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PRELIMINARY REPORT

upon

THE DEVELOPMENT OF THE PHILADELPHIA-SOUTH JERSEY REGION .

March 5, 1947

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THE INTERSTATE COMMISSION ON THE DELAWARE RIVER BASIN .

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THE INTERSTATE COMMISSION ON THE DELAWARE RIVER BASIN

PRELIMINARY REPORT

upon

THE DEVELOPMENT OF THE PHILADELPHIA-SOUTH JERSEY REGION

March 5, 1947

This is a progress report covering the results of a preliminary investigation being made by The Interstate Commission on the Delaware River Basin of problems concerning the development of the Philadelphia-South Jersey metropolitan area. The study has been undertaken in consequence of the expressed desire of Governor Driscoll of New Jersey and Governor Duff of Pennsylvania to co-operate whole-heartedly in the prompt, economical and efficient solution of problems of interstate concern.

While the present findings, conclusions and recommendations are believed to be accurate and fully reliable, they should be treated as tentative in nature pending the collection and analysis of additional supporting data and the issuance of a final report.

SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- A. The Philadelphia-South Jersey metropolitan area should be considered as consisting approximately of all of that part of the Delaware River Basin lying between Trenton, New Jersey-Morrisville, Pennsylvania and the Sea.

- B. Major problems of mutual interest concerning the improvement and further development of the Philadelphia-South Jersey region, for

which practical answers for their solution are urgently needed, consist of:

1. Stream Pollution Abatement.
2. Use of the Delaware River as a Port.
3. Improvement of Interstate Transportation Facilities.
4. Water Supply.

C. Projects for the correction and control of steam pollution are underway, and being handled satisfactorily by existing agencies of state and local governments under the leadership of The Interstate Commission on the Delaware River Basin.

*Too slow
What about
Comden,
Chester etc.*

D. The Delaware River Joint Commission should be given primary responsibility in the matter of promoting the use of the Delaware River as a highway of commerce. It should be directed by the States to focus immediate attention on that task. The States, at the same time, should request the Interstate Commission on the Delaware River Basin to render assistance to the Joint Commission, especially in respect to providing leadership necessary to bring about a proper co-ordination of the programs of the numerous agencies most directly interested in the general program.

The answer to the problem will rest mainly upon the execution of a well conceived action program involving, among other things, a campaign of education, publicity, advertising and persuasion. Work upon the development of the program can be started immediately and be completed within a year.

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About \$25,000 should be provided to the Joint Commission and \$5,000 to Incodel to cover expenses involved in formulating

the plan of action. Costs to administer the program will be determined by the study.

E. No new agency is needed to formulate, construct, operate or otherwise provide facilities to expedite the movement of traffic across the Delaware River between places of residence and business within the region. These are functions which the States and their political subdivisions already have delegated to existing agencies. Problems in this category which are of mutual interest to Pennsylvania and New Jersey are within the province of the Delaware River Joint Commission.

The first and greatest need is for the formulation of a detailed plan of development which may be submitted to the Legislatures of the two States for their consideration and action. This is a responsibility of the Delaware River Joint Commission and the Legislatures now assembled should direct that agency to carry out the assignment.

It is estimated that the job can be completed within two years and will cost about \$100,000. 

F. Both Philadelphia in Pennsylvania and areas in New Jersey may desire to secure water supplies from the main channel of the upper Delaware River in the not distant future. This can only be accomplished in accordance with a plan that will be mutually satisfactory and beneficial to the two States. The States should direct the Interstate Commission on the Delaware River Basin to make a detailed investigation of the problem and provide it with the resources necessary therefor.

The survey can be completed within two years. It will cost about \$40,000.

LOCATION AND DESCRIPTION OF REGION

For the purpose of this study the Philadelphia-South Jersey area has been delineated as comprising all of that part of the Delaware River Basin that lies between Trenton, New Jersey-Morrisville, Pennsylvania and the sea. The Delaware River, tidal and navigable-in-fact for the entire distance of 132 miles, is the artery for the building of industry and commerce upon which the life of the region depends. The heart of the area is centered at Philadelphia-Camden.

The area is located strategically, both in reference to points of production in the United States and to foreign ports. In itself, it is one of the most highly industrialized centers of the world. Within it, at the ports and harbors along the Delaware, are located the Philadelphia Navy Yard and the numerous large privately-owned ship yards from which vessels were speeded to all points of the world during the recent war to hasten the day of victory. Tanks, trucks, oil, radio and radar equipment, guns,ammunition and many other weapons of war, also were produced and dispatched from this terminal. Vital as the region was during the war, more important should it be, as a production and shipping center of the world, in times of peace. In terms of tonnage the Port of the Delaware is outranked only by New York. Above the Pennsylvania-Delaware boundary line, it is the greatest fresh water harbor in the United States.

The territory is in a healthy condition generally. In size, it is the third largest metropolis in the country, having an area of about 5,000 square miles and a population of approximately 3,000,000 persons. Its physical assets are numerous, varied and, for the most part, adequate. They include, in addition to the Delaware, a splendid network of highways, good

railroad and transportation facilities, diversified industries, comfortable homes, pleasant topography, and a tolerable climate. Historically, the heart of the region, Philadelphia, is world renowned as the cradle of liberty, and it has no peer as a center of education and culture. The region is strong and sound economically.

But it has its deficiencies. Probably most outstanding is the prevailing tendency of its people, particularly natives, to live complacently within the glories of the past. This careless, indifferent, self-satisfied attitude accounts to a large extent for the past lack of any substantial public concern on the part of Philadelphians and Camdenites as to the grossly polluted and obstructed condition of the Delaware and Schuylkill Rivers. It explains the spirit of inertia which exists in the matter of doing anything constructive about taking steps to increase business at the ports along the Delaware. It is the primary cause of the general insensibility to the importance of providing adequate and practical means to expedite the movement of traffic across the Delaware between points within the two States. Other factors, of course, also are at work but it is the apathy of the people which permits such conditions to prevail.

MAJOR PROBLEMS

The existing major physical problems of interstate concern which require practical answers for their solution are:

- I. Stream Pollution
- II. Port Development
- III. Facilities for Interstate Passenger Accommodations
- IV. Water Supply

The situation regarding each is summarized herewith in separate sections in their respective order.

STREAM POLLUTION

The stream pollution problem at long last seems to be well in hand. Pennsylvania and New Jersey - as well as New York and Delaware, the other two proprietors of the Delaware - through the inspiration and leadership of the Interstate Commission on the Delaware River Basin, have adopted a unified program for the abatement of unwarranted stream degradation; and have pledged themselves, each to the other, to co-operate fully in its execution.

Major responsibility for this program's success rests squarely upon Philadelphia and Camden. They have been the major offenders. But each of the cities now is about to launch a large-scale sewage collection and treatment project. At the present time Philadelphia is advertising for bids for the construction of the first unit of its program. Camden is in the midst of the preparation of detailed construction plans and is expected to commence work shortly after the Philadelphia improvement is underway. No stone should be left unturned in insisting upon the prompt completion of these municipal waste improvement programs which both cities are committed to complete at the earliest date practicable.

Solution of the pollution problem will result in manifold benefits. It is a vital prerequisite of any program designed to stimulate business in the ports along the Delaware. It will enhance the usefulness of the waters of the Delaware for industrial water supplies, for the oyster industry, for the restoration of shad fishery, for recreation, and for the many other purposes to which they are put. It will improve working conditions along, and appreciate the value of, river front properties. It will permit Philadelphia, if it deems it advisable, to continue to use the River as a safe and satisfactory source of municipal water supply.

No new agencies, interstate or intrastate, need be created to carry out the work involved. All that is necessary is the continuance of the splendid existing spirit of sincere determination to advance the program upon a co-operative and concurrent basis.

II.

PORT DEVELOPMENT

The problem of port development has been viewed in its entirety, from Trenton to the sea.

The Port of the Delaware River is comprised of its constituent navigable waterways -- the Delaware, the Schuylkill, the Christianna, the Chesapeake and Delaware Canal and the Cape May Canal ^(Paulsboro) -- and its numerous terminals, of which the most important are those at Philadelphia, Camden, Paulsboro Chester-Marcus Hook and Wilmington.

Approximately \$100,000,000 have been expended to date by the Federal Government for the improvement of these waterways. The dimensions of each of the more important component units are as follows:

Delaware River - From Bay to Philadelphia -

800 to 1000 feet wide; 40 feet deep.

Delaware River - From Philadelphia to Trenton -

300 feet wide; 25 to 28 feet deep.

Schuylkill River - From Delaware River to University Avenue -

400 to 200 feet wide; 33 to 22 feet deep.

Chesapeake and Delaware Canal -

250 feet wide; 27 feet deep.

In recent years, an average of approximately \$5,000,000 has been expended annually by the United States Engineers for the maintenance of these navigational units. Of that amount the City of Philadelphia contributes about \$100,000 of which a part represents its obligation for the removal of sludge resulting from the discharge of inadequately treated municipal wastes into the Delaware and Schuylkill Rivers. The City will be relieved of that expense when it puts the sewage treatment plant system into operation.

Primary jurisdiction over the waterways of the Port is within the Federal Government. The States, their political subdivisions, industry and riparian owners are responsible for the construction and maintenance of slips and other channel connections to piers and docks on the shores. In this connection it should be noted that much dissatisfaction has been expressed in regard to the small degree of financial aid which has been given by Pennsylvania in the development of port and terminal facilities in Philadelphia. Only \$2,500,000 has been appropriated to the Philadelphia Department of Wharves, Docks and Ferries for that purpose since the creation of the department in 1907. *Cliff*

Except for minor improvements the waterways system adequately meets existing requirements. No interstate body is needed for the purpose of constructing current or probable future extensions. Such projects, if, when and as needed, can be handled efficiently and effectively by the presently established responsible interests.

Terminal facilities in the Port of the Delaware are generally adequate, not only to meet present conditions but also a very substantial increase in shipping activities. Extensions and improvements, of course, are needed after the recent long period of limitations on material and labor for ordinary construction. Only a few of these are of major significance.

Jurisdiction over the development and management of each of the terminals rests in a separately constituted department, board, commission or similar body constituted for the purpose. The City of Wilmington controls and operates the Wilmington Marine Terminal. Philadelphia's facilities are supervised by the City's Department of Wharves, Docks and Ferries, while those in Camden and South Jersey come under the jurisdiction of the South Jersey Port Commission.

Chester does not have a publicly established port or terminal agency. Its interests, as well as those in Morrisville, Bristol and other Pennsylvania municipalities, supposedly are represented by the Pennsylvania Navigation Commission of the Department of Forests and Waters.

However, it is believed, the general function of the Navigation Commission is intended to be directed toward the broader aspects of improvement and maintenance programs for all of the navigable section of the Delaware in Pennsylvania. The Commission should not be expected to promote localized interests. It is doubtful whether there is a need for a Chester Port Commission because most of its shipping problems are primarily of concern to, and handled directly by, industry. Nevertheless that City should not be deprived of the privilege of creating a port agency if its officials determine that such a step is advisable.

Despite the fact that the waterways and terminals which make up the Port of the Delaware are generally satisfactory, both qualitatively and quantitatively, and compare favorably with, and in many respects are better than, those provided by other harbors along the Atlantic Seaboard, much business that apparently should be handled by the Port is being by-passed to other centers, particularly New York.

This situation is especially detrimental to Philadelphia and Camden. There are several reasons for it. Prominent among them, and most easily discernable, is the grossly polluted character of the waters of the harbor. This is a serious deterrent. Owners and operators of ships have and will continue to avoid the Delaware terminals as long as it is permitted to continue. Fortunately the condition soon will be corrected. Its accomplishment will result in the removal of a major inadequacy in the physical condition of the port.

The more frequent and widely diversified sailings between New York and the other ports of the world and the faster schedules of many of the vessels plying in that harbor also play an important role in the by-passing of Philadelphia. The location of the offices of shippers and of related business establishments in New York City, and the services which they offer, is another factor.

But, it is believed that pollution and the commercial advantages which New York enjoys over Philadelphia, do not adequately explain the apparent preference of many shippers to use the Port of New York.

It is understood that many products, both exports and imports, upon which all of the costs involved for handling and transportation in their interchange between points of origin and destination would be less if handled in Philadelphia and Camden instead of New York, never reach the Delaware River terminals. For example, it is reported that steel products produced in mills at centers conveniently accessible to Philadelphia, which are destined for South America and the Far East, are too frequently shipped by rail to Jersey City or Hoboken and there lightered across the Hudson to ships docked in the deep water terminals in New York from whence the cargo is taken to its final destination.

A break-down showing the comparative cost of transportation by the above mentioned route, relative to what it would have been if handled through Philadelphia, is simple. It is shown by the following tabulation for a hypothetical case involving a shipment of steel plates from Pittsburgh to Rio de Janeiro in Brazil, South America. The comparative cost per ton for shipping by the alternate routes would be:

	<u>Port of New York</u>	<u>Port of Philadelphia</u>
R. R. Rate.....	\$46.00	\$42.00
Water Rate.....	<u>20.10</u>	<u>20.10</u>
TOTAL.....	\$66.10	\$62.10

To each of the above would be added a consular fee of \$6.00 per \$1,000 value for duty at South American ports.

In contrast, the economics behind such a practice as illustrated is involved. The railroads, of course, get additional revenue by reason of the higher rail tariff of two cents per hundred pounds to New York over that applying to Philadelphia. For shorter hauls the differential usually is greater. But this additional \$4.00 per ton (2 cents per 100 pounds) is substantially dissipated by the cost of lightering the cargo across the Hudson and other handling charges at New York which the railroads absorb. It is understood that the expense for the interchange of cargoes from rail to ship average \$2.75 or more per ton at New York and compares with \$1.18 at Philadelphia. It is interesting to point out that the New York costs are considered so high that the Jersey Central Railroad at the present time has an appeal before the Interstate Commerce Commission for relief.

The above comparison admittedly does not present the complete economic picture. That is an involved, complicated matter which only experts in the field of transportation and commerce could resolve. But it does indicate that as far as transportation and handling costs are concerned in respect to export and import shipments to points as close to Philadelphia as New York, Philadelphia has a definite economic advantage.

The shipment of steel products is only one example. It is understood that there are hundreds of others. An examination of the records discloses a situation regarding the export of radios, textiles, foods and many other products made in metropolitan Philadelphia, which is difficult to understand.

These products apparently are being shipped from New York rather than Philadelphia.

It would appear that the routing practices referred to are uneconomic. They certainly deprive metropolitan Philadelphia of a considerable volume of commerce. One measure of the value of such a loss may be gained from the estimate that every registered ton of commerce handled in the port represents about \$2.00 worth of business to the affected community. This is a factor in which the Pennsylvania Department of Commerce should be keenly interested. It has been criticised for not giving this aspect of port development more attention.

The answer to what should be done about the situation depends upon those high in governmental and business circles who have the power to bring about the necessary change. If there is a genuine, sincere determination to change the picture, it can be done. But it will take a long, hard and, probably in some respects, a bitter campaign.

The problem requires co-operative interstate action. The program for solving it will consist primarily of a campaign of education, publicity, advertising and persuasion. The States do not need to create a new agency to handle it, nor to expand the authority of the existing agency to which it may delegate the task. The choice of one of two existing organizations is available for the purpose: The Delaware River Joint Commission or The Interstate Commission on the Delaware River Basin.

The first-named is the more logical. Among the powers granted to it by the legislative acts of Pennsylvania and New Jersey by which it was created in 1931 is the authority to effectuate the following purposes:

- "(f) The promotion of the Delaware River as a highway of commerce between Philadelphia and Camden and the sea;

- "(g) The promotion of increased commerce on the Delaware River, both freight and passenger, and, for the purpose the publication of such literature and the adoption of such means as may be deemed appropriate;
- "(h) To study and make recommendations to the proper authorities for the improvement of terminal, lighterage, wharfage, warehouse, and other facilities necessary for the promotion of commerce on the Delaware River;
- "(i) Institution, through the Attorneys General of Pennsylvania and New Jersey, or intervention in any litigation involving rates, preferences, rebates, or other matters vital to the interests of the ports of the Delaware River;
- "(j) Any other functions which may be of mutual benefit to the Commonwealth of Pennsylvania and the State of New Jersey, in so far as concerns the promotion and development of the ports of Philadelphia and of Camden, and the use by commercial vessels of their facilities."

While the Joint Commission was established for the primary purpose of taking control of, operating and maintaining the Philadelphia-Camden Bridge, it is quite apparent that the Legislatures intended that it also should be the agency responsible for the protection and enhancement of the joint interests of the States of Pennsylvania and New Jersey in the promotion of the Delaware River as a highway of commerce. No such specific obligation has been delegated to the Interstate Commission on the Delaware River Basin, although it might be possible, by stretching a point, to interpret its functions as including this task.

It would seem from the wording of item (h), set forth above, that the duties of the Joint Commission are expected to be limited to the investigatory phases of improvement projects; that the actual construction

of advisable projects normally would remain in the hands of other existing operating agencies, such as the Department of Wharves, Docks and Ferries in Philadelphia and the South Jersey Port Commission in Camden. That, it is believed, is a good policy, although instances may be found where it would be advisable to have the Joint Commission own and operate a facility in the common interests of the two States.

In addition to the Joint Commission, there are numerous other publicly organized bodies that have a definite responsibility or interest in the problem of furthering the development of the Port of the Delaware. They should be banded together as an association for the purpose of advising and assisting the Joint Commission in carrying forward the overall program. The responsibility of providing leadership in that regard might well be assigned to Incodel. The agencies which should participate include the following:

Federal Government

United States Engineers

Commonwealth of Pennsylvania

Department of Commerce

Department of Forests and Waters - Navigation Commission

State of New Jersey

Department of Economic Development

Department of Conservation - Navigation Council

South Jersey Port Commission

State of Delaware

Delaware Water Front Commission

City of Philadelphia

Department of Wharves, Docks and Ferries

City Planning Commission

City of Camden

City Planning Commission

City of Chester

Chester Port Committee

City of Wilmington

Board of Harbor Commissioners

It is impossible at this time to spell out a complete program of activities. To do so would require a great amount of additional study. But it is evident that the final outcome will consist principally of a campaign of publicity. It is recommended that the outstanding objective should be to determine all of the valid advantages of using the ports of the Delaware and, by every appropriate means, to tell the world about them. It follows that a prerequisite for such a program calls for the institution of such steps as are necessary and practical to correct the short comings of the port with the view of making it continuously more and more attractive. To do so will give the region additional and greater things to shout about. The shouting, among other ways, can be done by direct contact with shippers, by advertising in the newspapers, trade journals and magazines, and by the use of the radio.

The formulation of a well conceived action program designed to bring about a greater utilization of the Delaware River is urgently needed. The Legislatures of Pennsylvania and New Jersey should direct the Delaware

River Joint Commission to undertake that task immediately. At the same time they should request Incodel to assist the Commission in carrying out the assignment.

The work can be started at once. It will take about a year to complete.

The job will cost about \$30,000, of which \$25,000 will be needed by the Joint Commission and \$5,000 by Incodel.

No estimate can be made at this time of the cost required to administer the action program. That will be developed by the proposed initial survey.

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(Major Problem III - "Facilities for Interstate Passenger Accommodations" follows - Page #17).

III.

TRANSPORTATION

Provision of facilities for the expeditious transportation of passenger traffic between places of residence and of business is a major item in any broad-scale plan for the further development of the Philadelphia-South Jersey metropolitan region.

This is a problem which has been recognized by the governmental representatives of the States of Pennsylvania and New Jersey for many years. They took a long step forward in solving it when they joined hands in authorizing the construction of the Philadelphia-Camden Bridge, which was completed in 1926. That work was carried out by "The Pennsylvania Commission" and "The New Jersey Interstate Bridge and Tunnel Commission," separately constituted bodies, acting as a "joint commission" under powers granted to each of the bodies by the Legislatures of the respective states.

Control and operation of the Bridge, together with all of the powers, duties and other functions of the two state commissions was placed in the hands of the Delaware River Joint Commission, a bi-state agency created by a compact adopted in 1931 by Pennsylvania and New Jersey and ratified by Congress in 1932.

Except that it does not carry the specific designation, the Joint Commission is a "Port Authority." It is the public corporate instrumentality of the two States created to exercise an essential governmental function, not only in regard to the promotion of the Delaware River as a highway of commerce in the respects enumerated in the preceding section of this report on Port Development, but also, in effectuating the following purposes:

(a) The operation and maintenance of the bridge, owned jointly by the two States and the City of Philadelphia, as its interests may appear, across the Delaware River between the City of Philadelphia in the Commonwealth of Pennsylvania and the City of Camden in the State of New Jersey, including its approaches, and the making of additions and improvements thereto.

(b) The effectuation, establishment, construction, operation and maintenance of railroad or other facilities for the transportation of passengers across the said bridge, including extensions thereof, to the vicinity of Race Street and Eighth Street in the City of Philadelphia and to the vicinity of Carman Street and Haddon Avenue in the City of Camden.

(c) The investigation of the necessity of additional means of communication between the Commonwealth of Pennsylvania in the vicinity of Philadelphia and the State of New Jersey opposite thereto and between the ports of Philadelphia and Camden and the Sea, and making of such studies, surveys and estimates as may be necessary to determine the feasibility and cost of any such additional means of communication, whether the same be by bridge, tunnel, canal or otherwise.

The following powers were granted to the Commission for the effectuation of its authorized purposes:

(a) To have perpetual succession.

(b) To sue and be sued.

(c) To adopt and use an official seal.

(d) To elect a chairman, vice-chairman, secretary and treasurer, and to adopt suitable by-laws for the management of its affairs. The secretary and treasurer need not be members of the Commission.

(e) To appoint such other officers and such agents and employes as it may require for the performance of its duties and fix and determine their qualifications, duties and compensation.

(f) To enter into contracts.

(g) To acquire, own, hire, use, operate and dispose of personal property.

(h) To acquire, own, use, lease, operate and dispose of real property, and interests in real property, and to make improvements thereon.

(i) To grant the use of, by franchise, lease or otherwise and to make charges for the use of, any property or facility owned or controlled by it.

(j) To borrow money upon its bonds or other obligations, either with or without security.

(k) To exercise the right of eminent domain.

(l) To determine the exact location, system and character of all other matters in connection with any and all improvements or facilities which it may be authorized to own, construct, establish, effectuate, operate or control.

(m) In addition to the foregoing, to exercise the powers, duties, authority and jurisdiction heretofore conferred and imposed upon the aforesaid Pennsylvania Commission and upon the aforesaid New Jersey Interstate Bridge Commission severally, or upon both of said commissions jointly, by the Commonwealth of Pennsylvania or the State of New Jersey, or both of the said two States; and

(n) To exercise all other powers not inconsistent with the constitutions of the two States or of the United States, which may be reasonably necessary or incidental to the effectuation of its authorized purposes or to the exercise of any of the foregoing powers, except the power to levy taxes or assessments, and generally to exercise in connection with its property and affairs, and in connection with property within its control, any and all powers which might be exercised by a natural person or a private corporation in connection with similar property and affairs.

It will be noted that the stated general purposes for which the Joint Commission was created and the powers granted to it for effectuating them are quite broad. The agency, naturally, is subject to certain limitations. The most important of these are:

1. That no property vested in or held by any municipal subdivision or port district can be taken by the Commission without the consent of such subdivision or district unless authorized to do so by the State in which such municipality or port district is located.
2. That the Commission shall have no power to pledge the credit of the States or any of its political subdivisions.
3. That the Commission shall have no power to acquire, construct or erect any new facility or project unless and until authorized to do so by the Legislatures of both States.

The States, in adopting the compact, also imposed additional limitations upon themselves. They covenanted not to diminish or impair the power of the Commission to control the Philadelphia-Camden Bridge and the collection of tolls and charges for its use so long as any of the bonds or obligations remain outstanding and unpaid and unless and until adequate provision is made by law for the protection of those advancing money upon such obligations.

The States also agreed that they would not permit the construction or operation of any additional vehicular bridge or tunnel, or bridge or tunnel having railroad or other facilities for the transportation of passengers, within a distance of ten miles in either direction from the Philadelphia-Camden Bridge by any other person or body than the Commission.

It is clear from the above recitation of the purposes, powers and limitations of the Commission that the Legislatures of New Jersey and

Pennsylvania intended that the Commission should act as the mutual representative of the two States in the matter of transportation in the following regards:

1. To control and operate the Philadelphia-Camden Bridge and approaches, and improvements and extensions thereto, in such a manner as to fully protect the investors.
2. To act as the investigatory agency of the two States in reference to projects for transportation across the Delaware River and, as previously related, for projects for the improvement of port facilities along the Delaware.
3. To acquire, erect and construct additional projects for the improvement of transportation or port development, when, as, and if approved and authorized by the respective Legislatures.

The legislative policy upon which the Joint Commission was established and under which it operates is sound, and in accordance with long-established and well-proved American procedures. It would be most unwise for the Legislatures to give the Commission blanket authority to control and construct projects regarding which it had had no opportunity to pass judgment. Such a practice would place too much control beyond the reach of the people and result in the weakening of our democratic form of government.

The Delaware River Joint Commission was created for the same purposes, operates in a similar manner and, for all practical considerations, has the same powers and is subject to the same limitations, as Port of New York Authority, which is often referred to as the ideal set-up.

True it is that the laws which created the New York-New Jersey agency granted to it corporate power to purchase, construct, lease and operate terminal and transportation facilities within the Port of New York District. But the exercise of this authority was limited to such features of a comprehensive plan of development as were approved and adopted by the Legislatures.

The Port of New York Authority cannot use revenues from existing projects to finance the acquisition or construction of new projects. The action of each member of the Authority is subject to veto by the Governor of the State which he represents.

To date, the activities of the Authority have been devoted mostly to the construction of bridges and tunnels. It now controls and operates the Holland Tunnel, Lincoln Tunnel, George Washington Bridge, Bayonne Bridge, Goethals Bridge, Interbridge Crossing, Port Authority Building and Grain Terminal. The Authority now is preparing plans for the construction of elevated highways in New York City to feed the Holland and Lincoln Tunnels. It also is building a motor truck Terminal in New York City and is contemplating the construction of a truck terminal in Newark. It does not own nor operate any facility for the mass transportation of passenger traffic.

From the above analysis it seems apparent that no new interstate agency is required for the purpose of constructing and operating projects for the further development of transportation facilities in the Philadelphia-South Jersey region. That is not to say that there is no need for such improvements. For many years various agencies have been studying the problem.

Probably the most comprehensive investigation was made in 1932 by the Philadelphia Tri-State Planning Federation. That agency, no longer in existence, presented a plan which recommended the future construction of five river crossings.

At the present time, among the agencies which are giving consideration to the problem are:

Delaware River Joint Commission
Pennsylvania Department of Highways
Pennsylvania State Planning Board
New Jersey Department of Highways
New Jersey Department of Economic Development
Delaware State Highway Department
Philadelphia City Planning Commission
Camden City Planning Commission
Gloucester County - Delaware County Tunnel Authorities
South Jersey Mayors' Association
Numerous privately organized civic and service groups.

One of the problems of special interest to South Jersey is the matter of finding a practical method for expediting the movement of passengers between Camden and its suburban surrounding and Philadelphia.

Prior to the opening of the Delaware River Bridge in 1926, cross-river travel was entirely by ferry, excepting that small volume which made the inter-change by way of the Pennsylvania Railroad bridge crossing at Delair. The opening of the Bridge was accompanied by a greatly increased interflow of passengers using automobiles and buses, and a consequent large diversion of traffic then being served by the railroads terminating in Camden at the ferries.

In 1936 another means of intercommunication was provided by the opening of the Bridge Rail Line. That line was connected with the Ridge Avenue-Eighth Street Subway in Philadelphia and according to the plans would ultimately operate in the yet unused Locust Street Subway. It is

understood that the Camden terminal was so designed and constructed as to permit its adaption to the possible future development of a through service rapid transit system serving the Camden suburban areas.

As the result of these ^{Developments} ~~changes~~, mass transportation at the present time is handled mostly by buses. In many respects this is not considered to be the most desirable type of service.

The New Jersey Department of Economic Development recently engaged Day and Zimmermann, Consulting Engineers, to make a special study of the situation with the view of determining whether it would be feasible to utilize the existing railroad rights-of-way for the operation of a through service rapid transit system between Camden and its suburban areas and the central sections of Philadelphia.

The findings were unfavorable. Although admitting the desirability of the proposal the Engineers concluded that it would not be self-supporting. They estimated that the project would have to be subsidized to the extent of approximately \$1,000,000 per year. The concluding paragraph of the section of its summarized report on Financial Results of Operation states:

"The project is clearly in a class where consummation must depend upon public financing and support, rather than private capital. Justification for subsidizing the project would have to rest upon its potentialities for developing the area to be served, with the burden of the necessary support carried alone or in combination by the State and the benefited communities."

Dissatisfaction has been expressed in some quarters over the results of the Engineers' report. While the reasons for disappointment can be easily understood, there are no sound grounds for taking issue with the conclusions. The firm which made the study is thoroughly reputable and

competent. Examination of its report shows that the problem was carefully considered and handled.

From the above discussion it will be noted that a practical solution to the problem of providing means for improved service for the transportation of passengers from Camden and its suburban areas has not been found. It seems apparent that further study of this situation should be made.

Similarly although a great amount of consideration has been given to the proposal for the construction of a tunnel under the Delaware River between points in the vicinity of Hog Island in Delaware County, Pennsylvania and Mantua Creek in Gloucester County, New Jersey, there remain many loose ends which must be gathered together before the soundness of this proposition can be properly evaluated.

A new proposition was advanced as recently as a week ago by the Kensington Business Men's Association of Philadelphia for a tunnel across the River connecting Northeast Philadelphia to North Camden.

More than fifteen years have elapsed since the filing of the recommendations of the Philadelphia Regional Tri-State Planning Federation concerning additional River crossings in the region. Undoubtedly the time has arrived for a renewed interest in and analysis of those propositions.

All of the existing circumstances surrounding the question of programs for the improvement of transportation facilities strongly indicate that the immediate and important need is for a comprehensive, detailed investigation of the entire situation. The study should be carried out with the view of formulating a practical plan of development which may be submitted to the Legislatures of the two States for their consideration and action. That is a first prerequisite for any construction program.

Primary responsibility for the assignment should be delegated to the Delaware River Joint Commission which, by law, is the existing agency of the States already created for that purpose. Investigations of the Commission, of course, should be supplemented by and integrated with any studies which may be made by the individual States or their local subdivisions relating to projects of special significance to such governmental agencies. The survey should be conducted in cooperation with Incodel in order to assure a proper correlation of transportation facility projects with other features of the over-all program being developed by Incodel for the Delaware River Basin.

Work can be started immediately upon direction by the Legislatures of the two States now in session and be completed in time for their prompt consideration in the legislative sessions of 1949. The study will cost approximately \$100,000.

It is recommended that the program and procedures outlined herein be adopted.

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IV.

WATER SUPPLY

It is well known that the City of Philadelphia engaged a Board of Consulting Engineers to make a \$200,000 survey of its water supply problem in 1946. The engineering board was instructed to give the City the answers to two specific questions.

- (1) Whether the City's existing sources of supply in the Schuylkill and Delaware Rivers at Philadelphia could be made a safe and satisfactory source of potable water in view of the City's current and prospective water works rehabilitation program and its prospective sewage collection and treatment project, together with the estimated cost of such water works program.
- (2) Which of the upland mountain sources of supply that had been considered from time to time would be most desirable to meet the City's future requirements, if the City elected to develop a new source of water, and what the costs would be.

The engineers were not required to make a choice between the two alternatives.

The selection was made later by City Council. They decided to initiate a three-stage water system improvement program consisting of:

- (a) The rehabilitation of filtration and distribution systems and the installation of additional chemical treatment for the elimination of tastes and odors. This step will entail a cost of about \$12,000,000 and it would be required even though the City should decide later to develop new source of supply from upland regions.

(b) After completion of the first step to commence a long range program of improvement and addition to the City's present water supply system which would include, among other things, the installation of increased storage, filtration and chemical treatment facilities.

(c) To carry out a program for the development of an upland source of water supply if, after the completion of the steps referred to above, a satisfactory water was not produced.

In adopting this program City Council instructed its City Solicitor and Special Counsel to take immediate steps to preempt the so-called Wallpack Bend site on the Delaware River for Philadelphia's future use.

It is clear from the above explanation that the final answer to Philadelphia's future water problem has not been determined. It is possible that the City may wish to secure water from the main channel of the Delaware River in the not distant future.

The water situation in certain regions of New Jersey is quite similar to the Philadelphia problem. There is a definite need for additional or more satisfactory supplies in order to meet the requirements of several regions in New Jersey. One of the sources available for the purpose is the Delaware River.

It is perfectly obvious that neither Pennsylvania for Philadelphia nor New Jersey for its political subdivisions would be able to proceed with a water supply project on the Delaware River on an independent basis, unless adequate and satisfactory assurance had been given to the other party that its interests had been properly preserved and protected.

A solution to the joint interest problem of developing the Delaware for water supply that would be satisfactory and mutually beneficial to each

state should be found. This is a task that properly could be delegated to the Interstate Commission on the Delaware Basin. The assignment, like the transportation problem reported upon in the previous section, could be completed before the convening of the concurrent legislative sessions of the two States in 1949. The work involved will cost approximately \$40,000. This estimate assumes that the services and facilities of agencies and personnel of the two States and their affected subdivisions, such as Philadelphia, now dealing with various phases of the problem, would be made available to the Commission.

It is recommended that the Legislatures direct Incodel to undertake the task and provide it with the necessary funds.

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