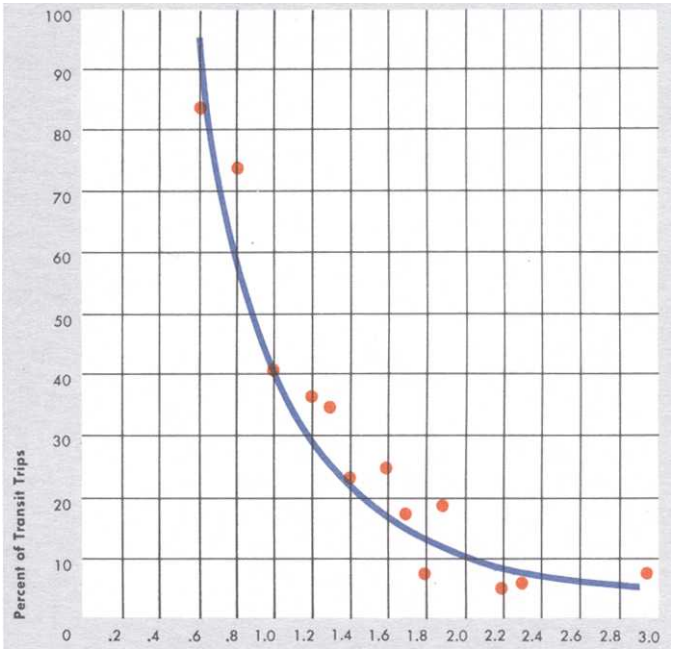
The first is based on over 1,200 work trips to the Chicago business district and to outlying areas, and shows the functional relationship between the time ratio (defined to be the time required to make a trip by transit divided by the time to make the same trip by automobile), and the percentage of trips made by transit. When the time by transit is one-half that of the time by automobile (time ratio = 0.5) almost all trips will be made by transit; when the time by transit is equal to the time by automobile (time ratio = 1.0) about 40% of the trips will be made by transit; and when the time by transit is twice that of the time by automobile, (time ratio = 2.0) only about 10% of the trips will be by transit.

The second curve is based on the same data as the first, except that the relationship is between transit usage and the cost ratio (defined to be the cost of a trip by transit divided by the cost of the same trip by automobile.) It indicates that when the cost by transit is one-tenth that of the cost by automobile, about 60% of the trips are by transit; when the cost by transit is one-half that of the cost by automobile 15% of the trips are by transit; and when the cost by transit is equal to cost

Cook County Transportation Usage Study

Transit Assignment Curve
Chicago Central Business and Outlying Areas

Figure 9



Time Ration equals Time by Transit divided by Time by Auto

Based on data from 1,237 work trips
where choice existed between transit
and auto transportation.

by automobile, only about 5% of the trips are by transit.

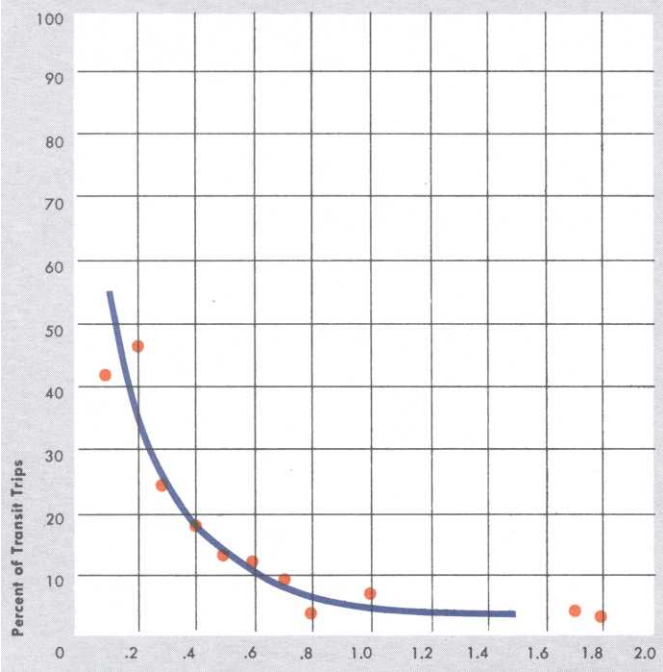
One group of transit users not yet discussed, is that group having no other means of transportation for their trips. The table indicates that this group represents about 15% of all transit users.

Serious consideration should be given to this group in any transportation plan. While it is true that these "captive riders" will generally continue as patrons, regardless of schedule and fare adjustments, any general transportation plan should consider the problems that arise for this group if a transit facility is discontinued altogether. A certain amount of imbalance in the transportation system is bound to occur. The severity of this imbalance will depend upon the qualitative aspects of the particular facility being discontinued. It is impossible to generalize as to the effects, since each case would present its own specific problems and would require its own investigation.

Cook County Transportation Usage Study

Transit Assignment Curve
Chicago Central Business District and Outlying Areas

Figure 10



Cost Ration equals Cost by Transit divided by Cost by Auto

Based on data from 1,212 work trips
where choice existed between
transit and auto transportation.

Cook County Transportation Usage Study

Reasons for Choice of Mode of Travel

	Mass Transit				Automobile				Totals	
Reason	**Central Business District**	**Outlying**	**Total**	**Percent**	**Central Business District**	**Outlying**	**Total**	**Percent**	**Grand Total**	**Percent of Grand Total**
Less Time	127	92	219	27.2	38	428	466	35.7	685	32.4
Comfort	34	15	49	6.1	37	281	318	24.4	367	17.4
Car Necessary	000	000	000	00.0	41	222	263	20.2	263	12.5
No Other Means	2	120	122	15.1	8	140	148	11.3	270	12.8
Less Walking	34	95	129	16.0	5	35	40	3.1	169	8.0
Less Cost	58	44	102	12.7	0	9	9	0.7	111	5.3
All Other	59	126	185	22.9	4	56	60	4.6	295	11.6
	314	492	806	100.0	133	1,171	1,304	100.0	2,110	100.0

Table 3

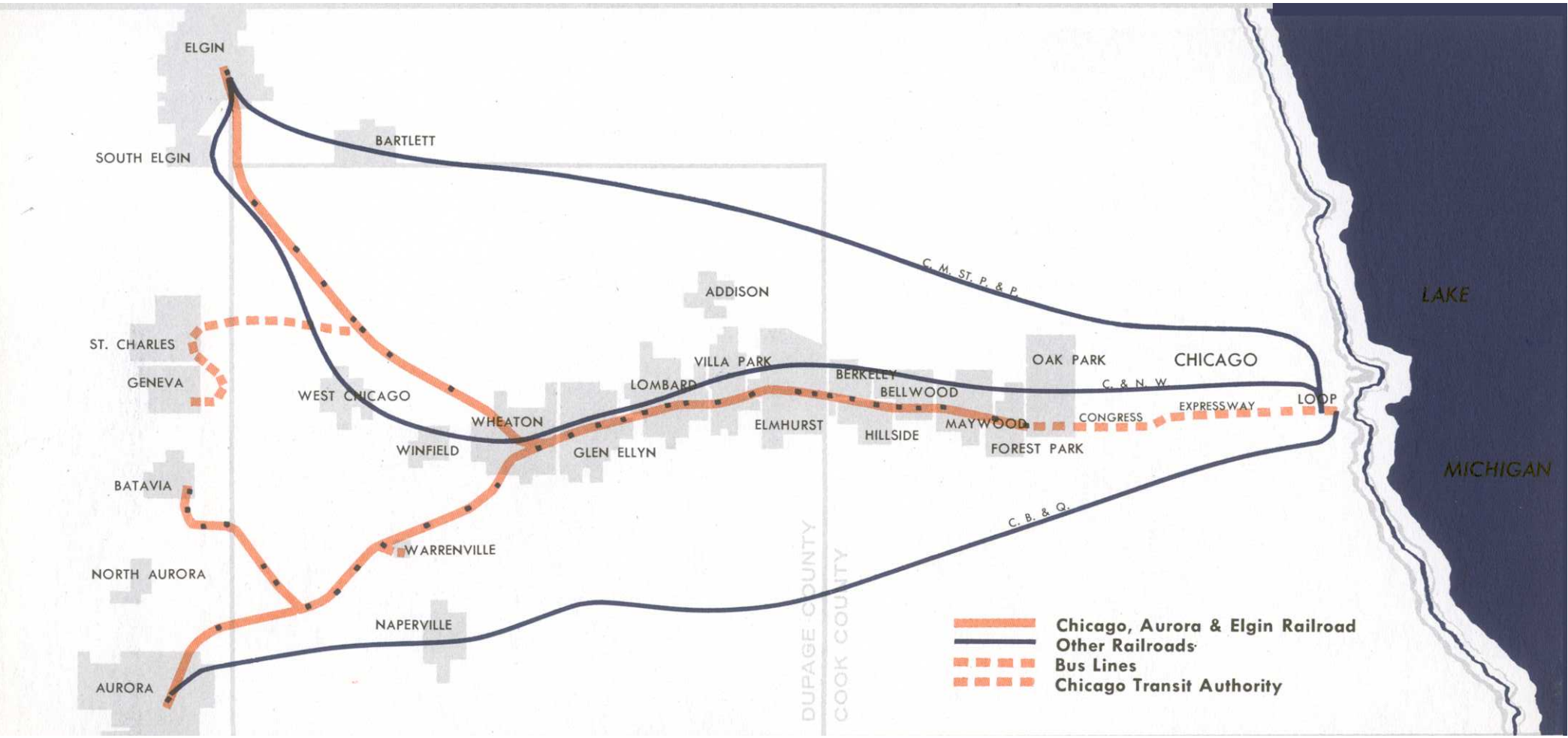
Chicago, Aurora & Elgin Railroad Studies

BY COOK COUNTY

THIS section discusses the problems faced by a particular mass transit facility petitioning for a complete cessation of passenger service. In January 1957, the Cook County Highway Department sent out 15,000 postcards to residents of 25 communities along the route of the Chicago, Aurora & Elgin Railroad having a total population of nearly 200,000. The accompanying map shows the route of this railroad. The purpose of this survey was the evaluation of problems facing the C.A. & E. Since discontinuance of through service to the Chicago Loop, C.A. & E. patronage had vastly decreased to the point where the railroad was in a state of near bankruptcy. Since this survey, the C.A. & E. has ceased all passenger operations.

Table 1 shows revenue and passenger data for the C.A. & E. for the years 1936 to 1956. It is seen that the 1953 cessation of loop service caused a tremendous drop both in total passengers as well as in revenue. The drop in passengers is clearly a reflection of public feeling toward a facility not offering a convenient service. A trip to the loop under the new arrangement, required a transfer at DesPlaines Avenue in Forest Park to the C.T.A. Rapid Transit. In addition to the required transfer, substantial rate increases were necessary. In view of these considerations, the C.A. & E. found it impossible to compete with either the automobile or the other mass transit facilities serving the area. The solution was to either improve drastically the service, or to cease operations entirely.

This survey evaluates two hypothetical situations, both of which should be of gen-



eral interest in transportation planning. The first is the effect of resumed through service to the loop area, and the second is the effect of complete cessation of operations by this railroad.

Of general interest is the high rate of return of the survey postcards. The overall rate of return was about one in three, but for the villages between Wheaton and Elmburst, the rate was one in two. This, of course, reflects the public anxiety over the dilemma faced by this railroad.

Table 2 shows the breakdown of trips to the loop area made by the survey respondents. This breakdown is by mode of transportation and categorizes for each mode of travel the number of respondents

Chicago, Aurora & Elgin Auditor's Data

	Revenue in Millions	Rate Per Mile in Cents	Passenger Miles in Millions	Total Passengers in Millions	Average Fare Per Passenger in Cents
1936	1.25	1.15	109	4.9	25.4
1937	1.31	1.15	114	5.2	25.4
1938	1.24	1.15	108	4.9	25.4
1939	1.26	1.15	110	5.0	25.2
1940	1.31	1.13	116	5.3	24.9
1941	1.41	1.19	118	5.5	26.3
1942	1.83	1.30	141	6.5	28.3
1943	2.21	1.34	165	7.8	28.4
1944	2.23	1.36	164	7.7	28.9
1945	2.42	1.43	169	8.1	30.0
1946	2.45	1.51	162	7.7	31.8
1947	2.61	1.55	168	8.0	32.6
1948	2.87	1.73	166	7.9	36.3
1949	2.87	1.79	160	7.6	37.6
1950	2.83	1.87	151	7.6	37.4
1951	2.32	1.95	119	6.0	38.9
1952	2.79	2.01	139	7.3	38.2
1953	2.43	2.38	102	6.0	40.5
1954	1.05	2.82	37	3.7	28.2
1955	1.00	2.82	36	3.6	28.2
1956	0.95	3.06	31	3.1	30.7

Table 4

Based on answers to the question

"If the C. A. & E. extended an express service to the loop area, would you use this service in preference to your present mode?"

Present Mode of Transportation	Total		Answered No		Answered Yes		Uncertain	
	Respondents	Trips Per Month	Respondents	Trips Per Month	Respondents	Trips Per Month	Respondents	Trips Per Month
C.A. & E. plus C.T.A.	1,458	18,998	0	0	1,458	18,998	0	0
C.B. & Q.	327	2,731	98	1,086	173	1,232	56	413
C.& N.W.	1,239	22,050	245	4,417	792	13,758	202	3,875
C.M.SP. & P.	120	1,421	11	125	90	978	19	318
Automobile	1,565	13,846	369	2,467	958	9,700	237	1,679
Other Modes	274	1,120	50	124	190	861	34	135
Sub Total 2-6	3,525	41,168	773	8,219	2,203	26,529	548	6,420
Total 1-6	4,983	60,166	773	8,219	3,661	45,527	548	6,420
Gain in C.A. & E. Usage	2,203	26,529						
% Gain in C.A. & E. Usage	151.1	139.6						
Average Trips Per Month Per Respondent		12.1		10.6		12.4		11.7

Table 5

who, under the assumption of resumed loop service, (1) would switch to the C.A. & E. (2) would *not* switch to the C.A. & E., and (3) were uncertain about such a switch.

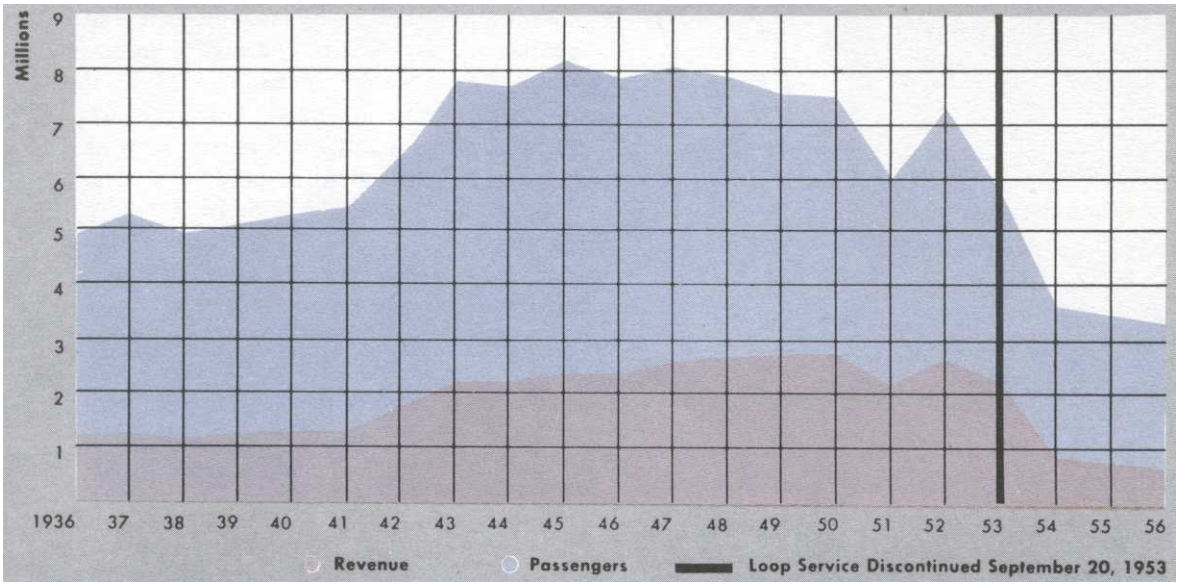
The indicated gain in C.A. & E. usage was 139.6% but, under proper weighting, the anticipated gain was close to 160%. This gain would have represented almost five million passengers in 1956, about one-third of which actually travelled by automobile. Such a shifting in mode of travel would certainly affect the traffic volume characteristics on Congress Expressway and its parallel routes.

With the completion of Congress Expressway in 1960, it will become even more vital for the mass transit facilities to offer a truly competitive service if a large shift to automobile travel is to be avoided.

Based on the shift that took place when loop service was discontinued in 1953, it was estimated that about one-half of the present users (at the time of the survey) would shift to automobile travel if the C.A. & E. ceased operations altogether. This represents about 2,500 trips per day. In this particular case, there are several other transit facilities serving the areas in question, so that the increase in automobile travel may not be quite so marked. Without these alternate mass transit facilities, the patrons would have no choice but to take to the highways.

Figure 11

Chicago, Aurora & Elgin Railroad Passenger and Revenue Data*



*C.A. & E. Auditor's Data

BY DUPAGE COUNTY

PRESENT AND PROJECTED POPULATION ESTIMATES FOR DU PAGE COUNTY

INCORPORATED AREAS	1958	1970	1985
ADDISON	5000	8460	12800
BENSENVILLE	9500	16660	24300
BLOOMINGDALE	800	1350	2000
CLARENDON HILLS	5500	9300	14000
DOWNERS GROVE	20050	33900	51000
ELMHURST	36000	60880	92000
GLEN ELLYN	15500	26210	39000
HINSDALE	8000	13530	20000
HARVESTER	300	500	800
ITASCA	3300	5580	8500
LISLE	3300	5580	8500
LOMBARD	21000	35500	53600
NAPERVILLE	12500	21140	32000
ROSELLE	3000	5070	7500
VILLA PARK	18000	30440	46000
WAYNE	400	680	1000
WEST CHICAGO	5500	9300	14000
WESTMONT	4900	8290	12500
WHEATON	22000	37200	56000
WINFIELD	1500	2540	4000
WOODDALE	3000	5070	7500
UTOPIA	1000	1690	2500
TOTAL INCORPORATED	200050	338870	509500
UNINCORPORATED AREAS			
ADDISON TWP	15250	25800	39000
BLOOINGDALE TWP	7700	13000	19000
WAYNE TWP	2430	4110	6200
WINFIELD TWP	6440	10890	16500
MILTON TWP	9350	15800	24000
YORK TWP	15400	26000	39000
DOWNERS GROVE TWP	22800	38500	58000
LISLE TWP	8100	13700	20500
NAPERVILLE TWP	2530	4280	6500
TOTAL UNINCORPORATED	90000	152080	228700
TOTAL COUNTY POPULATION.	290050	490950	738200

In an effort to discover every possible existing element necessary to prove the need for the resumption and continuation of the C.A. & E. railroad commutation service, Mr. Roy C. Blackwell, a member of this commission, and resident of the area served by the railroad, organized and published the results of a fact finding study designed for this purpose.

Included in this study dated January, 1959, are the following sections:

1. Total population residing in subject area
2. Location of population concentration
3. Analysis of future population trends
4. Public opinion sampling to determine need for C.A. & E. service resumption
5. Estimate of daily riders if above service is resumed.

DuPage County, according to this report, had in 1950, a population of 154,599. By 1958, its population had increased 87 per cent, to 290,000. Of this total, 90,000 persons reside in the unincorporated areas of DuPage County.

For purposes of this study, the people residing in the primary area—that area included within two miles on each side of the railroad right-of-way, was found to be 143,000 in DuPage County, and 139,000 in Kane County, or approximately 300,000 people.

It is concluded in this report, that by expanding the results of the public opinion sample, 60 per cent of the people in the primary area would use the C.A. & E. if the service were resumed. However, for purposes of reasonableness, only 8 per cent of these were assumed to be daily riders. This assumption would yield 13,500 daily riders.

In the secondary area, which was defined as that area extending two to six miles from the railroad right-of-way, some 60,000 people were found to reside, in 1958. It is expected that many of these will avail themselves of the resumed rail commuter services. It is also expected that

those living near the railroad facilities in Cook County outside the City of Chicago will also make use of this means of transportation.

In order to evaluate the potential usage of the service now abandoned but proposed for resumption, a table of projected population estimate is included.

This study also included a report on public opinion questionnaire completed by 1,000 of the area residents. The results of this are shown below:

SAMPLE QUESTIONNAIRE

We are making a research report for the State Mass Transportation Commission and the Chicago Aurora & Elgin Railway. I would like to ask you a few questions. This information is necessary so that the Commission can recommend legislation to the 1959 General Assembly:

1. Do you think the C.A. & E.R.R. should restore passenger service?

ANSWER: 756 YES 117 NO 127 UNDECIDED

2. If yes, would you use the service?

ANSWER: 592 YES 408 NO

3. Between what points would you use it?

ANSWER: 432 TO CHICAGO 160 LOCALLY

4. What kind of transportation do you use now?

ANSWER: 908 USE C. & N.W., BUSES, AND PRIVATE CARS

5. If the service is restored it may be necessary to increase the fares in order to keep it running. Would you be in favor of an increase if it would be necessary?

ANSWER: 856 YES 144 NO

6. The Mass Transportation Commission believes there is a great need for Rail Mass Transportation in order to relieve the overcrowded highways now and in the future. Do you agree?

ANSWER: 875 YES 125 NO

7. If the C.A. & E.R.R. service is restored, it will be on a trial basis and the people will have to prove there is a need for it by using the service. Will you help by telling your friends and neighbors of this?

ANSWER: 833 YES 167 UNDECIDED

In Other Communities

Although Large Metropolitan Areas generally have the resources to acquire and interpret factual data for use in planning transportation improvements, smaller Illinois communities confronted with transportation problems of relatively serious proportions, do not have such advantages.

While commuter railroad problems do not exist in any but the largest areas, the problems that do exist are quite real and affect the economy of the area seriously. In most cases the studies that exist, or are now under way, are major highway improvement studies, or street modification plans and studies. Such studies are obviously necessary to plan street and highway improvements in any given study area, but it is also obvious that this limited approach will only tend to increase the transportation imbalance as these smaller communities continue to grow.

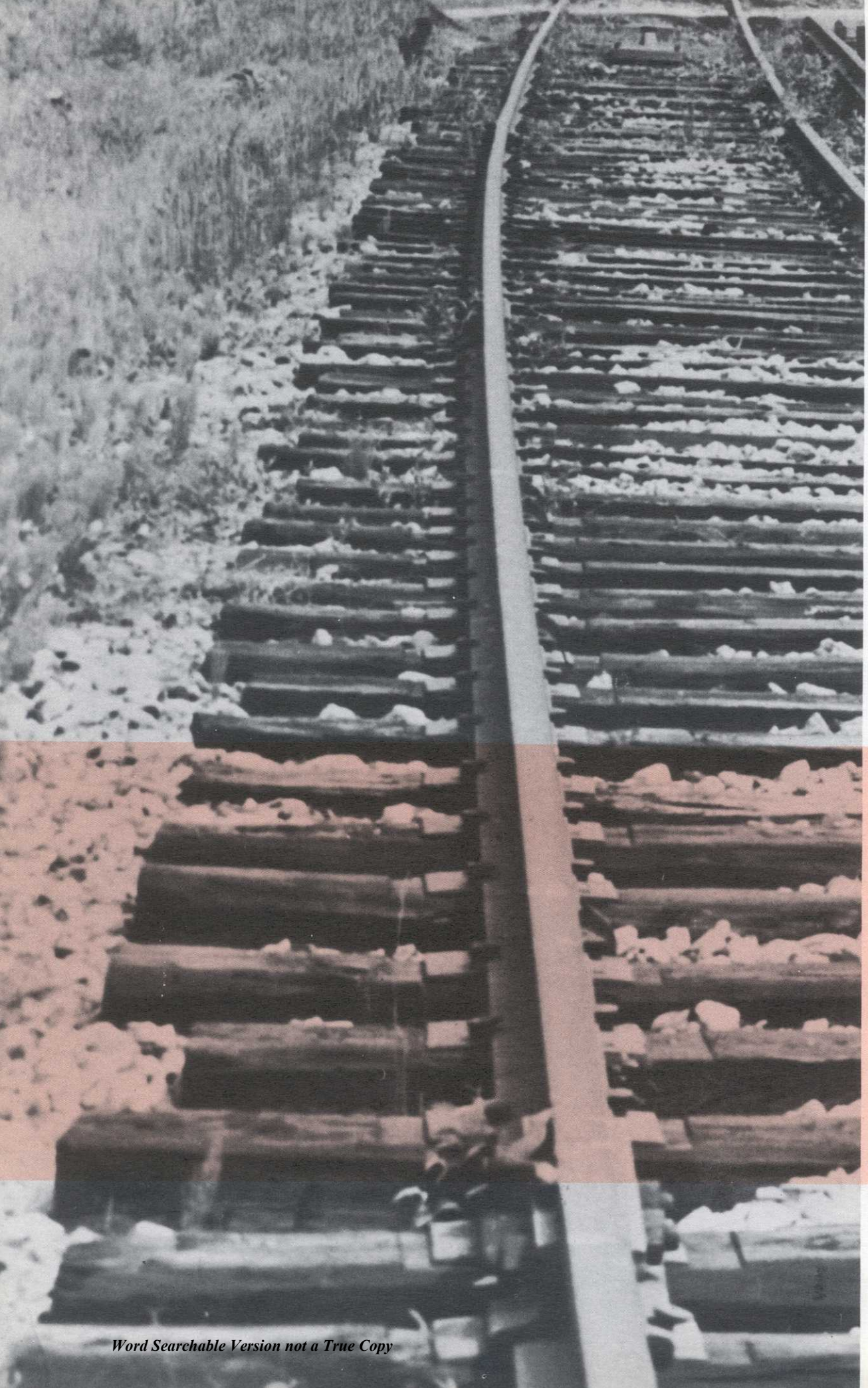
Statistical curves portraying motor vehicle registrations with respect to population growth and other highway use factors, only emphasize the seriousness of the highway congestion problem but do not solve all of the elements appearing in the transportation problem.

A review of existing engineering reports for Illinois cities other than Chicago, shows that the great majority have emphasized highway and street improvement plans.

The need, however, is for a balanced transportation plan whether the city is large or small.

The Mass Transportation Commission urges that every effort be made by all Illinois communities confronted with transportation problems to resort to the use of adequate factual data based on the latest techniques recently developed for measuring transportation deficiencies. Although these techniques were developed for the use of large metropolitan centers, they may be scaled down for use in a city of any size.

Available also at very modest cost are descriptive technical manuals published as a result of the work of the National Committee on Urban Transportation, in Washington, D.C. These manuals describe nearly all methods useful in ascertaining the degree of sufficiency of a majority of the transportation needs of our communities.



Suggestions for Solving

One of the important objectives of the Commission was to provide an opportunity to all segments of the transportation industry, civic organizations, private citizens and public officials, to present plans and proposals leading to solutions of specific mass transportation problems within their respective fields. This invitation resulted in many contributions of substantial value to the Commission in this work. Some of the proposals were in the form of detailed reports containing, not only historical background, but engineering, financial and administrative recommendations as well. However, many valuable suggestions were in the form of letters, resolutions or verbal opinions. To portray the substantial problems presently affecting the mass transportation industry, the reports, recommendations and opinions of each segment of that industry were reviewed, and are included as direct abstracts wherever possible.

By the Railroads

Most of the rail commuter problems in Illinois are centered in the Chicago Metropolitan Area. This six county area of Cook, Lake, DuPage, Will, Kane, in Illinois and Lake County in Indiana, amounts to a population of 6,345,000 people.

The majority of the rail commuters of this area are now served by the Illinois Central Railroad, the Chicago-Milwaukee and St. Paul Railroad, the Chicago and Northwestern Railway, the Chicago, Burlington and Quincy Railroad, the Chicago Rock Island and Pacific Railroad, the Chicago North Shore and Milwaukee Railroad, and until recently, by the Chicago, Aurora and Elgin Railroad, which ceased to operate on July 3, 1957.

Constantly rising operating costs, coupled with general decreases in commuter passenger miles and the inevitable loss in revenues, have forced these commuter rail lines to operate with varying degrees of annual financial loss and has compelled them as a result, to seek for acceptable means of relief and survival, short of subsidy.

In a report "Mass Transportation by Railroads" prepared jointly by the Illinois Central, North Western, Burlington, Rock Island and Milwaukee railroads, the case for the railroads is presented in great detail.

MASS TRANSPORTATION BY RAILROADS

THE ROLE OF THE RAILROADS as mass transportation agencies. The position of the City

of Chicago as the center of the nation's railroad system is reflected in the importance of the mass transportation function served by railroads in the Chicago metropolitan area. In 1956, 15 railroads in the United States each realized commutation revenues in excess of $1,000,000. Five of these carriers are located in the Chicago area. As reported to the Interstate Commerce Commission, the commutation revenues received by these five roads were as follows:[1]

ILLINOIS CENTRAL	$8,032,105
NORTH WESTERN	7,272,309
BURLINGTON ROAD	2,208,879
ROCK ISLAND	2,048,851
MILWAUKEE ROAD	1,474,073
TOTAL	$21,036,217

The importance of these suburban railroads as mass transportation agencies in the Chicago metropolitan area is shown in the passenger figures in Table A[2] for the past five years with respect to travel on commutation and multiple ride tickets.

It may be noted that the total net decrease in passengers between 1953 and 1957 is accounted for entirely by a decrease of 6,441,819 passengers on the Illinois Central. While the Rock Island also experienced a slight net decrease during this period, the other three principal suburban carriers show varying degrees of growth. It appears that in general the carriers serving the western, northwestern, and northern suburban areas are experiencing an increasing traffic demand, as contrasted with those serving the southern portion of the City of Chicago and its southern suburbs.[3]

As shown in Table B, the relative use of railroad transportation and of all forms of transportation in travel to and from the central business district of the City of Chicago during the past five years has remained steady.

As indicated by the same cordon counts, while the total of railroad passengers entering and leaving the City increased during the period 1953-1957 from 251,980 to 266,738, or 5.86%, the number of automobile passengers increased from 422,994 to 509,313, or 20.41%.

These comparative figures fall far short of reflecting the relative importance of railroad operations in providing mass transportation service in the Chicago metropolitan area. With the gradual loss of off-peak traffic to the private automobile, the suburban railroad has increasingly served the vital function of providing regular commutation service between suburban communities and the central business district. From the developments which have already occurred, it would appear that the unique value and highest economic use of suburban railroad facilities is to carry thousands of commuters between their homes and places of work in the central business district of Chicago. This specialized function is reflected in the time of the departure and arrivals of railroad passengers in the central business district, as shown in Table C.

[1] *Report proposed by Examiner Hosmer*, Railroad Passenger Train Deficit, *Interstate Commerce Commission Docket No. 31954, Sheet 49.*

[2] *Table A and other tables referred to herein are contained in Appendix hereto.*

[3] *The total net decrease in commutation and multiple ride passengers may be considerably less than indicated in the figures shown in Table A because of the practice of the Illinois Central, in accordance with special permission, of reporting to the Interstate Commerce Commission all passengers carried on its electrified suburban system, including those using one-way and round-trip tickets, as commutation and multiple ride passengers. The marked decrease in occasional off-peak riding, for which one-way and round-trip tickets are more frequently used, may account for a substantial part of the Illinois Central's total net decrease. The other four railroads do not include suburban passengers using one-way and round-trip tickets among commutation and multiple ride passengers.*

COMMUTATION AND MULTIPLE RIDE PASSENGERS[1]

	1953	1954	1955	1956	1957	Net Increase or (Decrease)
ILLINOIS CENTRAL . . .	31,086,916	26,836,881	27,148,173	25,918,254	24,645,097	(6,441,819)
NORTHWESTERN	15,529,539	16,544,408	17,387,552	17,862,365	18,575,809	3,046,270
BURLINGTON ROAD . .	6,117,637	6,376,801	6,574,624	6,629,306	7,882,830	1,765,193
ROCK ISLAND	6,765,895	7,238,401	7,101,644	7,002,117	6,723,140	(42,755)
MILWAUKEE ROAD . . .	3,823,231	3,920,824	4,176,751	4,150,616	4,074,228	250,997
TOTAL	63,323,218	60,917,315	62,388,744	61,562,658	61,901,104	(1,422,114)

[1]Source: Form O.S.D. "Revenue Traffic" Reports to the I.C.C.

Table a

Table b

DAILY NUMBER OF PASSENGERS ENTERING AND LEAVING THE CENTRAL BUSINESS DISTRICT OF CHICAGO[1]
7:00 A.M. TO 7:00 P.M.

	RAILROADS	TOTAL[2]	PERCENT OF RAILROAD PASSENGERS TO TOTAL PASSENGERS
1953	251,981	1,646,074	15.3%
1954	252,871	1,639,671	15.4
1955	250,437	1,645,492	15.2
1956	265,630	1,667,307	15.9
1957	266,738	1,678,170	15.9
5 year average	257,531	1,655,343	15.6

[1] Figures derived from published statistics of annual cordon count taken by the City of Chicago.
[2] "Total" includes passengers arriving and leaving the Central Business District by all C.T.A. surface and Rapid Transit facilities, by out of town buses, service vehicles, taxicabs and private automobile as well as by railroads.

PASSENGERS LEAVING THE CENTRAL BUSINESS DISTRICT OF CHICAGO DURING AFTERNOON PEAK PERIODS 1957 CORDON COUNT

	Peak 15-Minute Period 5:00 to 5:15 P.M.		Peak 30-Minute Period 5:00 to 5:30 P.M.		Peak 60-Minute Period 4:45 to 5:45 P.M.	
	Number	Per Cent of Total	Number	Per Cent of Total	Number	Per Cent of Total
PUBLIC TRANSPORTATION						
Suburban Railroad Services (including C.N.S. & M.Ry.)	29,223	39%	51,309	38%	77,094	34%
C.T.A. Rapid Transit	24,456	33	44,128	32	75,126	33
TOTAL PRIVATE RIGHT-OF-WAY SERVICES	53,679	72%	95,437	70%	152,220	67%
C.T.A. Surface Routes and Out-of-Town Bus Routes	10,390	14	20,671	15	36,092	16
TOTAL PUBLIC TRANSIT SERVICES	64,069	86%	116,108	85%	188,312	83%
PRIVATE AUTOS, ETC.						
Private Autos and Taxicabs	9,747	13%	19,352	14%	37,448	16%
Service Vehicles	375	1	723	1	1,443	1
GRAND TOTAL	74,191	100%	136,183	100%	227,203	100%

Table c

The pattern of peak-load commutation traffic reflected in Table C is unique among the different forms of transportation serving the central business district. For example, during the same 12-hour period on the North-South route of the Chicago Transit Authority, the maximum one hour and half hour periods for arrivals account for only 25% and 14%, respectively, of the total passenger arrivals. The same maximum periods for departures account for only 30% and 17%, respectively. Thus, while operations of the Chicago Transit Authority are also characterized by a peak-load pattern, there is a substantially more even distribution of traffic over the 12-hour period. The peak-load pattern for the private automobile, while clearly discernible, is still less marked. Accordingly, it appears that the importance of suburban railroads as mass transportation agencies cannot be measured solely in terms of the total number of passengers carried. Of much greater significance is their function as commutation carriers during the limited but crucially important peak periods of travel between home and work. It is the disruption of this service which could create economic havoc for the City of Chicago and its suburban communities. Indeed, in the absence of alternative sources of public mass transportation in many rapidly growing suburban communities, the development of modern, adequate, reliable and efficient suburban railroad operations is basic to the entire problem of mass transportation.

THE ECONOMIC PROBLEM of railroad commutation service. The inherent inefficiency of railroad commuter operations has created a transportation crisis of national proportions. It has become the subject of serious speculation by publications of national reputation.[1] Highly competent and independent research agencies have focused their efforts on this specific problem and have recognized it as a dominant factor in the over-all problem of metropolitan mass transportation.[2] More significantly, at the level of the federal government it has become the direct concern of Congress and the Interstate Commerce Commission.[3]

Ironically, the peak-load traffic pattern which characterizes commuter service simultaneously reflects both the *need* for and the inherent inefficiency of suburban operations. Regardless of the size of our highway system, a failure of mass transportation operations during the peak periods of commuter travel would place an intolerable burden of automobile traffic on the streets. All day parking facilities in the central business district, even if greatly expanded, would prove inadequate to handle the requirements of all commuters traveling by automobile. In short, it is difficult to contemplate the full cost, in terms of travel time, inconvenience and public financing of additional automobile facilities, which would be incurred in the absence of peak period public mass transportation.

[1] *The articles from* The New York Times, *October 7, 1957*; Time, *December 16, 1957*; The Chicago Tribune, *March 3, 1958*; Wall Street Journal, *November 24, 1958, attached hereto as Appendix A, are typical of the general interest being expressed in this problem.*

[2] *See* The Metropolitan Transportation Problem, *Wilfred Owen, pub. by the Brookings Institution, 1956;* Basic Issues in Chicago Metropolitan Transportation, *pub. by the Transportation Center at Northwestern University, 1958.*

[3] *Report No. 1647 of The Senate Committee on Interstate and Foreign Commerce on S.3778, 85th Cong. 2nd Sess., pp. 10-11; Proposed Report of Examiner Howard Hosmer,* Railroad Passenger Transportation Deficit*, Interstate Commerce Commission Docket No. 31954, September 18, 1958.*

At the same time, the source of the inherent inefficiency of these suburban peak-load operations is readily apparent. The amount of trackage, passenger equipment, motive power, signal facilities, storage yards and the size of the labor force required in suburban railroad operations is determined directly by the level of traffic demand during periods totaling only 15 to 20 hours each week. The vitally important, but highly uneconomical character of peak-period mass transportation, together with the underlying causes which contribute to this pattern, has been aptly described in the following terms:

"These facts about the rush hour explain why the downward trend in transit riding since the war has been so much more destructive to the industry than total traffic figures indicate. The mass transportation problem has been magnified by the fact that traffic has continued high during peak hours of the day, while most of the loss of business has been in off-peak hours. This pattern of passenger movement means that the transit company must still meet the high man power and equipment requirements dictated by the needs encountered in the peak hours—generally two hours in the morning and two hours at the end of the working day—despite the over-all reduction in number of passengers accommodated throughout the day. Much of this equipment is idle during the off-peak period, and the working force that must be employed for a few hours to handle the peak must be paid for a full day.

"This pattern of transit traffic poses the double threat of bankruptcy for the industry and prolonged deterioration of service for the customer. For the decline in transit patronage has not permitted parallel reductions in cost, and emergency measures designed to bring costs more in line with revenues have resulted only in reducing the attractiveness of the service. The effect has been to create an even greater incentive for car owners to desert rail and bus transportation for their automobiles.

"The slump in off-peak traffic and the maintenance of a high peak-hour demand can be explained by the heavy congestion on city streets during rush hours and the lack of all-day parking space. This has made it necessary in many cities to use mass transportation to get to work; and the choice has been a logical one for the commuter because a large proportion of home-to-work trips are along established transit routes converging in the downtown area. But at other times of the day and night, the

automobile is preferred to mass transit as lighter traffic permits greater ease of driving. It is then that the even rhythm of peak-hour commutation movement between suburb and city changes to a discord of heterogeneous trips in all directions for social and recreational purposes." [1]

In the Chicago metropolitan area the dynamic suburban population growth has resulted in the over-all maintenance of traffic levels by suburban carriers. To the extent that, this growth has served to heighten the peak load problem, the maintenance of traffic levels in itself gives no assurance for the future financial solvency of suburban railroad operations.

There is, in fact, no apparent panacea for the inherent economic problem of commuter service. While the problem is general in its effect, the anomaly presented by the combined circumstances of increasing public need and decreasing efficiency requires—in the first instance—the application of managerial resourcefulness to the particular operating and traffic characteristics of each separate railroad system. In devising a legislative program to promote the rehabilitation, modernization and expansion of the suburban railroad operations, it is difficult to ignore the views of the United States Senate Committee on Interstate and Foreign Commerce on the subject of railroad commuter operations. The following comments appear in its Report leading to the enactment of the United States Transportation Act of 1958. [2]

"The subcommittee heard much testimony with respect to the problem of continuing commuter service by railroads. It was clear from the testimony that the railroads were operating these services at enormous losses. This is the result of many factors which we will not go into here. It may be said that basically the commuter service problem is a local one having both social and economic implications. However, it is also a matter of deep concern to the Federal Government because of the impact that losing commuter service can have on the ability of an interstate rail carrier to render its interstate service. That this is so, is clearly evident from the fact that there are several large carriers in the East which are faced with the imminent threat of bankruptcy primarily because of the heavy losses from rendering commuter and other local passenger service. *** It is evident that fares which would theoretically return a profit to the railroads would generally result in charges substantially greater than commuters are accustomed to paying and, in some instances, prohibitive charges. Accordingly, the solution is not readily apparent. Because the solutions which may be found for this problem are essentially local, the subcommittee deems it desirable to leave to the local government agencies involved the job of seeking specifically tailored solutions to their particular problem.

"The second matter on which the subcommittee is constrained to comment is the amount of State and local taxes paid by the railroads. Representatives of the railroads testified that local and State taxes borne by the rail lines are disproportionately high and bear no relationship to the earnings of the properties and, therefore, constitute an unfair burden on their operations. The subcommittee suggests that State and local governments reexamine taxes now borne by the railroads for the purpose of determining and correcting inequitable tax situations that exist."

We are of the opinion that any solution short of public ownership of suburban railroad facilities, or public subsidies in aid of suburban operations, must include (a) greater flexibility in adjusting price structures and service patterns to the economic characteristics of particular operations, and (b) tax relief which will at least partially remove the unduly heavy burden which is now imposed on commuter operations.

THE REGULATORY problem. Suburban railroad service is today regulated under the same law, and is subject to the same basic regulatory conceptions, as electric, gas, telephone and water utilities. The historical and continuing purpose of public utility regulation has been to substitute public regulation for competition as the protective mechanism in the public interest in those industries, which, because of their particular economic characteristics, have been accorded monopoly or quasi monopoly privileges. Public utilities have been traditionally characterized by high capital

[1] The Metropolitan Transportation Problem, *supra, at pp. 82-83.*

[2] *Report No. 1647*, supra *at pp. 10 and 11.*

outlays and fixed costs combined with the provision of a relatively unique and essential product or service. As long as the product or service retains its unique qualities, public regulation is necessary to prevent an abuse of monopoly power. Rates must be kept reasonable and earnings should approximate a level, which, while sufficient to maintain adequate service standards, is not in excess of the theoretical earnings which might be realized under conditions of competition by an industry with similar risks.

The conferral of monopoly privilege on public utilities has also required regulation of the entry into and withdrawal from the field of service. The benefit of a protected service territory gives rise to the correlative obligation to provide adequate service within the entire territory. In turn, the territory is protected against the unregulated entry by other companies engaged in the sale or distribution of the same unique and essential product or service.

In the absence of a relatively unique and essential service, the original purpose and continuing justification for private utility regulation is removed. The fact of high capital outlays and fixed costs cannot in itself constitute the basis for regulation. Where the product or service is no longer unique, competition may be provided for alternative products or services which are not subject to regulation. In this situation an industry which is subject to regulation for wholly historical reasons is subject to all of the burdens and none of the benefits of public utility regulation. It is confronted with the impossible combination of high fixed costs, unrestricted competition and its inability to adjust prices and service to changing competitive circumstances because of the rigidity imposed by the regulatory process. In view of the phenomenal development of the automobile, we believe that suburban railroad operations have reached this difficult stage in their historical development. The future of these vital operations under private ownership seems to depend on whether we recognize and give effect to this basic economic truth.

In this connection, it must first be understood that the rigid regulation of suburban railroad operations can no longer be justified in terms of the traditional purposes of public utility regulation; i.e. (1) limitation of earnings to a maximum reasonable level in an industry holding a publicly conferred monopoly; (2) the requirement of adequate service within the protected territory served; and (3) the prevention of price and service discrimination.

(1) *Regulation for the Purpose of Limiting Earnings to Reasonable Levels*. In the field of suburban railroad operations the regulatory purposes of limiting utility earnings to reasonable levels is nonexistent. Instead the problem is precisely the contrary one of devising means to achieve financial solvency. The most recent regulatory findings involving each of the five principal suburban carriers in the Chicago metropolitan area leaves no doubt concerning this problem.

(a) *Rock Island*. In its order of February 18, 1958, in Ill.C.C. Docket No. 44142, the Illinois Commerce Commission found that the existing Rock Island fares had resulted in an out-of-pocket deficit in the most recent calendar year of $381,110. Even on the basis of approving the fares proposed by the Rock Island, the Commission found that there would still exist an annual out-of-pocket deficit of $7,659.

(b) *Burlington Road*. In its order of June 18, 1958, in Ill.C.C. Docket No. 45054, the Commission found no reason to adjust the figures submitted by the carrier indicating an out-of-pocket deficit for 1957 of $628,603 and a fully distributed loss of $1,199,472. Since the proposed fares, which were approved, will result in an estimated revenue increase of $500,000, the Burlington continues to suffer an out-of-pocket deficit.

(c) *Milwaukee Road.* The most recent

order relating to the suburban operations of the Milwaukee Road was entered by the Interstate Commerce Commission on October 31, 1958, in *Chicago Intrastate Suburban Fares of Milwaukee Road*, I.C.C. Docket No. 31742. The Commission found that for the year ending October 31, 1957, the Milwaukee Road had suffered an out-of-pocket deficit of $692,798, and a total fully distributed loss of $1,877,540. The additional authorized annual revenues of $798,170, will result in an excess of revenues over out-of-pocket expenses of only $105,372, or about only 9% of the indirect costs and taxes which the Commission found to be "properly allocable" to the Milwaukee Road's suburban traffic.

(d) *Illinois Central*. As found by the Illinois Commerce Commission in its order of November 13, 1958, in Ill.C.C. Docket No. 44655, the Illinois Central in 1957 incurred a suburban out-of-pocket deficit of $106,762. On the basis of net railway operating income of $746,602, which the Commission estimated would result from the approved fares, and a suburban rate basis of $29,000,000, it appears that the Illinois Central will be able to realize a rate of return from suburban operations of only 2.57% before federal income taxes.

(e) *North Western*. In its order of November 14, 1958, in Ill.C.C. Docket Nos. 44704 and 44741, the Illinois Commerce Commission authorized suburban fare increases, the establishment of a new suburban price and ticket structure and suburban service revisions which it found would result in annual net railway operating income from North Western's $2,000,000 and a rate of return of approximately 4% before federal income taxes. This relatively favorable financial condition results in large part from the realization of substantial economies which were included in the integrated suburban program submitted to the Commission by the North Western. The Commission also found that in 1956 North Western's suburban operations had resulted in an excess of expenses over revenues of $2,000,000.

Even including the relatively favorable suburban financial basis achieved by the North Western as the result of the approval of its integrated suburban program, it is apparent that the regulatory process serves no function in limiting suburban earnings to reasonable levels. The inherent inefficiency of suburban operations, combined with the increasing impact of the private automobile on suburban revenues, provides a regulatory mechanism which is completely effective in itself.

Justification may still exist for maintaining the regulatory power to review particular rates after they are placed in effect to determine that they are at just and reasonable levels. There appears to be no economic justification, however, for pervasive regulation prior to the establishment of new rates for the purpose of preventing the realization of unreasonably high profits. The substantial delays that have resulted are contrary to the best interests of all concerned.

(2) *Regulation of the Entry Into and Withdrawal from Service*. Where the regulatory process confers a protected monopoly on an industry possessed of a unique and essential product, the community may properly demand a high degree of control over the extent of service offered within the protected territory. If, however, because of the nature of the product, the regulatory process is incapable of conferring a monopoly position on a regulated industry, there would appear to be no justification for the application of traditional regulatory techniques with respect to the enforcement of adequate service standards. The field of suburban railroad operations has already been inundated by the rising tide of the private automobile. The regulatory process affords suburban railroads no protection against the inroads of this dynamic competitive force. Nevertheless, by requiring prior approval for service revisions, that

process presently prevents, or greatly delays, any adaptive response by suburban railroads to the competitive conditions with which they are confronted.

In the area of service regulation, we believe that railroad management must be given a greater degree of freedom to adjust suburban services to changing patterns of urbanization and to the competitive inroads of the automobile. The necessary degree of freedom can only be achieved by eliminating the need for prior regulatory approval of changes in operation or service. Adequate protection for the public interest against any arbitrary action would exist by reserving to the Illinois Commerce Commission the continuing power to require restoration of service in order to maintain proper standards.

(3) *Regulation to Prevent Discrimination*. Problems of discrimination in suburban operations most frequently arise in connection with the price structure. These problems are cast principally in terms of, (1) whether a particular class of passengers is contributing its proper share of total revenue requirements, and (2) whether rate increases should be applied on a classified or general basis. The resolution of these controversial issues often involves complex considerations of cost accounting. The difficulties involved under present methods of regulations in establishing new price structures is a powerful impetus for railroad management to perpetuate existing price structures as a means of minimizing controversy at the time of general rate proceedings.

There appears to be general agreement that the pricing mechanism of suburban railroad transportation must be revised to conform to the changing conditions of market demand. There is less agreement on the form that such revisions should take. Many authorities stress the need of adjusting the price structure for the purpose of obtaining the full measure of fixed costs from those passengers whose peak-period use of suburban railroad service contributes to such costs.[1] Others emphasize equally the need for developing incentive fares to encourage greater off-peak use.[2]

Actually, despite the general existence of problems resulting from peak-load operations, every suburban system poses certain unique cost characteristics. For example, cost factors may differ substantially among (1) the fully electrified suburban system of the Illinois Central, serving predominantly in the City of Chicago; (2) the single main line suburban operation of the Burlington Road, the roadway facilities of which are also used extensively by its non-suburban operations; and (3) the triple main line operation of the North Western, converging as it does on a single passenger terminal in the City of Chicago. In addition, different pricing considerations may be presented by an apparently contracting market, as in the case of the south and south western carriers and an expanding suburban market, as in the case of the western, north, and northwestern carriers.

For reasons previously stated, the present regulatory process discourages experimentation in the price structure for suburban service. We believe railroad management should be given greater freedom to establish new price structures to correspond with the operating and traffic characteristics of particular suburban systems. In this area we are also of the opinion that adequate protection against possible price discrimination can be maintained by limiting the authority of the Commission to investigations after the fact, either on its own motion or by complaint, with power to compel restoration to just and reasonable levels if there should be abuse.

TAXATION of suburban railroad property. An

[1] The Metropolitan Transportation Problem, *supra, at pp. 178-180.*

[2] *Paying for Railroad Suburban Service, Lynn Stiles, unpublished monograph, July 1, 1958, at p. 5.*

important aspect of the peak-load problem is that suburban railroad operations are characterized by a disproportionately heavy property investment in relation to the revenues, and particularly in relation to the earnings which are realized. The suburban systems of the principal suburban railroads in the Chicago metropolitan area consist in great part of multiple main track territory, together with numerous yard tracks, storage tracks, stations and repair facilities which are used primarily, or exclusively, in suburban operations.

Except as to the Charter Lines of the Illinois Central, under present tax laws in the State of Illinois, the fair cash value of the total property of a railroad in the state is allocated to the various local taxing districts "in the proportion that the length of all the track owned or used in such taxing district bears to the whole length of all the track owned or used in this state, except the value of all station houses, depots, machine shops or other buildings of an original cost exceeding $1,000, which shall be deemed to, have a situs in the taxing district in which the same are located; ***" *Ill. Rev. Stats*., 1957, Ch. 120, § 567. The obvious effect of this allocation formula is to import substantial value into Cook County as a result of the heavy concentration of suburban commuter facilities.

If tax rates throughout the state were substantially the same, this higher importation of value into Cook County would not in itself serve to increase the tax burden on commuter property. Because of the higher tax rates prevailing within the confines of Cook County, in part as a result of the multiplicity of tax districts, this importation of value imposes a heavier tax burden on the very railroads which already suffer a serious financial problem associated with suburban operations.

For these reasons we consider that the existing tax structure imposes an inequitable burden on suburban railroad property, and particularly on the railroads heavily committed to suburban operations in the Chicago metropolitan area. By appropriate amendments to the revenue laws, a new formula should be devised for the allocation of value to local taxing districts, which would eliminate from the allocation ratio tracks used in, or to the extent used in, commuter operations. The present method or assigning stations, depots and other buildings to the situs of the taxing district in which they are located should also be eliminated. In any event, by whatever means seem appropriate in the light of the many technical considerations involved, the anomaly of imposing the heaviest property tax burden on that class of railroad property having the lowest earning capacity must be ended. It should be noted that these revisions in the revenue losses would involve no public subsidy and no exemption from the general burden of the property tax. These revisions would instead do no more than eliminate an existing inequity resulting from the present allocation formula. While the tax yield on railroad property in the Chicago metropolitan area would be reduced as a result of these proposals, it is the Chicago metropolitan area which would benefit most directly by any improvement in the financial condition of its suburban railroads.

In addition to these proposed changes in the allocation formula, we believe that the continued use of cost reproduction as an element in determining the system-wide valuation of railroads operating in Illinois also imposes an undue property tax burden on suburban railroads in the Chicago metropolitan area. The use of cost of reproduction as an element of fair cash value generally tends to magnify the importance of a railroad's physical facilities and tends to reduce the importance of its earnings. In particular, with reference to large suburban carriers with a heavy investment in suburban plant and equipment, the net effect of the use of cost of reproduction is to increase the fair cash value, both be-

cause of the emphasis on physical property and the failure to give adequate effect to the negligible or nonexistent earnings from suburban operations. Insofar as the suburban carriers are required to maintain a disproportionately large physical plant for financially unremunerative peak-load service, we believe that the continued use of cost of reproduction as an element of fair cash value serves to impose an unfair tax burden on railroads engaged in those vital operations.

The revisions of the revenue laws suggested above would provide no substantial relief for the Illinois Central, because all of its suburban lines are parts of its charter lines, which are taxed on a gross revenue basis. Therefore, we believe that there should be enacted also legislation which would give the Illinois Central tax relief on its commuter operations comparable to that which the other suburban lines would receive under the changes in the general revenue laws which we recommend.

CONCLUSION. There can be no doubt about the financial crisis confronting suburban railroads in the performance of their vital mass transportation function. The magnitude of the problem is too great to permit any confident prediction that the underlying economic difficulties can be solved without the aid of public subsidies or ultimate public ownership of the physical plant used in these operations. Before we are prepared to recommend any steps in this direction, however, we believe a more definitive answer must be obtained to the question of whether these operations can achieve the necessary degree of financial solvency under private ownership and operation.

Within the past few years, the Chicago metropolitan area has been forced to adjust to the demise of suburban railroad operations on the Shore Line of the Chicago North Shore and Milwaukee Railroad Company in the Northern suburbs and of the Chicago Aurora and Elgin Railway Company in the Western suburbs. In the wake of both of these events legislative proposals involving public ownership of rail facilities were advanced for the purpose of restoring these operations. With respect to the Chicago Aurora and Elgin Railway Company, bills were submitted to the 69th General Assembly in 1955 calling for the expenditure by the State Department of Public Works of as much as $10,000,000 for the purpose of acquiring the facilities of that carrier (Senate Bill Nos. 452-456). In response to the situation created by the abandonment of the Shore Line operation a bill was submitted in 1955 calling for the formation of transportation districts as municipal corporations with broad powers to acquire, construct, maintain and operate a transportation system. Such districts would have been authorized to incur bonded indebtedness and to levy necessary taxes for the retirement of such debt (Senate Bill No. 557, 69th General Assembly). The failure by the legislature to enact these bills undoubtedly reflects in part the reluctance to adopt the more drastic measures of public ownership without a clearer understanding of the feasibility of other solutions to the transportation problem short of public ownership.

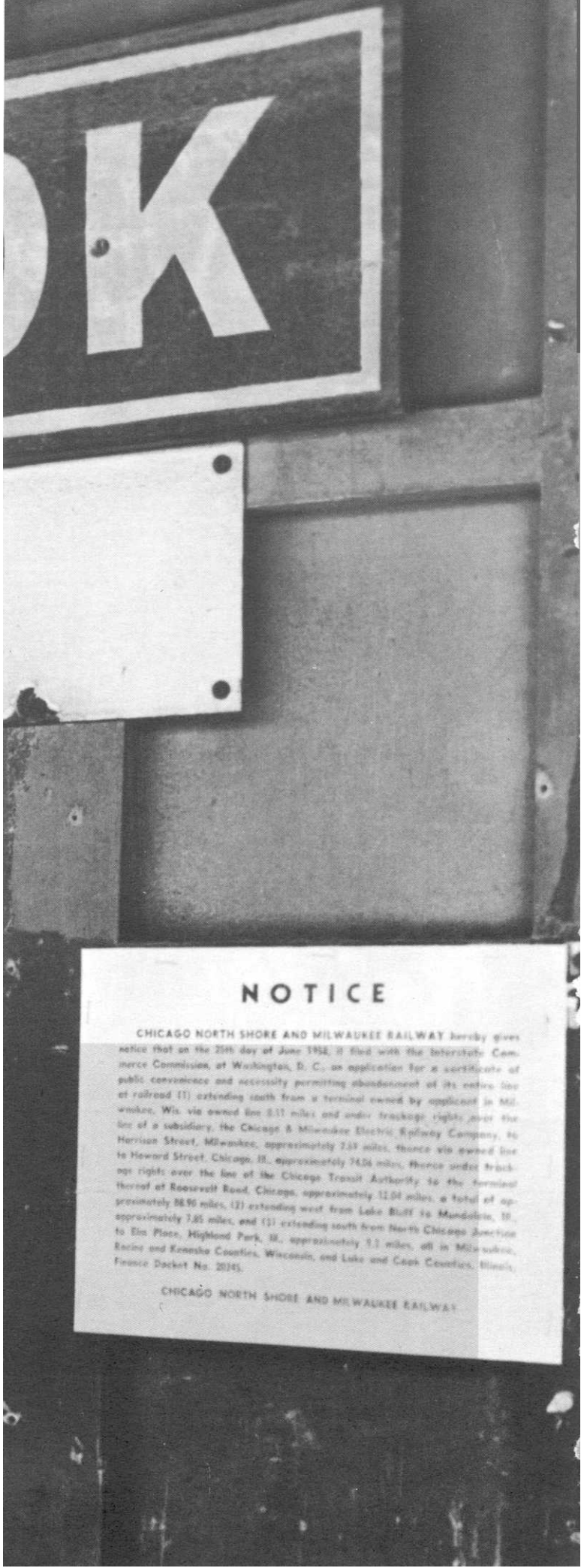
We believe that the measures which are recommended in this section of our report dealing specifically with mass transportation by suburban railroads constitute a significant test of whether these essential operations can be maintained under private ownership and without the aid of public subsidies. In the case of the regulatory recommendations, we are confident that the public interest will be better served by permitting a greater degree of managerial initiative with respect to suburban railroad operations to which the traditional concepts of public utility regulation no longer apply. The preservation of an ultimate jurisdiction in the Illinois Commerce Commission to regulate sub-

urban railroad rates and services through investigations initiated by complaint, or on its own motion, will adequately protect the public against the possibility of any arbitrary action by the railroads. In the case of our tax recommendations we believe that the limited proposals which are submitted would do no more than grant a modest measure of relief against the present inequitable tax burden imposed on suburban carriers in the Chicago metropolitan area.

Whether these measures will prove sufficient to deal with the intrinsic difficulties of suburban railroad operations must for the present remain a matter of conjecture. It is our opinion, however, that until that conjecture is tested by experience, any recourse to solutions involving public ownership or direct financial aid are premature.

The Chicago, Aurora and Elgin Railroad ceased operations on July 3, 1957. This railroad served some twenty-five western suburbs of Chicago and tributary unincorporated areas. Less than a year later, a notice beginning as follows, was posted in each station of an electric railway serving twelve communities north of Chicago:

CHICAGO, NORTH SHORE & MILWAUKEE RAILROAD HEREBY GIVES NOTICE THAT ON THE 25TH DAY OF JUNE, 1958, IT FILED WITH THE INTERSTATE COMMERCE COMMISSION AT WASHINGTON, D.C. AN APPLICATION FOR A CERTIFICATE OF PUBLIC CONVENIENCE AND. NECESSITY PERMITTING ABANDONMENT OF ITS ENTIRE LINE OF RAILROAD. . .



The application for this certificate was also filed on the same date, with the Illinois Commerce Commission. The filing of this document generated a great degree of instantaneous reaction on the part of those directly affected—the commuters.

Indignation meetings were held, letters were written, telephone calls made, and organizations formed for the purpose of avoiding, if possible, the untimely end of another much needed commuter service affecting twelve communities along this line.

One of the organizations formed for this purpose was the Association of North Shore Line Municipalities and Users, which is an association of Village attorneys and one non-municipal organization. All of these are joined together for the purpose of opposing the proposed abandonment of this railroad. They have pursued their common objective in the following manner:

1. By litigating the said petition of abandonment; and

2. By determining some proposal for legislative consideration.

A subcommittee of this association decided upon certain proposals which were felt desirable for consideration by the Legislature in an effort to solve the problem of metropolitan transportation.

The following municipalities are part of the association: Libertyville, Mundelein, Waukegan, Deerfield, Northfield, North Chicago, Lake Bluff, Highland Park, Lake Forest, Glenview, Northbrook, Zion, and a private organization of businesses known as the Chicago-Milwaukee Area Transportation Council.

A summary of legislative proposals offered by the subcommittee of the Association of North Shore Line Municipalities and Users follows:

1. Expand the territory to be served by the Chicago Transit Authority to include Lake, Du Page and Kane Counties.

2. Change the membership of the Chicago Transit Authority Board so that a majority of the members shall be appointed by the Governor so that at least one member shall be appointed from Lake, Du Page or Kane Counties. (A)

3. Change the name wherever it appears from Chicago Transit Board and Chicago Transit Authority to Metropolitan Transit Board and Metropolitan Transit Authority.

4. Authorize the Transit Authority to impose a 1¢ gasoline tax in any county where it operates for purposes of making capital improvements or replacements and for safety devices, equipment, and retirement of indebtedness. (B)

5. Authorize the borrowing of funds upon revenue bonds to be repaid from revenues and from the proceeds of the gasoline tax to be imposed. (C)

6. Consider extension of the authority to the States of Wisconsin and Indiana provided only that the legislatures of those states enact similar enabling legislation to permit the authority to operate in the other states.

7. Limit the legislation and the authority to *electric* lines and bus operations in the areas to be served.

8. Establish the maximum price at which the proposed Metropolitan Transit Authority might acquire the operating of properties of any line.

The Village of Glenview objects to proposal No. 2. They propose people in the area should elect their representatives with so many coming, according to population, from the City of Chicago and so many from the area outside the City.

They suggest some State subsidy for capital improvements.

The City of North Chicago believes the proposal for gasoline tax (No. 4) to be unfair.

The City of Zion believes Proposals No. 4 and No. 5 completely unfair and unjustified.

By the Bus Companies

Constantly in the news are announcements of bus company failures, of petitions by these transportation companies to curtail or cease entirely their services. This section of the transportation industry, which in many cases is the sole mode of mass transportation for many of our areas and communities, is having its share of problems in survival.

Constant increases in automobile registrations and automobile usage only aggravate and lessen seriously the ability of buses to compete time-wise with the private automobile. Again, as in the case of the railroads, increasing operating costs coupled with falling passenger revenues, make the future outlook for the bus transportation industry a grim one.

The following suggestions for solving the bus transit company problem was prepared for the Illinois Bus Association by Mr. Paul O. Dittmar, Public Member of this Commission, former President of the American Transit Association and President of the South Suburban SafeWay bus lines.

To solve the mass transportation problems in the cities of Illinois will require the earnest and courageous efforts of both city officials and state legislators. Early and effective action is necessary, even vital!

This section deals only with surface transportation by bus. It is intended to include all bus transit companies operating within Illinois except the Chicago Transit Authority to which the next section is devoted.

Some of our Illinois transit companies are faced with the necessity of discontinuing their operations, to leave their cities without public transportation—over forty have already done so since V-J Day. Some must discontinue some of their routes, or otherwise reduce their services. Many face operating deficits or meager profits. None enjoy satisfactory profits. All need financial assistance through relief from taxes, or from increased fares, or both. All need assistance from city officials in order that the streets may be decongested so that their buses may be operated at greater speeds, at reduced costs, and to attract more passengers.

It is believed the plight of transit companies is well known. Transit companies everywhere are in difficulty—statewide, nationwide, even world-wide, everywhere where the automobile is popular. They must be helped if they are to survive and continue to serve their cities.

To solve the mass transportation problem in Illinois, the transit companies must be kept alive, they must be helped to improve their services in comfort, convenience, *and speed*, in order that they may attract passengers away from the automobile. It is quite as simple as that. But, action is necessary to the solution.

At this time, the most imperative actions necessary, suggested by the bus transit companies, are as follows:

1. By city officials: Adoption and enforcement of no parking and other traffic control regulations in traffic-congested areas and on heavy-traffic transit streets.

2. Enactment of legislation clarifying present laws so as to allow all transit companies a $2.00 license fee per bus.

3. Enactment of legislation to remove the motor fuel tax on local, city and suburban bus lines.

4. Enactment of legislation to exempt transit companies from any special vehicle, gross receipts, or other municipal taxes, fees, or licenses.

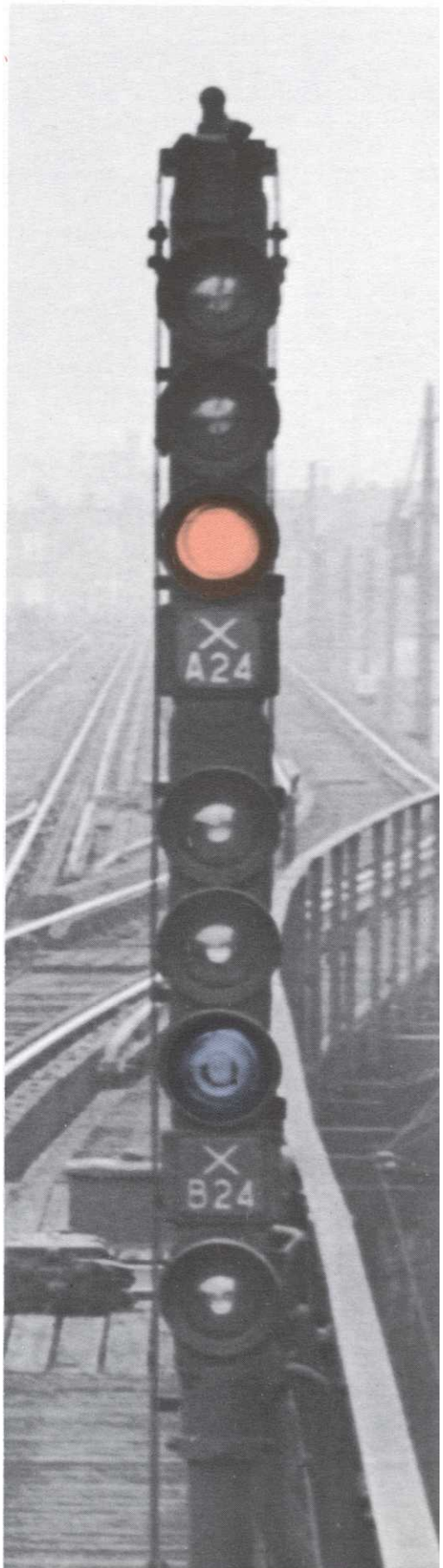
5. Enactment of legislation permitting transit companies to revise their rates of fares, routes and schedules, subject to the review of the Illinois Commerce Commission.

6. Enactment of enabling legislation allowing officials of one or more cities to enter into contracts and franchise agreements with transportation companies, under the terms of which the municipalities could accept title to the operating equipment of such company, hire the bus company to operate the lines on specified terms such as per mile basis, or an established annual operating fee, or enter into contracts with private bus companies to furnish specified services in specific areas of the community, underwriting the cost thereof, and authorize such local governments to levy a limited property tax subject to referendum, to pay all or part of the cost thereof.

The following 44 Illinois cities have lost city-wide transit systems since V-J Day:

ANNA Cab & Coach Lines, Inc.
BEARDSTOWN Transit, Inc.
BELVIDERE Bus Co. Inc.
Stewart Bus Lines (BENTON)
Shappi Bus Lines (CALUMET CITY)
CANTON City Lines
CARBONDALE City Lines, Inc.
CASEYVILLE Bus Line, Inc.
City Bus Lines (CENTRALIA)
CHICAGO WEST TOWNS
CHARLESTON City Lines
CHESTER Coach Lines, Inc.
DIXON Transit Co., Inc.
DU QUOIN Bus Co., Inc.
FARMINGTON Bus Co.
HARRISBURG-Dorrisburg Bus Line
HAMILTON-Jackson Bus Lines
HERRIN City Bus Line
HILLSBORO Transit
Elm City Bus Lines (JACKSONVILLE)
KANKAKEE Motor Coach Co.
LAWRENCEVILLE Transit Lines, Inc.
Blue Arrow Motors (LEWISTOWN)
LINCOLN Transit Lines, Inc.
LITCHFIELD Transit Co.
MT. CARMEL City Transit Lines
MT. VERNON Transit Lines
W.A.F. Transp. Co. (McHENRY)
MACOMB Transit
MARION City Bus Co., Inc.
MATTOON Bus Lines, Inc.
MONMOUTH Transit Co.
MURPHYSBORO Bus Co., Inc.
OGLESBY Motor Transp. Co.
OLNEY Motor Coach
OTTAWA Safety Lines
PARIS Transit Lines, Inc.
Chief City Bus Lines (PONTIAC)
PRINCETON Bus Co.
Twin City Transit (ROCK FALLS)
ROUND LAKE Transit System
STREATOR Transit Lines
Twin City Transit (STERLING)
WEST FRANKFORT Bus Co.

By the Chicago Transit Authority



Nearly 85 percent of the people leaving the Chicago Central Business District are carried by Public Mass Transportation facilities. Of these, 34 percent are carried by suburban railroad services, 33 percent by C.T.A. Rapid Transit, and 16 percent by C.T.A. surface routes and out of town bus routes, while 17 percent are transported by autos and service vehicles.

From the above, it is readily seen that the C.T.A. system performs a substantial daily service in this area. To portray the present extent of this service, the need for its continuation and the requirements for a planned program for extending and improving the services, a report was presented before the Commission on December 1, 1958, by Mr. Virgil Gunlock, Chairman of the Board of C.T.A. and his Staff.

Most of this report is included as follows:

Chicago Transit Authority's operating territory, as defined by the Metropolitan Transit Authority Act, is all of Cook County east of the east line of Range Eleven, East of the Third Principal Meridian of the United States Government Survey. In ef-

fect, only the townships of Barrington, Elk Grove, Hanover, Palatine, Schaumburg, Wheeling and Lemont are excluded from CTA's operating territory. However, by a 1955 amendment to the Metropolitan Transit Authority Act, Chicago Transit Authority is permitted to operate a railroad extending beyond its operating territory when such railroad is an extension of its existing passenger services.

Presently Chicago Transit Authority operates 149 routes, including express and special routes, totaling 1,878 route miles. Its rapid transit system consists of only five routes, totaling 203 route miles, of which 42 miles are in subway tubes or open-cut subway.

Surface routes of the Authority form a gridiron pattern of parallel lines that are only a quarter mile to a half mile apart in most sections of the city. Diagonal surface routes and elevated-subway routes are superimposed upon this gridiron.

This comprehensive network of lines places transit service not more than ⅜ of a mile away from 99% of the population of the City of Chicago. In many sections the choice of two or more routes is available, and service is within one block or less of a very substantial number of residents. Chicago Transit Authority also provides service within or along the fringes of 29 suburban communities.

Since 1947, approximately 480 route miles have been added to the surface system service. This includes 330 miles of routes added by purchase of the Chicago Motor Coach Company.

Chicago Transit Authority operates express bus routes in sections where it is feasible to do so. Representative of these routes—generally operating in sections not served by rapid transit—are the Jeffery Avenue, Archer Avenue, Washington Boulevard, Milwaukee Avenue, Wilson Avenue-LaSalle Street, and Sheridan Road routes.

Competition from the private automobile has so impaired surface transit operations that off-the-street, grade-separated rights-of-way must be provided for transit service if Chicago and the metropolitan area are to be attractively and conveniently served. Rapidly increasing use of the private automobile has jammed transit streets to overflowing, particularly in the rush hours, and has substantially slowed the movement of all surface traffic.

Modern expressways are also jammed to capacity as soon as, or even before, they are completed from end to end. For example, the completed city section of the Congress Expressway, now extending only to Laramie Avenue, is used virtually to its maximum capacity in the morning and evening rush hours.

The economic loss resulting from traffic delays in Chicago alone totals in excess of $117 million annually. Of this total, $5 million represents increased payroll costs financed directly out of fares. The remaining $112 million is the value of riders' personal time lost, priced conservatively at a dollar per hour per individual.

Public transportation in heavily populated urban areas has become an acute problem of staggering proportions. It is a problem loaded with disastrous economic consequences unless we are realistic and vigorous in our efforts to solve it.

To continue to place major reliance upon the private automobile for performance of transit's job would require at least 600,000 additional automobiles on the streets of Chicago every weekday. The result would be utter chaos.

In recent years, the major concern has been to provide the glamorous private automobile and its personalized transportation with streets, boulevards, costly expressways, public garages, and all of the necessary appurtenances. There has been little, if any concern, displayed for the needs of public transit. We have been concentrating our efforts on moving vehicles, not moving people.

From a comparatively few million dollars a year, the nation's publicly financed expenditures for highways now exceed $4 billion annually. And to this must be added many more millions spent each year for traffic regulation activities, and parking accommodations.

In the period between 1921 and 1957, inclusive, the nation's governmental agencies have spent nearly $110 billion for maintenance and construction of expressways, highways, roads and streets. A considerable part of this amount has been provided from general obligation bond issues and tax sources other than direct highway user taxes.

Not one segment of urban life is immune to the penalties of the traffic mess. For the average urban resident, it means higher cost for slower and less attractive public transportation, higher cost for operating the family automobile, and higher prices for all consumer goods. For the merchant it means impaired customer access to his place of business, loss of patrons, and generally increased cost of doing business. For the manufacturer, it means impeded production schedules, and increased marketing costs. For the property owner it means reduced realty values. For the municipal official, it means stepped-up decentralization, creeping blight and tax revenue problems.

There is also a steadily increasing pressure to use more and more high-value land in commercial districts of urban areas for expressways and to store through the business day a flood of automobiles that pours from the streets, from expressways, and from the freeways.

Take Chicago's Loop, for example. The area contains 24,260,000 square feet. Its 1957 assessed valuation totals approximately $1,386,000,000; its replacement value is estimated at $2,180,000,000, exclusive of railroad properties, city-owned utilities, and Chicago Transit Authority improvements. At 1957 tax rates, the area pays approximately $54,750,000 a year in general taxes which is 14-plus per cent of the $387,700,000 obtained in general taxes from the entire municipality.

Only 11,385,000 square feet of the area remains to be used for productive enterprise, but of this total 1,572,000 square feet, or 14%, is being used for privately-owned parking. Another 190,325 square feet, owned by the city, is being used for publicly-owned parking facilities.

The tax loss to the City of Chicago on the land used for privately-owned parking in the central business district approximates $6,285,000 a year, the additional amount which would be produced if this land were fully developed for productive business purposes.

Despite the large area of the Loop devoted to parking, the number of people coming to the Loop on an average weekday has decreased in recent years, although the population of the city has increased.

On an average weekday in 1926, approximately 880,000 people, or 22% of the metropolitan region's population, entered the central business district. Of this total, 166,000 came by automobile. Virtually all of the remainder came by public transportation—via the rapid transit and surface systems, by the commuter railroads, by suburban buses and by taxicabs.

During the thirty-one years that have elapsed, the population of the metropolitan region has increased about 50% to six million people.

Today, however, only 870,000 people enter the district, a reduction of 10,000. Of the 870,000 people, a total of 267,000 travel by automobiles, an increase of 100,000 since 1926.

The 100,000 more people traveling to the central business district by automobile, are not new additions to the area's daytime population. As a group, these people formerly came by mass transit.

Therefore, since 1926, the only new additions to the daytime population of the central business district, are not people, but automobiles—over 86,000 more auto-

mobiles that enter the district each weekday.

It is interesting to note that department store sales indexes for the period 1954 to 1958 show their loss in business is in direct ratio to the decline in mass transit riding into the district. It is evident that the 38,401 increase in automobile riders coming daily to the district was far from sufficient to offset the loss in business due to the 23,272 decrease in daily transit riders.

On the day the most recent count was taken, the maximum accumulation of people in the district occurred at 2:00 p.m. Fourteen per cent came by automobiles—(an average of 1.47 persons per automobile). Eighty-six per cent came by public transportation vehicles—72% by rapid transit and suburban railways on grade-separated rights-of-way, 14% by surface transit vehicles. Ninety-eight per cent of the accumulated vehicles were private automobiles. Taxicab and service vehicles comprised the remaining two per cent.

In the two morning weekday rush hours alone, 282,778 people come to or through the central business district by mass transportation facilities. To carry these people in automobiles on expressways would require 63 inbound lanes and 63 outbound lanes, if the automobiles were evenly distributed at 1,500 cars per lane per hour for the rush periods, and if automobile occupancy continued at the present rate of 1.47 persons per automobile.

It is obvious, then, that the private automobile is the major cause of traffic congestion. It is also obvious that private right-of-way public transportation is doing the yeoman job of transporting people to and from the central business district, and it does not require costly real estate in the district for storing its vehicles between rush hours. It leaves the streets free for the use of people; it leaves real estate free for enterprises much more productive than parking. Public transportation on private right-of-way, therefore, has earned public financial support on performance. It alone can preserve and expand the central business district and the major satellite business centers. It alone can carry large numbers of people, economically, swiftly and safely.

All of these advantages of off-street rapid transit are reflected in the upward trend of riding from the Central Business District during weekday rush hours. Between 1948 and 1957 there was an increase of 13,800 daily rush hour riders on off-street transit facilities, including suburban railroads, while surface system rush hour riders from the District declined 23,362. Private automobile and taxicab passengers also declined 1,625.

The tremendous job performed by public transit services is best illustrated by the volume of passengers leaving the Central Business District during various time periods of the weekday evening rush hours. During the 15 minute peak—5:00 to 5:15 p.m.—72% used rapid transit facilities (including suburban railroads); 14% used surface transit, and 13% used private automobiles and taxicabs. Distributions for the maximum 30 minute and the maximum 60 minute periods were similar.

Until recently, expressways in urban areas, designed to provide the arteries for traffic, quickly became mere traffic capillaries, because the emphasis was placed on moving vehicles, not on moving people.

In Chicago, a way has been developed to preserve and maintain grade-separated expressways as traffic arteries. It is achieved by combining them with rail or bus rapid transit. Thus much greater numbers of people can be accommodated. Chicago's new West Side, two-track subway is such a combination project. It is America's first project of this kind, designed and built to integrate the two forms of transportation, mass rapid transit and the automobile.

Integrating rail rapid transit with a grade-separated expressway increases passenger-carrying capacity as much as three-fold, or more, at only a fractional additional cost. This is one major advantage to be derived from the combined rapid transit-

automobile expressway. A cost ratio of one-fifth for transit to four-fifths for expressway facilities is possible under favorable circumstances. Also the maximum in passenger transportation is obtained for every dollar spent. Consequently, the possibilities of conserving public transportation funds are great, and the money that is saved can be used to build conventional highways in less highly developed areas.

Integration of rapid transit with the Congress Expressway heralded a new era in public transportation for urban centers —an era in which automobiles and rapid transit will be co-ordinated so that each will perform the functions for which it is best suited, and, as they work together, each will complement the other.

Chicago is now committed to the principle of combining rapid transit, rail or bus, with grade-separated, multi-lane expressways programmed for the immediate future.

To complement the integration of rapid transit with expressways, Chicago Transit Authority has proposed the use of public transportation funds for the construction of multi-story, ramp-type Park-'N'-Ride garages at important rapid transit stations and outer terminals of rapid transit routes. Each would have an ultimate capacity for 6,000 automobiles. These garages would substantially increase the volume of rapid transit riding, and relieve congestion of the expressways and major access streets.

It is now unquestionably clear after eleven years of operation that Chicago Transit Authority itself cannot finance from its present resources the many more miles of grade-separated, off-the-street transit extensions and costly improvements in existing facilities that are needed in the Chicago metropolitan area.

The large volume of transferring between surface transit and rapid transit, particularly at extremities of the present rapid transit system, indicates the present need for expanded coverage.

Between the years 1953 (the first full year of operation following purchase of Chicago Motor Coach Company) and 1957, CTA has increased its average fare from 17.70¢ to 20.99¢, yet the gross revenues were virtually unchanged. Despite outstanding economies in operations which permitted substantial reductions in personnel, advancing wage rates and unit material costs have caused operating expenses to increase approximately $1,850,000, as compared with 1953, and the 1957 operations resulted in a deficit of $180,690 as contrasted to a balance of $1,299,400 in 1953. (See Exhibit XXI.)

It is equally obvious that private capital cannot be persuaded to provide financing for these sorely needed transit improvements and extensions. No enterprise, publicly or privately owned, can meet its total operating costs when its productive facilities are used at or near capacity during only four hours of each weekday.

Therefore, if the job of extending and improving rapid transit is to be accomplished, it must be carried forward as a joint project by the public agencies that are vitally concerned with the welfare and economic progress of the Chicago metropolitan area.

There exists ample justification for extending public financial aid to transit. Local transit, in particular rapid transit, is serving the primary highway function, that of moving people, and it is doing it much more efficiently and economically than the private automobile.

Financing of these vital extensions of rapid transit is a public responsibility, just as is the financing of other essential services such as water works, sanitation, and street facilities and parks, because providing traffic-ways for moving people and goods is historically an obligation of public agencies.

The Chicago metropolitan area possesses tremendous potentials for an era of unrivaled expansion in the fields of commerce, industry and finance, but these potentials cannot be fully realized without expanding and improving public transit,

particularly off-street, grade-separated rapid transit.

To meet the urgent public transit needs of this rapidly growing area, Chicago Transit Authority proposed about two years ago a 20-year transit expansion and improvement program, subject to further engineering studies, and to such other revisions as the passage of time and changing circumstances may require.

If we are to build for the future greatness of the Chicago metropolitan area, we must plan today for tomorrow's building. We must start building, too, beginning with the projects of the most immediate urgency. The 20-year transit program proposed by CTA meets these requirements.

The proposed program must be financed by public funds. No other financing is available. On record in favor of such public financing are civic leaders and each of Chicago's four largest metropolitan daily newspapers.

Divided into three major categories, the program follows:

1. Extension from the Logan Square "L"-subway northward between Talman and Rockwell to the Northwest Expressway, and then northwest in the expressway right-of-way to an initial terminal near the northwest city limits; provisions for future extension to O'Hare International Airport. Estimated cost, initial project, $31,000,000.

Extension of Englewood rapid transit branch west of 63rd and Loomis into Clearing Industrial District at 63rd and Cicero. Estimated cost, $20,500,000.

Construction of a rapid transit route in the proposed Cross-Town Expressway from a connection with the Northwest Expressway rapid transit route to a connection with the proposed Englewood branch extension. Estimated cost, $14,000,000.

America's first rapid transit route designed and built as an integral part of an expressway (the Congress Expressway); connects with the Milwaukee-Dearborn-Congress subway and extends westward about 6½ miles; this section in operation since June 22, 1958. Estimated cost of initial section, including yard facilities at west terminal now under construction, $27,000,000. Initial section financed principally by the City of Chicago. Second section to Desplaines Avenue, Forest Park, financed by other public agencies, now under construction and scheduled for completion in 1960.

No additional public financing required unless CTA proposal for construction of multi-story Park-'N'-Ride garage at Forest Park terminal and the Congress Expressway is activated.

2. Signal and train control facilities for a major part of the existing rapid transit system are urgently needed to improve the speed and safety of operation. Estimated cost, $28,000,000.

Expansion of Loomis Station facilities by test installation of a speed ramp between ground level station and train platform. Approximate cost, $33,000.

Modernization of Randolph-Wabash "L" station in co-operation with Marshall Field & Company. CTA's share of cost, $40,000.

3. New rolling stock will be required by CTA for operation of the proposed extensions at the time each of the proposed extension projects is ready for use. Costing an estimated total of $35,500,000, the new rolling stock needed for each project is as follows: Northwest rapid transit extension, $7,500,000; South Side rapid transit, $12,750,000; Southwest bus-rapid transit extension, $630,000; Englewood-Clearing extension, $3,120,000; Lake Street elevation and extension, $1,000,000; Douglas Park elevation and extension, $1,500,000; California-Western extension, $9,000,000.

At the request of the Mass Transportation Commission, State of Illinois, Chicago Transit Board of Chicago Transit Authority respectfully submits its conclusions and recommendations relating to the need for and public financing of extensions and improvements, in the Chicago metropolitan area.

Additional off-street, grade-separated rapid transit facilities, and extensive improvement of existing facilities, are urgently needed in the immediate and short range future if the Chicago metropolitan area is to realize in important measure its growth potentials, commercially, industrially and financially.

Population in the Chicago metropolitan area is increasing rapidly; in fact, in some sections it is "exploding." This increase in population is most heavily concentrated in the suburbs where the stepped-up rate of decentralization, due to private automobile and other social and economic factors, has produced the suburban "sprawl."

Transportation other than the private automobile, is either not available, or not

readily accessible, to new developments in a large part of the metropolitan area, particularly where the suburban "sprawl" is most pronounced. One-car families are predominant, with the bread winner in many cases compelled to use the family car for his personal transportation to and from work. Consequently, approximately 50 per cent of all of the automobiles on Chicago's streets during weekday rush hours are suburban-owned.

Traffic congestion on the streets of Chicago, primarily due to private automobiles, locally and suburban-owned, is causing a terrific economic waste, estimated in excess of $117,000,000 a year for CTA's patrons alone. And traffic congestion is increasing.

The heart and nerve center of the metropolitan area's commerce, industry and finance is Chicago's central business district. Within its boundaries there is a heavy concentration of employment, 40 per cent of the workers being suburbanites. Its high-value land and properties are an important source of tax revenues. Its economic vigor, however, is being impaired by traffic congestion and by the increasing use of high-value land for daytime storage of automobile traffic. This condition can be overcome by improving and expanding the grade-separated rapid transit facilities serving the district.

To rely upon the private automobile for the performance of public transit's job in serving just the central business district would require construction of 63 in-bound and 63 out-bound expressway lanes. Construction of costly expressways on this extravagant scale would bankrupt the highway building agencies.

It is abundantly clear, after eleven years of Chicago Transit Authority operations, that urgently needed and costly extensions and improvements of existing rapid transit facilities cannot be financed from riders' fares. Commuter railroad and suburban bus operators are also experiencing difficulty in financing their operations.

The rapid rate of population increase, and the industrial and commercial growth predicted for the Chicago metropolitan area, compel immediate planning, financing and construction of additional off-street grade-separated rapid transit facilities.

Transit service is as essential to the metropolitan area's economic welfare and progress as the traditional public services, such as police, fire, health, sanitation and water services, parks and playgrounds, etc.

Providing financial aid for transit is a public responsibility, since transit is performing an essential public service, and is the energizing force of all community development and progress.

Use of public transportation funds to aid public transit is an established practice. Currently public funds are providing and maintaining the right-of-way, the signal system, and other facilities used by surface transit operations.

Extending similar public financial assistance to rapid transit would be equitable and proper, since both surface and rapid transit operations are performing the primary highway function, that of moving people, and are doing the job more efficiently and more economically than the private automobile.

Chicago Transit Board's recommendation designates specific rapid transit extension and improvement projects for immediate public financial aid, and urges enactment of enabling legislation.

Planning and construction should proceed promptly on the top-priority projects in the 20-year transit extension and improvement program which Chicago Transit Authority proposed for consideration two years ago.

Signal and train control facilities are urgently needed for a major part of the existing rapid transit system to improve the speed and safety of operations. Estimated cost, $28,000,000.

An extension from the Logan Square "L"-subway northward between Talman and Rockwell to the Northwest Express-

way, and then northwest in the expressway right-of-way to an initial terminal near the northwest city limits; provision for future extension to O'Hare International Airport. Estimated cost of initial project, $31,000,000.

Construction of a rapid transit facility in the median strip of the proposed South Expressway from 30th Street to 103rd and Doty on the Calumet branch of the expressway, and to 119th and the city limits on the Blue Island branch, with a connection to the Englewood branch of the North-South "L"-subway route at 59th Street. Estimated cost, $31,750,000.

To finance planning and the start of construction of the recommended initial projects, Chicago Transit Board recommends that $31,500,000 in public financial assistance be made available to Chicago Transit Authority for the 1959-61 biennium.

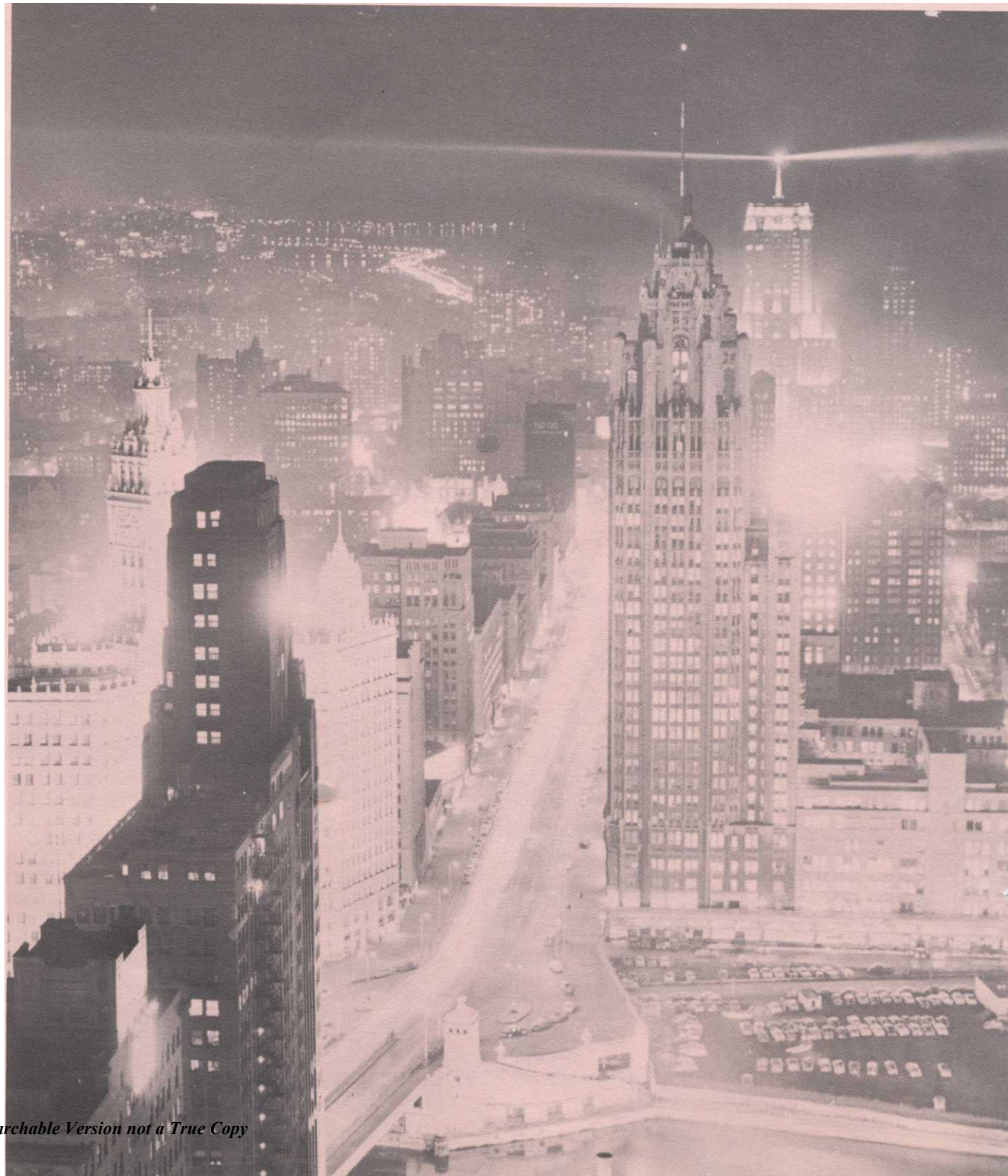
Months of preparation will be required to develop detailed plans, contract drawings, specifications, and to receive bids and award the first of the necessary series of contracts.

Availability of $31,500,000 in public financial aid in the 1959-61 biennium will permit planning of the initial projects and awarding of the first contracts to proceed expeditiously.

Detailed engineering studies of the remaining projects in the proposed 20-year program should proceed as soon as public aid is available, because of their important relationship to the three top-priority projects recommended for immediate construction.

Operation of the recommended rapid transit facilities in the median strips of the Northwest and Southwest Expressways will require public financing for new rolling stock costing an estimated $20,250,000. However, this financing may be delayed until the two rapid transit expressway projects are within 18 months of completion. This "lead time" is necessary to assure operation of the two projects when they are ready for use.

By Civic Organizations & Public Officials



In order to arrive at a complete picture of the transportation needs as required by all segments of the population, the Commission also invited opinions from civic organizations and urged all of those interested to offer statements or resolutions drawn up by their mass transportation committees organized especially for this purpose.

The following replied and submitted statements for the consideration of this Commission in evaluating the problem of transporting people in Illinois.

THE CHICAGO ASSOCIATION OF COMMERCE AND INDUSTRY

The Chicago Association of Commerce and Industry is a voluntary organization of business and professional leaders working together to promote the commercial and industrial growth of the Chicago Metropolitan Area and to foster civic improvements that benefit the general welfare of all who live and work in this area. The Association is composed of 6,034 firms and corporations in the Chicago Metropolitan Area represented by 10,000 individuals in the membership of the Association.

Recognizing the importance of the problem of transporting people in the Chicago Metropolitan Area, the Association a year ago organized a Mass Transportation Committee to study the basic needs involved in the area's transit problem. With the Central Area Committee, the Association made available a research report prepared by the Transportation Center at Northwestern University entitled "Basic Issues in Chicago Metropolitan Transportation."

Your Commission is studying one of the most significant and far-reaching problems that faces the Chicago Area. You are to be commended on the thoroughness with which you and your staff have been examining the many facets to this complex problem. We have reason to believe that the report which your Commission will make will be an important contribution to promoting better understanding of the entire problem on the part of legislators, business and community leaders as well as the general public.

The Association's Mass Transportation Committee, under the chairmanship of Mr. Arthur J. O'Hara, vice president of the Northern Trust Company, Chicago, has been studying the various phases of the overall problem through special subcommittees dealing with the commuter railroads, the C.T.A. and the electric lines including the Chicago, Aurora and Elgin, the Chicago, South Shore and South Bend and the Chicago, North Shore and Milwaukee. These committees have also reviewed a number of the proposals that have been presented to your Commission.

On December 12, 1958, the Association's Board of Directors endorsed the principles embodied in the legislation proposed by the Chicago suburban railroads which would give them greater freedom of pricing and changing their services or facilities. Other matters that are still under study by the Association's Mass Transportation Committee are: (1) The legislation proposed by the railroads to give them tax relief; (2) The problem of financing the proposed Chicago Transit Authority improvement and extension program; and (3) the future of the electric lines including the Chicago, Aurora and Elgin Railway, the Chicago, North Shore and Milwaukee Railway and the Chicago, South Shore and South Bend Railroad.

THE GREATER NORTH MICHIGAN AVENUE ASSOCIATION

Improved urban and suburban mass transportation is essential to the well being of the City of Chicago, its central business district, and other urban communities within the State of Illinois. Mass transportation includes the Chicago Transit Authority, suburban commuter railroads, and urban and suburban commuter bus lines.

Since most urban and suburban mass transportation carriers are operating at a financial loss in the commuter field, it is a matter of public interest for an appropriate source of capital improvements grants-in-aid, including rights-of-way extension and modernization, to be established by the 1959 General Assembly. Grants-in-aid under no circumstances should be provided for operating expenses, but for capital improvements only.

Approval of capital improvements grants-in-aid should be made only after full justification of the public interest need by individual public and common carriers, and that no carrier should participate in the public assistance without individual application for grants-in-aid funds.

A permanent State of Illinois Mass Transportation Commission should be established with permissive local Mass Transportation Districts for the following purposes:

a. Receive requests and justification for mass transportation grants-in-aid capital improvements assistance from urban and suburban public and common passenger carriers and make determinations of public interest need and annual awards. Leasing of rights-of-way and/or equipment should be an approved policy for the public bodies. Private operation of participating public and common carriers would continue.

b. Conduct professional studies, as required, to assure fully adequate present and future urban

and suburban mass transportation services within qualifying areas of the State.

THE PARKING & TRANSPORTATION COMMITTEE OF THE CHICAGO REAL ESTATE BOARD AND THE TRANSPORTATION SUBCOMMITTEE OF THE ILLINOIS ASSOCIATION OF REAL ESTATE BOARDS

If the metropolitan areas of Illinois are to survive urban strangulation and realize their growth potentials, they must have integrated, co-ordinated and correlated transportation systems to provide for adequate and efficient movement of people and goods.

The Illinois Mass Transportation Commission, created by the 1957 General Assembly, should be made a continuing body, empowered to study the Illinois mass transportation situation and to make recommendations to the legislature, utilizing professionally-qualified staff personnel and available transportation studies completed by competent agencies.

There should be created in each metropolitan area in Illinois, a Metropolitan Area Transit District responsible for planning, developing, and operating the various elements of a transportation system for the area, with powers to lease or purchase existing lines, public or private, to enter into cooperative arrangements with similar bodies external to the state of Illinois, and such other powers as are necessary to provide adequate and efficient service.

If public financial participation is determined to be necessary to provide adequate and efficient service, it must be limited to expenditures for capital improvements. This arrangement demands constant study and analysis of operating costs to assure maximum return per dollar spent, including review of fare structure, non-transit service, and other elements of the operating cost complex. Any public financial participation involved should be drawn from all segments of the economy, since improved transportation benefits everyone in the area.

Immediate action should be taken to assure existing transportation facilities are not lost prior to the development of the needed integrated, co-ordinated and correlated transportation system for each metropolitan area.

THE CITY CLUB OF CHICAGO

The State would be well advised to limit its position to that of lawgiver and fiscal agent, if such services are appropriate in the light of local agreements. The purposes of local mass transit should be determined by its local, elected officials. Then details of methods can be worked out with operating companies in conformity with the policy decisions which are guided by State Law.

To be within the limits of what local voters will accept, State legislation should make provision for local Transit Districts, corresponding to areas both urban and suburban which will be served by local passenger transportation, in order to match community benefits against costs (direct or indirect) and investments in facilities.

If Illinois can devise a way to acquire new busses and rail cars with contingent credit guarantees by local Transit Districts, we will pioneer a significant concept in local government and public service.

A contract between the Transit District and the service operators would be a simple basis for prior agreement on service charges to be payable from a local transportation tax.

State legislation should be so written that local transit arrangements give priority to first things first, maintaining existing services while planning extensions and betterments, planning replacement of rolling stock, and planning new facilities and routes.

Local determination of local passenger transportation is to be a cardinal principle which the State laws will enforce by every possible means.

Logically, this may require local determination of many questions now in the purview of the Illinois Commerce Commission, hence the local Transit District or similar agency representing local, elected public officials should have such jurisdiction ceded to them.

The Illinois constitution requires uniformity of taxation throughout the State, hence it may be necessary to have a State Mass Transit Commission supervise local Transit Districts, to assure uniform financial practices, but not in the spirit of second guessing local decisions and service contracts.

If the local areas determine to tax themselves to create and maintain facilities and services of value to the citizens of specific service areas, the following possible plan may be in order:

(a) A transportation tax levied on all establishments subject to the Unemployment Compensation Act of 1937, as amended, in counties served by public transit, might make up 50% of any annual budget amount to be levied. This could be arranged as a percentage fraction of wages subject to Unemployment Compensation imposts, payable through Federal Reserve Banks as such funds are now collected. There should be some allocation of tax proceeds to the localities in which the employment is located, so local Transit Districts can distribute the cost of its work over the tax base of the community.

(b) Local sales will benefit; therefore, part of the Retailers Occupational Tax might be assigned to the use of the Transit District.

(c) Local real estate will benefit; therefore, a part of local property taxes could be made available for the public share in passenger service.

(d) Motor fuel taxes might be allocated to some fractional support of the local Transit District, as their work will help keep highway traffic safe and fast.

(e) Automobile registration fees could be raised locally, or personal property tax could be substituted with respect to automobiles, in communities which do not charge a local license fee.

Such a broad base for tax support would be suitable because the benefits of mass transit are of special value to each category, and are sufficiently obvious to assure citizen support for such a formula of distribution of costs.

The State Mass Transit Commission would review the contracts and fiscal arrangements of the local Transit Districts, and report to the General Assembly each biennium. This would give the element of supervision needed to assure the constitutionality of this method of taxation for contingent expenses.

In most Illinois areas likely to have mass transit systems, the Transit District will lie within a single county. But some urban areas will require Transit Districts extending into several counties. In northeastern Illinois, the metropolitan Transit District is expected to be within Cook, Lake, Will, DuPage, Kane, and McHenry counties.

It is the hope of the City Club that the foregoing analysis and recommendations for solving the complex mass transportation problem will be a constructive contribution to the thinking and planning of the Illinois Mass Transportation Commission and to other groups, public and private, charged with responsibility for this vital service.

NORTHWEST FEDERATION OF IMPROVEMENT CLUBS

We believe that the solution of the mass transportation problems in Illinois and Chicago can best be accomplished by creating Metropolitan Transit Commissions or authorities which, in the case of Chicago would have jurisdiction over the whole metropolitan area of many counties. Adequate representation of the outlying districts of the Board should be assured, and a Citizen Advisory Committee created to assist them.

We believe that membership on the Board or Commission should consist of outstanding experts in the transportation field and that the Citizens Advisory Board should also have specialized knowledge in the same category.

As to financing such a Board and the capital improvements it would undertake, we have gone on record many times as advocating a share of Motor Fuel Tax revenue for transit improvements, but not for maintenance or cost of operation.

We also advocate a larger share of the Motor Fuel Tax and license fees to the cities where the need is the greatest and where the biggest share of the tax is raised. If motor fuel tax is insufficient to finance the necessary transit improvements, we suggest a small general tax to provide the remainder.

The Federal Highway Act of 1957 provides for the construction of highways in the Interstate System on a 90%-10% basis. We believe the law should be amended to provide for rapid transit extensions by subways so as to provide protection from bombings, and rapid evacuation of cities in the event of a major catastrophe.

The railroads in Chicago have acquired rights-of-way which leave the central business district and extend in every direction across the city and into the suburbs. They all claim to be losing money on the local service of their suburban lines, so it would seem feasible for the new Transit Commission, if such is created, to lease a part of the right-of-way and take over these local services. This would give rapid transit into the metropolitan areas, and at the same time help the railroads.

1. An extension, or branch, of the Logan Square Line, in Fullerton Ave. from Milwaukee Ave. to Grand and Harlem Avenues, a distance of about five miles.

2. A branch of the Ravenswood Line to extend northwestward along the North Shore Channel beginning along its east bank and crossing over after Lawrence Ave. to its west bank, to Dempster Street, a distance of five miles. This eliminates the necessity of condemning millions of dollars worth of valuable tax property, if the Ravenswood Branch were to be extended northward from its Kimball terminus as was proposed by the C. T. A.

●Not all mass transportation problems occur in large metropolitan areas. Cities in Illinois, other than Chicago, are confronted with critical transportation problems resulting from the inability of bus company operators to compete with the private automobile. However, not everyone owns an automobile or is able to operate one. It is this segment of the public which is hardest hit by a small town transportation company failure.

Mr. Nelson O. Howarth, former mayor of Springfield, Illinois and Public member of this Commission, has reviewed the problem from the standpoint of an elected public official of an Illinois community. His report and comments are as follows:

The Japanese surrender in September 1945 not only decided the fate of the Japanese Empire, but also marked commencement of local urban mass transportation disintegration.

During the preceding four years gas rationing and lack of automobiles literally forced everyone onto public transportation. The industry made large profits, but, at the same time, limitation of supplies prohibited renewal of equipment.

Thus, in the ensuing years, as private incomes soared, as automobiles became plentiful, and gas rationing a recollection, people indulged in the luxury of personal transportation. Local transportation companies were left with worn out equipment and deflated revenues.

The Springfield record is a typical example. As late as 1947, Springfield Transportation Company buses carried 17,170,943 passengers. By the end of 1957 this had dropped to 4,435,935, a decrease of more than 74%. For the same period, notwithstanding a 47% reduction in mileage, the passengers per mile dropped from 7.1 in 1947 to 3.5 in 1957. This story, repeated throughout the state, has, since V-J Day, caused 42 bus companies to cease business and forced the remainder to the brink of cessation.

The following are but a few of the causes for this sad condition.

Convenience: Automobile registrations have doubled since V-J Day. The owners still find it more convenient to provide their own transportation; and the added cost for this luxury has not yet become material.

Public Transportation Companies No Longer Have a Monopoly: Decreased revenues make this apparent to everyone. Yet, the public transportation companies are operating under the same laws and regulations in effect when they had no competition.

Complete Disregard of Public Officials for Public Transportation Problems: The formation of this Commission is the first step to reverse this trend. Heretofore, the attention of public officials has been directed solely toward creation of bigger and better highways, freeways, widened streets, and off-street parking lots, subsidizing the private car. Admittedly, the private car is here to stay, and these public improvements are necessary, but they should have been coordinated with aid for mass transportation. However, instead of facing the situation, public officials have been inclined to use reduced transportation service and increased rates as whipping posts, knowing that the public, dissatisfied with transportation service, would agree with them.

Failure of Transportation Companies to Fight for Survival: Many transportation companies have assumed that the battle is lost. Some each year liquidate more of their capital investment to more lucrative fields. Others operate in a sort of a shocked, dazed condition, bemoaning their fate privately, but not attempting publicly to fight for the conditions needed to halt it. Thus, as they do nothing but increase their rates and decrease their mileage, more and more people find other means of transportation.

Apathy of Downtown Merchants: Downtown merchants are aware that their success is dependent upon public transportation, but that is as far as it goes. They have not yet been alerted to the seriousness of the problem. When they think of transporting customers, they think only of the private automobiles and better parking facilities.

Thus, it is clear that unless help comes, public transportation in all Illinois urban communities will cease within the next five years.

IS A PUBLIC TRANSPORTATION SYSTEM NECESSARY FOR ILLINOIS CITIES? This is a most logical question to be answered if we are correct in assuming that public mass transportation is about to go by the board.

An affirmative answer is obvious if we consider this example: Notwithstanding drastic reduction in passengers since V-J Day, nevertheless, the Springfield public transportation system carried 4,435,000 passengers last year. Other comparable Illinois cities have similar records. This represents thousands of working people, school children, and elderly people dependent upon public transportation. Neither our national economy nor our streets and highways are constructed to handle the nation's future movements entirely by private automobile. As our Citizens' Transportation Committee stated the proposition:

"Mass public transportation is a vital necessity for the present and future needs of the City of Springfield. The movement of large numbers of people in, through, and out of the central business area without congestion can best be solved by greater use of public transportation, and its importance shall increase as our population and automobiles increase. The problem is one of movement of people, and not just the movement of automobiles. Freeways require more freeways, parking areas more parking areas, and streets never become quite wide enough."

If we are correct in our premise that public transportation companies, under present conditions, are headed for dissolution, there are only three possible solutions: (a) Permit them to go out of business, (b) Operate public transportation as a municipal enterprise, and (c) Subsidy.

1. Go out of business. 42 Illinois cities, particularly smaller ones, have had this solution thrust upon them since V-J Day; and still these cities are getting along. It will be noted, however, that all of

them are under 25,000 population.

As a result of suggested solutions, some of these cities may reorganize public transportation systems. Yet, the competition of the automobile is so great, and the amount of traffic congestion in smaller cities is sufficiently immaterial that mass transportation systems in those cities probably are doomed unless they grow in size. The people in small cities will get along with the inconvenience of no public transportation just as they get along with other inconveniences.

With equal force, I am certain that communities in excess of 25,000 and with a history of growth will always find that a public transportation system is essential.

2. Municipally owned transportation system. This is a solution often suggested by citizens dissatisfied with the present spiraling of increased fares and decreased service. However, in my opinion, it should be only a last resort. Municipally owned transportation systems have a tendency to expand services and employees without any relation to revenues. Thus, they operate with large deficits at the taxpayers expense. I know of no municipally owned mass transportation system that is self-sufficient. Contrarily, notwithstanding the dismal transportation picture in Illinois, there are transportation systems in most cities over 25,000 presently being operated without expense to the taxpayers. In fact, they are still paying taxes to the state and local governments. Until all other suggested remedies are exhausted, we should continue to encourage private ownership.

Then, too, there is every indication that, within the next 10 or 20 years, public necessity will result in a reversal of present trends and operation of public transportation systems again will become profitable. People will never ride public transportation because they like it better than their own car and timetable, but they will switch to public transportation when they find that it gets them to their destinations quicker and far more economically, and when driving their own car becomes such a nuisance that public transportation is the only answer.

As automobile registration doubles every 10 years, as parking lots become less accessible and more expensive, and as streets remain the same size, the simple facts of life will dictate no solution other than to prohibit private transportation for the downtown daily worker, leaving the private car luxury for the visitor. When that condition is reached, private enterprise again will be attracted to mass transportation.

3. Subsidy. By process of elimination, we come to subsidy as the most feasible means of saving local mass transportation. The subsidation to which I refer is not limited to cash payments, but includes other forms of aid. Nor is it a novel theory. Presently, the taxpayer subsidizes the airlines through tax supported airports and federal aid to some airlines. He subsidizes the long distance bus companies and the truck hauling industry through huge road building programs. He subsidizes the farmer, the shiplines, and scores of other industries.

CASH SUBSIDIES. The only forms of cash subsidies that I would now suggest would be the following:

(a) Legislation clarifying present laws so as to allow all bus companies a $2 license fee per bus.

(b) Enabling legislation allowing the officials of one or more cities to enter into contracts and franchise agreements with transportation companies, under the terms of which the municipalities could accept title to the operating equipment of such company, hire the bus company to operate the lines on specified terms such as per mile basis, or an established annual operating fee, or enter into contracts with private bus companies to furnish specified services in specific areas of the community, underwriting the cost thereof, and authorize such local governments to levy a limited property tax subject to referendum, to pay all or part of the cost thereof. This legislation might also authorize local governments to use some established percentage of their Motor Fuel Tax to help pay the cost thereof. Because of the many collateral problems involved, I would not, at this time, recommend a direct exemption to private bus companies from paying State Motor Fuel Taxes. Such legislation would also have to spell out adequate protections to local governments in determining amounts due to private companies under such contracts.

(c) Legislation exempting public transportation companies from any special fee, gross receipts, or other municipal taxes for franchise fees.

(d) Legislation releasing the transportation companies from first obtaining authority from the Commerce Commission before changing their routes or rates, but subject to review by the Illinois Commerce Commission. *In those cases where a city is furnishing some sort of cash subsidy by contract, the transportation company should be released completely from Commerce Commission jurisdiction, but placed under the jurisdiction of the city for rate or route changes.*

NON-CASH SUBSIDIES.

(a) *Subsidization through local laws helping instead of hindering mass transportation*. This does not require state legislation, but does require that local governments and bus companies change their present attitudes.

(b) *Affirmative Steps by bus company*. Bus company officials must affirmatively disclose their financial records, publicize their problems, and adopt modern affirmative attitudes. They should make certain that present bus routes are in accord-

ance with needs of the present city and not the city of 20 years ago. Schedules should be widely distributed. Shelters and benches should be erected. Bus routes and stops should be prominently marked. The speed of service must be increased. Shuttle service between important sectors of the city should be introduced, There should be a reduction in the rates that now exceed 20¢. There should also be special rates for children. Sale of passes or bargain coupon books should be reinstalled; and equipment must be rehabilitated.

Duties of Local Public Officials. Public officials have serious responsibilities. They must make certain that the bus company is given a central downtown transfer point. Adequate curb spaces must be provided and kept open for bus stops. On-street parking should be eliminated in highly congested areas, at least during the high traffic hours, so that buses can really become "rapid transit." In fact, when the public has completely learned the problem, there might well be special bus lanes for their use exclusively in the heavy traffic periods. Mass transportation and private transportation problems must be considered together. Finally, public officials must cease condemning bus companies merely for the sake of condemnation, and shoulder their responsibilities in providing citizens with adequate public transportation.

ILLINOIS HIGHWAY USERS CONFERENCE

The Illinois Highway Users Conference is opposed to the diversion of state highway funds to subsidize mass transit. The Conference recognizes the importance of mass transit, especially in metropolitan areas, to the economy of our cities, but holds that the solution of this problem is the responsibility of each community by the use of its general resources, not those of the highway user.

Highway funds–motor fuel tax and registration fees–are special funds, collected from a special class of people, for a special purpose–dedicated to the construction, reconstruction and maintenance of state, county, township and municipal public roads and highways and the regulation of traffic thereon.

Mass transit lines are *not* public roads or highways and cannot be so classed by any reasonable or logical definition.

The Illinois Highway Users Conference is not opposed to a mass transit subsidy, if actually needed, providing it is spread over all segments of the economy and is not taken only from highway users. It is opposed to diverting highway funds to bolster the financial difficulties of the mass transit industry.

Recommendations of the Commission

Immediately after the conclusion of State wide public hearings, which were one of the main objectives of this Commission, a series of meetings was held for the specific purpose of formulating recommendations to solve the State mass transportation problems in Illinois in conformance with the detailed directives of House Bill No. 1228, enacted by the 70th General Assembly and signed by the Governor on July 11, 1957.

As these meetings progressed, it was realized that no set of recommendations could be proposed that would achieve an instantaneous solution. It was further realized that no recommendations would be of value if they were overly detailed. Such recommendations would obviously be too restrictive, not only on the State legislature, but on the Mass Transportation Coordinator, if one is appointed, or on the department which would have to implement these recommendations.

The following recommendations were adopted in Springfield, Illinois, on April 28, 1959.

The State Mass Transportation Commission offers the following specific recommendations designed to improve and intended to solve the mass transportation problems in the State of Illinois. These recommendations are the direct result of:

Numerous public hearings, meetings, and conferences through the State, attended by representatives of the transit industry; transportation committees of business, civic and professional groups; civic and business leaders; and municipal officials.

Visits to congested urban areas in Illinois and to other metropolitan areas in the nation–with a view of observing, analyzing and inspecting transit facilities, and of conferring with the managers of the local transit systems, and members of Transit Authority Boards, relative to transit problems in those particular areas.

A thorough examination and discussion of engineering reports, statistical and technical data on national, state, county and municipal levels, relative to public transit.

A comprehensive study and review of public utility, revenue, and transit authority legislation enacted in other states for the purpose of considering the feasibility of adapting such legislation for the alleviation of the mass transportation problem in the State of Illinois.

Consideration of testimony and opinions of the public and qualified experts in the fields of transportation, legislation, finance and administration.

The recommendations cover the administrative and financial aspects of the suburban commuter railroads, public and

private bus lines and the Chicago Transit Authority.

It is recommended that the 71st General Assembly create an Advisory Transportation Committee for transportation area or areas to be defined by the Legislature—this Committee to be charged with the responsibility of planning and co-ordinating balanced transportation programs to include commuter rail, bus, rapid transit and highway facilities within said area or areas.

It is suggested that this Advisory Transportation Committee be composed of: the Governor of the State of Illinois or his designee, the Mayor or Mayors of a city or cities in the designated transportation area, the President or Chairman of the County Board or Boards in the designated transportation area and a representative of each form of mass transit functioning in the designated transportation area.

The Commission also recommends the Legislature create the Office of Coordinator of Mass Transportation, appointed by the Governor, whose duties and responsibilities, shall be specifically set forth and outlined by the Legislature.

The Commission feels, after considering all aspects of the transportation problem in great detail, that the matter of finances necessary to sustain a balanced mass transportation service in any given transportation area rests in, and is, the responsibility of the people in such designated area. This financial support should first and preferably be the direct and initial result of an increased usage of all mass transportation facilities by the people in such transportation areas—and secondly, by the use of public funds only if necessary.

This Commission approves in principle the use of public funds for assuring and sustaining a balanced mass transportation system required for any area, the ways and means of raising such public funds to be proposed by such area.

The C.T.A. has proposed a $315,000,000 transit expansion and improvement program, covering a period of twenty (20) years. It is suggested that the Legislature consider the enactment of the following legislation:

a) Authorization of a $31,500,000 bond issue for capital additions, extensions and improvements, subject to referendum, for the following purposes;

1. Acquiring, extending, and/or improving ways and structures useful in the operation of the C.T.A. system.

2. Issuing and selling bonds to be serviced by revenue from a tax, for improving ways and structures of the system, but not for the purpose of meeting maintenance or operating costs.

Such extensions and capital improvements should not include new extensions which will compete with existing mass transportation agencies.

b) Authorizing the C.T.A. to accept and use any funds received from the State, any County, Municipality, or other municipal corporations or political subdivisions of the State.

Where monopoly conditions once justified a strict and rigid regulation of fares and service arrangements, modern conditions have changed the situation. This Commission, therefore, recommends that local transit companies should be accorded a greater freedom of managerial discretion in adjusting their fares and services to particular conditions. It is recommended that the Legislature enact bills amending Sections 10, 36, 41 and 49a of the Public Utility Act, giving mass transportation operators the right to arrange service and pricing without suspension, but subject to review of the Illinois Commerce Commission.

The precarious financial situation now confronting the suburban commuter railroads is a matter of common knowledge. Railroads furnishing commutation service should not in the light of such financial

condition, be required to continue to furnish an essential service without relief from the losses in connection therewith. The Commission believes it is necessary to bring into line the assessed values of railroad properties used in passenger commuter service as indicated by earning power and market value.

Vehicle registration fees are intended to provide revenue for state highway purposes. Such fees can be reduced because of the fact that buses render an important public service through reducing the street space requirements for an equivalent number of passengers.

Furthermore, bus companies carry school children and passengers at much less than adult fares, and go render a service that, in its absence, would fall upon the taxpayers at costs greatly in excess of those now current.

In view of these facts, the Commission recommends the enactment of legislation clarifying present laws so that all local, city and suburban buses be required to pay only the nominal license fee of $2.00 per bus.

Legislation should be enacted permitting the removal of the motor fuel tax on local, city and suburban bus lines.

The Commission recommends the enactment of legislation to exempt local, city and suburban bus lines from any district or municipal taxes, fees, or licenses.

The Commission recommends the enactment of enabling legislation permitting the officials of one or more municipal corporations or counties to enter into contracts and franchise agreements with transportation companies, under the terms of which such corporations or counties could acquire title to the operating equipment of such company, hire the transportation company to operate the lines on specified terms such as per mile basis, or an established annual operating fee, or enter into contracts with private transportation companies to furnish specified services in specific areas of the community, underwriting the cost thereof, and authorizing such local corporations to levy a limited property tax subject to referendum, to pay all or part of the cost of acquisition and operation.

It is suggested that Section 49a-1 and 42a-2 of Chapter 24, Illinois Revised Statutes, be amended to increase the permitted Property Tax Levy to .05 percent of the assessed value, and to permit the use of this tax, not only for the purpose of operating a local transportation system, but also for the purposes of contracting or subsidizing a local transportation company.

The Commission recommends the enactment of legislation permitting one or more municipalities or one or more counties or any combination thereof to set up Mass Transit Districts or Authorities providing no such district or authority be created in any area where any municipality or county is a part of any transportation district or authority.

The Commission also suggests the following: Insure to cities operating under the commission form of government the same assurances now held by cities operating under the aldermanic or city manager form of government, that they may enact a Wheel Tax without having the same be subject to immediate referendum, so that the funds derived thereby can be relied upon by commission cities for the above uses in subsidizing or operating mass transportation within the corporate limits. To accomplish this, appropriate amendments must be made to Section 19-69 of Chapter 24, Illinois Revised Statutes, to include as an item that is excepted from referendum the passage of the Wheel Tax permitted by Section 671 of Chapter 24.

It is recommended by this Commission that a complete study be made of legislation and enforcement procedures now in existence for the purpose of governing the movement of vehicular and pedestrian traffic on the highways of Illinois. The

purpose of this re-study is to determine and recommend uniform practices throughout the State, intended to insure competitive freedom of movement to surface mass transportation vehicles. This would include the adoption and complete daily enforcement of no parking and other traffic control regulations in traffic congested areas and in heavy traffic transit streets.

It is recommended and urged by this Commission, that all improvement programs proposed for adoption be made on the basis of fact finding studies before the expenditure of funds is considered for the recommended improvements.

Approved by:

Senators
Albert E. Bennett
Arthur J. Bidwill
Merritt J. Little
Frank M. Ozinga

Representatives
John N. Erlenborn
Elroy C. Sandquist

Public Members
Roy C. Blackwell
Paul O. Dittmar
Nelson O. Howarth
Downing B. Jenks

It is urged that the above recommendations be accepted by the 71st General Assembly as a guide for the creation of legislative acts so drawn as to afford not only immediate relief, but long range improvement as well.

In order to achieve ultimate success, all existing elements of the transportation industry must be balanced into an improved coordinated area-wide system which would quickly respond to the daily needs of all segments of our population in all areas of our State.

General Assembly

STATE of ILLINOIS

DONALD J. O'BRIEN
SENATOR 14TH DISTRICT
111 W. WASHINGTON STREET
CHICAGO 2, ILLINOIS

May 11, 1959

Honorable William G. Stratton
Governor of the State of Illinois
207 State House
Springfield, Illinois

To Members of the 71st General Assembly:

After much thought and having heard the same evidence on the subject matter as the other members of the Mass Transportation Commission I am compelled to make the following observation.

The Commission has enunciated the principle that the finances necessary to sustain mass transportation is the responsibility of the people in the area.

The Commission has enunciated the principle that it is in favor of using public funds for mass transportation but the ways and means of raising the public funds be left to the area.

The Commission went on record in favor of the creation of Transit Districts or Authorities and further, that such Districts or Authorities have the power to levy a tax on property within the district of not to exceed 5%; such a bill has been introduced by Rep. John Erlenborn after approval by the members of the Commission.

There is already in existence today an authority for the Metropolitan Area of Chicago, namely the CTA. This authority, cognizant of its responsibility, has proposed a $315,000,000 capital expansion and improvement program. The Commission, however, though conceding it is the responsibility of the area, and having given approval to the creation of new authorities with power to levy taxes, not only rejects the proposal of the only existing authority now serving the people, to issue $315,000,000 in bonds but denies to it any right or method to provide the means to finance the $31,500,000 bonds it does recommend the CTA may issue.

In my opinion this is discrimnatory to the people of the Metropolitan Area of Chicago and I respectfully take exception to this discrimination.

It is my suggestion that the authority to issue the $315,000,000 in bonds as needed, together with the authority to levy a tax to service said bonds be given to the CTA, subject to approval by the people at a referendum.

Respectfully submitted,

Donald J. O'Brien

DJO'B:rs

Commission Members, Representatives James Y. Carter and Richard A. Napolitano, concur in the above statement.

Bibliography

"What People in the Greater Akron Area Think About Local Transportation." *SIMPSON AND CURTIN. (Philadelphia, Pa.) Greater Akron Area Traffic and Transportation Survey. May, 1956.*

"A Plan for Transit Improvement in the Metropolitan Area of Atlanta, Ga.," *SIMPSON AND CURTIN. Report Prepared for Georgia State Senate Transit Study Committee.*

"Committee on Mass Transportation Report." *December, 1955.*

"The Problem of Boston's Metropolitan Transit Authority," *DEEM, WARREN H. Harvard University Graduate School of Public Administration.*

"A Study of Express Bus Operation On Freeways," *HOMBURGER, WOLFGANG S. Research Report No. 23. November, 1956.*

"Chicago Transit Authority." *Achievements and Financial Requirements.*

"Chicago Transit Authority." *A Historical Statement with Comments. JAMES R. QUINN.*

"Illinois Highway Users Conference." *Release on C.T.A. and Subsidy.*

"Metropolitan Transit Research Study," *SCHROEDER, WERNER W.*

"Chicago Suburban Passenger Transportation." *Address by Professor Stanley Berge. Northwestern University. April 22, 1952.*

"Metropolitan Transit Research," *SCHROEDER, WERNER, W. Chicago Transit Board, 1955.*

"Chicago Commuting: As It Could Be," *BERGE, STANLEY. "Commerce" (Magazine). November, 1956.*

"Metropolitan Transit Research," *SCHROEDER, WERNER, W. Vice Chairman, Chicago Transit Board (Chapter 12). December 13, 1956.*

"Large Outlying Parking Terminals Joined To Rapid Transit Offer A Solution to Overloading of Chicago's New Expressways and Preservation of the Central District." *Chicago Transit Authority. January 15, 1957.*

"Committee on Local Transportation," *City Council, Annual Report, 1956. October, 1957.*

"Chicago's Transportation Dilemma," *GUNLOCK, V. E. December 17, 1957.*

"Basic Issues in Chicago Metropolitan Transportation." *Research Report, Transportation Center, Northwestern University, June 1958.*

"Federal, State, Local Relations." *Subcommittee of Committee on Government Operations, House of Representatives 85th Congress, October 16-22, 1957. U.S. Government Printing Office, 1958.*

"Effects of the Dallas Central Expressway On Land Values and Land Use." *ADKINS, WILLIAM G. Bulletin 6, TTI Research Project 101. September, 1957.*

"Downtown Transportation Survey." *Community Studies, Inc. 1953 and 1954.*

"Traffic and Transportation Survey of Central Business District." *Wilbur Smith and Associates. 1954.*

"A Comprehensive Plan for The City of Moline, Illinois and Environs," *E. KINCAID AND ASSOCIATES (Chicago, Illinois)—Prepared for Moline Planning Commission. March, 1958.*

"Policy Statement to The New England Governors' *Conference." By Committee on Public Transportation. July 17, 1956.*

"Public Transportation for New England." *Report No. 10. (New*

England Governor's Committee on Public Transportation). September, 1957.
"Port of New York."—*Port Commerce Division, Port Development Department, Port of New York Authority. Selected Articles.*
"Transit Study Committee Reports. 1945 and 1955."
"Study of Port of New York Authority." *Purpose, Accomplishment, Plans for the Future. BIRD, FREDERICK L. 1949.*
"Joint Report on the Problem of Providing Improved Mass Transportation Between the City of New York and New Jersey-Westchester-Long Island." *N. Y. Metropolitan Rapid Transit Commission and New Jersey Metropolitan Rapid Transit Commissions, 1954.*
"Interim Report on the Activities of the Commission" *Metropolitan Rapid Transit Commission, 1955.*
"Metropolis in the Making—The Next 25 Years in the New York Metropolitan Area." *Regional Plan Association, Inc., 1955.*
"Financial Condition and Plans Port of New York Authority," *TOBIN, AUSTIN J. January 16, 1958.*
"A Street Transportation Plan for Oklahoma City." *Associated Consultants. 1954.*
"City of Philadelphia," *URBAN TRAFFIC AND TRANSPORTATION BOARD, Plan and Program. 1955.*
"Traffic Congestion is Strangling Our Cities." *Pittsburg Chamber of Commerce Magazine. "Greater Pittsburg."*
"Pittsburgh Sun-Telegraph Editorials." *American Transit Association Annual Meeting, 1954. "The Pittsburgh Story" ROSS, JOHN L. Passenger Transport Annual Issue, 1954.*
"Mass Transportation's Role in Pittsburgh's Redevelopment." *LAWRENCE, DAVID L. Passenger Transport, Annual Issue, 1954.*
"A Plan to Move More People by Improved Transit Operations on Existing Streets." *Pittsburgh Railways Company. 1954.*
"A Traffic-Transit Integration Plan for Providence." *Smith, Dibble & Company. 1951.*
"San Francisco Bay Area" Report "Regional Rapid Transit" —*Questions and Answers, "Solving Interurban Travel Problems in the Bay Area."*
"Report on Regional Rapid Transit." *PARSONS, BRINKERHOFF, HALL AND MACDONALD, Engineers. 1953 to 1955.*
"Modernizing Downtown San Francisco." *San Francisco Department of City Planning. 1955.*
"Daily Trips in San Francisco" *San Francisco Department of City Planning. 1955.*
"Regional Rapid Transit," *PARSONS, BRINKERHOFF, HALL AND MACDONALD. Report to the San Francisco Bay Area Rapid Transit Commission. 1956.*
"Transportation Requirements of the Area Served by the Schuylkill Expressway and. Recommended Role of Schuylkill Valley, Inc. in its Development. *The Conway Corporation. Dec. 1950.*
"Downtown St. Louis—A Panel Study." *Urban Land Institute. Oct. 11-15, 1954.*
"Citizens' Committee Submits Transit Report to Council." *The Toledo City Journal, March 12, 1955.*
"Transit's Crisis—Businessman's Concern." *U. S. Chamber of Commerce Booklet.*
"Economic Base Study for the General Development Plan." *Council for Economic and Indus-*

try Reserve.
"Crowded Streets." *Urban Land Institute Technical Bulletin No. 26. 1955.*
"1955 Public Transit Master Plan for Washington, D. C." *Metropolitan Planning Associates. 1955.*
"Transit Regulations for National Capital," *ALPER, JEROME M. Planning Commission. December, 1955.*
"Analysis of Commuter Service On Railroads and Inter-city Busses." *Washington National Capital Region for Mass Transportation Survey. SECTON, BURTON H. July, 1956.*
"General Outline of National Capital Region Mass Transportation Survey." *Joint Committee on Program and Procedure. July 15, 1956.*
"Regional Land Use Plan," *HOWARD, JOHN T. November 5, 1956.*
"Metropolitan Traffic Crisis," *STONIER, CHARLES E. "Traffic Quarterly." April, 1957.*
"The Deteriorating Railroad Situation." *Report of Senate Committee on Interstate and Foreign Commerce. Association of American Railroads, January, 1958.*
"Railroads tell Congress They Face Bankruptcy Or Federal Ownership." *Extracts from "Traffic World's" report of testimony before subcommittee of U. S. Senate Committee on Inter-State and Foreign Commerce, Jan. 13-19, 1958. Reports, Association of American Railroads, Washington, D. C. January, 1958.*
"Metropolitan Transportation." *Staff Report, Joint Committee on Washington Metropolitan Problems. U. S. Government Printing Office. April, 1958.*
"Rail Suburban Service: Scrap It Or Save It?" *BANKE, ROBERT L. "Traffic World," December 7, 1958.*
"Urban Mass Transportation Commission Report." *November, 1954.*
"Report of the Governor's Commission on Urban Mass Transportation in Wisconsin." *November, 1954.*
"Architectural Forum Discussion Offers Cures for Downtown Ills." *Passenger Transport, June 10, 1955.*
"A Blueprint for Moving People on Existing Streets," *SIMPSON, HAWLEY S. Passenger Transport Annual, 1955.*
"Basic facts and figures of the Transit Industry." *Annual Transit Fact Book., American Transit Association, New York, N. Y.*
"Can Downtown Parking Solve the Problem of Downtown Retailing?" *Downtown Idea Exchange. ATA Selected Publications on Transit and Traffic.*
"Express Bus Service on Freeways," *BATE, S. M. Traffic Quarterly, July, 1954.*
"Frankly Speaking," *BEVINS, KARL A., Traffic Engineering, March, 1955.*
"Freeways Can Save Urban Transit," *MC CONOCHIE, WILLIAM R. Published in "Urban Land," Vol. 16, No. 8. September, 1957.*
"Getting to the Heart of the Urban Transportation Problem." *Committee on Urban Transportation. ATA Selected Publications.*
"How to Beat the Traffic Jam," *KIVEL, MARTIN, LEE, HENRY, This Week Magazine, May 21,1950.*
"How to Keep Your Community Going Places." *General Electric Company Publication, 1954.*
"How to Get the Most Out of Our Streets." *U. S. Chamber of Commerce, Transportation and Communications Department,*

Washington, D. C., 1954.
"How Much Traffic Can Big U. S. Cities Take?", *Engineering News Record, June 30, 1955.*
"Is Traffic Strangling Our Cities?" *ELLISON, JEROME, Saturday Evening Post, August 5, 1950.*
"Is Subsidy Necessary for Adequate Mass Transit?" *DE LEUW, CHARLES, E. Vol. 81, Separate No. 710, June, 1955.*
"Last Chance to Save Our Cities," *LUND, JOSEPH W. This Week, April 26, 1953.*
"Mass Transportation Dilemma," *PROF. STONIERS BOOKLET. Transcript of Hearing—East St. Louis. Transcript of Hearing—Peoria. Transcript of Hearing—Champaign.*
"Mass Transportation or Mess." *STAVISKY, SAM. Nation's Business, June 1953.*
"Mass Transit Tangle Hobbles US Cities." *WELLS, ROBERT W. Milwaukee Journal, August 22, 1954.*
"Our Traffic Mess." *Newsweek, December 27, 1954.*
"Public Vehicles and Private Feet." *Downtown Idea Exchange, July 1955.*
"Relation of Mass Rapid Transit to the Automobile." *DOUGLAS, WALTER S. Passenger Transport Annual, 1954.*
Statement by *BERGE, STANLEY. Professor of Transportation, Northwestern University. To Senate Legislature Mass Transportation Committee, April 5, 1957.*
"Transit Troubles," *Springfield Union. ATA Selected Publications.*
"The Place of Public Transportation in Our Changing Cities." *BARTHOLOMEW, HARLAND. American Transit Association, Address at Annual Convention, October, 1951.*
"The Democratic Way," *GOODWIN, GEORGE. Traffic Quarterly, October 1953.*
"The Municipal Index Basic Plan—Every City a Traffic Strainer." *Municipal Index, 1953.*
"The Transit Engineers Place in Urban Traffic Planning." *MARSTON, WILLIAM R. Passenger Transport Annual, 1955.*
"The Twenty Hour Week" *Railway Progress, Page 16. November 1957.*
"The Deteriorating Railroad Situation"—*Report of Senate Committee on Interstate and Foreign Commerce. Association of American Railroads, January, 1958.*
"Urban Traffic Forum." *Architectural Forum, February 16, 1953.*
"Using Transit to Break Up Traffic Jams." *Excerpts from speeches made at ATA Annual Meeting, September 26-29, 1955.*
"A Revolution in the Making," *HEINEMAN, BEN, W. Chairman C. & N. W. Railway, Illinois State Chamber of Commerce October 17, 1957.*
"Possible C.T.A. Service to Replace Part of Present Operation." *February 15, 1956.*
"Possible Substitute for Service of Chicago Aurora and Elgin Railway." *Chicago Transit Authority, April 18, 1956.*
"Possible Operating Plans for Rail Service Over Right-of-Way." *January 25, 1957. (C.T.A. —and Appendix.)*
"C.T.A. Rough Approximations of Capital Outlays Necessary to Prepare Present Facilities for Operation." *January 25, 1957. Petition before Illinois Commerce Commission to Revise and Rearrange its Suburban Service in the Chicago Metropolitan Area.*