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Incodel

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INCODEL

THE INTERSTATE COMMISSION ON
THE DELAWARE RIVER BASIN

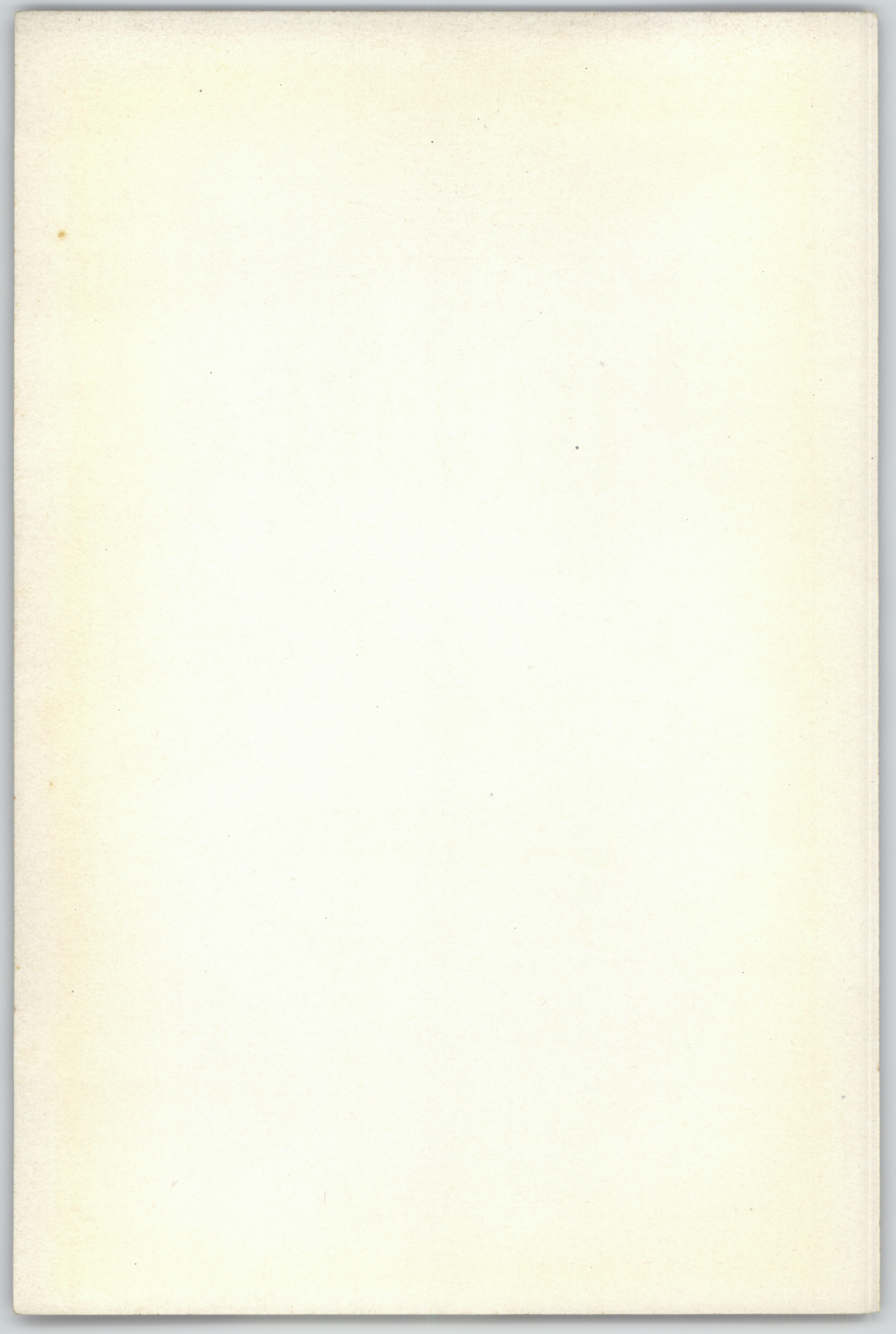


A Report

ON ITS ACTIVITIES
AND ACCOMPLISHMENTS

July 1, 1944 to June 30, 1945

mr



Presenting

A REPORT ON THE ACTIVITIES
AND ACCOMPLISHMENTS

of the

INTERSTATE COMMISSION
ON THE DELAWARE RIVER BASIN

For the year ending June 30, 1945



581 BROAD STREET STATION BUILDING
PHILADELPHIA, PENNA.



★ ★ ★ ★ **P E A C E** ★ ★ ★ ★

Lieutenant Edward Jacobs (left) of the 11th Airborne Division, an aide of Major General Swing and a former member of the Incodel staff, preparing to raise the first American flag over the Atsugi air base near Tokio.

F O R E W O R D



JAMES H. ALLEN

Great oaks from little acorns grow!

It was only eight years ago—the preceding year having been spent in preparing the ground—that the seed was planted from which has grown the Incodel policy, which is now bearing fruit, of formulating a unified plan for the development of the resources of the Delaware River watershed.

Since then, Incodel has been able to file an increasingly impressive annual report on the progress which it has made during the preceding twelve months. The year which ended June 30, 1945 was no exception. It was productive of numerous outstanding accomplishments, many of which will have a tremendous influence on the character of the region, and of the nation as well.

In contrast to other methods which have been advanced for the purpose, the Incodel process for evolving a unified plan for the development of a major watershed region involves no interference with the functions of self-government. Each state, each municipality in the region is *free* to work out the details of its own programs. Similarly, there have been no conflicts with the activities of federal agencies operating in the basin.

Incodel's primary objective has been, is, and will continue to be, to promote governmental cooperation and to coordinate all projects for the development, improvement and protection of the Delaware River valley.

James H. Allen
Executive Secretary.



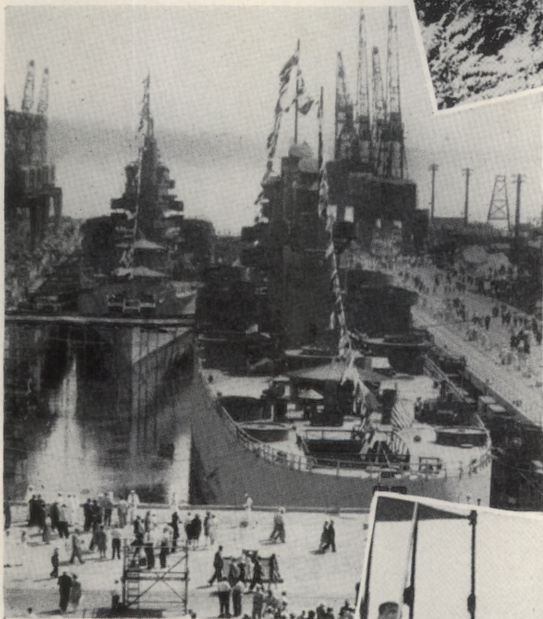
The Delaware River Basin

Nowhere in the nation is there a river system more important and valuable than the Delaware. It serves and is the common property of four states, New York, New Jersey, Pennsylvania and Delaware, having a combined population of more than 28 million persons, 21 per cent of the whole United States.

To thoughtlessly and wantonly destroy the utilitarian value of the resources, human and natural, of this great river system is unthinkable. Yet, that is exactly what would have happened if the trend, which had been going on for many years until Incodel was organized in 1936, had been permitted to continue unabated.

DELAWARE WATER GAP
The 8th Wonder of the World

→ Above Trenton, the Delaware and its tributaries are the potential source of water supply for more than 14 million citizens of New York, New Jersey and Pennsylvania. The region is one of the finest natural recreational areas known to man. It is within two hours' driving distance of 15 million persons.



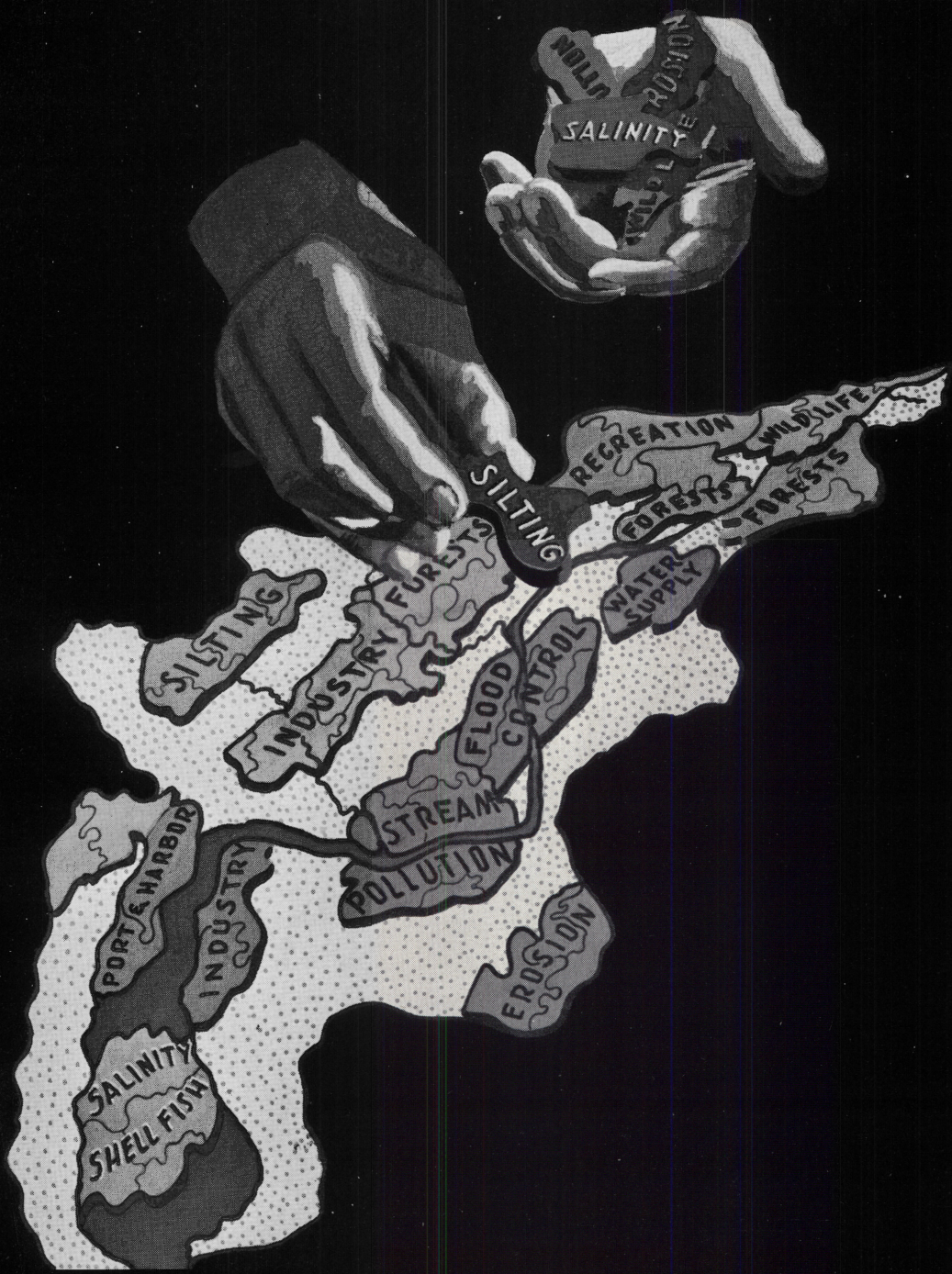
**DELAWARE RIVER
PORT FACILITIES**

← From Wilmington to Trenton, the Delaware constitutes the largest fresh water port in the country. Here is located the League Island Navy Yard at Philadelphia. Industry and business have invested hundreds of million dollars in this region.

OYSTER BOATS

→ In its lowermost reaches, the river is the locus of a \$50,000,000 oyster industry and a valuable center of recreation.





INCODEL

Need For Unified Plan

NO NATURAL RESOURCE is more precious, more vital to our existence than water. But, vital as it is, sight often has been lost of its importance. In the past too little consideration has been given to problems concerning its proper utilization and conservation. But there is now an awakening as to the necessity of putting an end to past malpractices and indifference. Conservation of natural resources is the order of the day. This is an effort in which all levels of government, all people, must participate.

In the early days of this country, when the States had full control over the development of their rivers and tributary watercourses, except for navigational purposes, life and its problems were relatively simple. It was easy then to satisfy all requirements as to the use and control of water.

But, things have changed very materially over the years. At first the transition was slow and gradual. Later it went on with startling rapidity. As a result, today, as compared with a century ago, problems, either in the Delaware Basin, or in the Tennessee Valley, or in fact in almost every other watershed region in the country, concerning the development and management of human and natural resources of an interstate river system have become tremendous in scope, in importance and in complexity.

Now, the many and often divergent demands for the use of water for domestic and municipal supply, for control of floods, for sanitation, for production of power, for navigation, for propagation of fish and aquatic life, for agriculture and for recreation; and for the use of land for industry, business, farming, forestry and many other purposes are like parts of a tremendous jigsaw puzzle.

Only by carefully selecting, evaluating and fitting the pieces together is it possible to evolve a coherent, unified plan under which all component projects for the utilization of natural resources and for the betterment of human equities will be properly nurtured.

The States in which the Delaware River watershed is located are convinced that by banding themselves cooperatively for the promotion of their common problems and welfare they can do a better job of formulating such a plan than any federal regional watershed agency which might be created for the purpose.

Delaware New Jersey New York Pennsylvania

IN WHICH IS LOCATED

THE DELAWARE RIVER BASIN

HAVE EACH CREATED A

COMMISSION ON INTERSTATE COOPERATION

THESE AGENCIES HAVE JOINTLY ORGANIZED

**THE INTERSTATE COMMISSION ON
THE DELAWARE RIVER BASIN**

WHICH THROUGH ITS

TECHNICAL ADVISORY COMMITTEES

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STAFF

IS DEVELOPING

**A UNIFIED PLAN FOR THE DEVELOPMENT
OF THE RESOURCES OF THE BASIN**

Incodel Organizational Pattern

NEW YORK, New Jersey, Pennsylvania, and Delaware have agreed to act in unison and harmony toward the common goal of envisioning the Delaware River Basin in its entirety and of devising, adopting, and supervising programs upon which the valley may be developed to serve present and future generations more advantageously.

Under the Incodel organizational pattern, policy determinations concerning the Delaware River watershed rest with the twenty legislative, executive and administrative officials who make up the membership of the Interstate Commission on the Delaware River Basin. The five members from each of the four participating states—one a state Senator, one a member of the House of Representatives, one a member of the Governor's cabinet, one an official of the state planning board, and one a delegate-at-large—are directly responsible to the people of the region. Programs which they develop and sponsor must actually—not theoretically or expediently—incorporate grass-roots policies.

The regional approach as exemplified by Incodel has not involved the creation of a superimposed governmental structure; it has not entailed the addition of a new set of governmental officials; it has not supplanted or superseded any existing governmental agency. It fully utilizes the services of federal agencies and those of the states' legislative, executive and administrative officials. No new fields of activity have been created.

The dangers inherent in centralized planning, ownership, and control have been carefully avoided. Yet, through the Incodel machinery for cooperation, projects of all governmental units are being shaped and adjusted to key into a well-rounded and practical plan for the entire watershed region.

In the Delaware River Basin, democracy is really on the march. By co-ordinating the efforts and programs of existing agencies of federal, state and local governments, with the people of the region actively participating, Incodel, while perhaps not spectacularly, certainly is carefully and surely framing and causing to be carried out in a truly democratic way a practical over-all program for the efficient development of the natural and human resources of the Delaware Valley.

INCODEL MEMBERSHIP

Pennsylvania



HON. ELLWOOD J. TURNER
State Representative



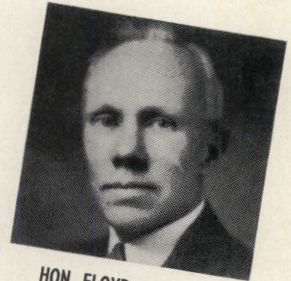
HON. FRANKLIN H. LICHTENWALTER
State Representative



MR. F. A. PITKIN
State Planning Board



HON. WELDON B. HEYBURN
State Senator



HON. FLOYD CHALFANT
Secretary, Department of Commerce



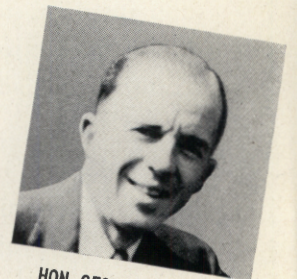
Delaware



HON. GEORGE P. EDMONDS
State Senator



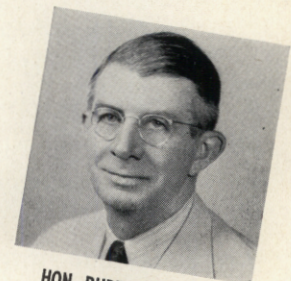
MR. R. C. BECKETT
State Sanitary Engineer



HON. GEORGE R. CLARK
State Representative



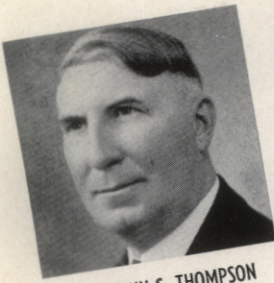
MR. W. B. MCKENDRICK
State Highway Department



HON. BURTON S. HEAL
Recorder of Deeds

INCODEL MEMBERSHIP

New York



HON. JOHN S. THOMPSON
State Representative



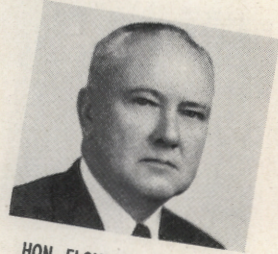
DR. M. P. CATHERWOOD
Division of Commerce



HON. GEORGE W. FOY
State Representative



HON. NATHANIEL L. GOLDSTEIN
Attorney General



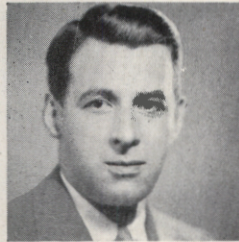
HON. FLOYD E. ANDERSON
State Senator



New Jersey



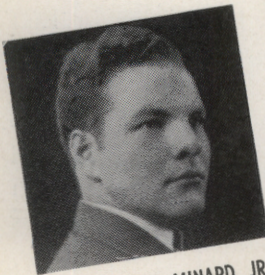
HON. ROBERT C. HENDRICKSON
State Treasurer



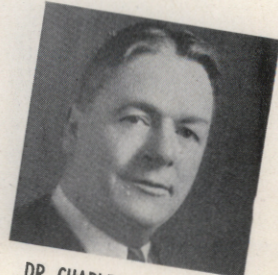
HON. JOSEPH C. PAUL
Cooperation Commission



HON. JOHN G. SHOLL
State Senator



HON. DUANE E. MINARD, JR.
State Representative



DR. CHARLES P. MESSICK
State Planning Board

A Message from the Chairman

THE Interstate Commission on the Delaware River Basin—INCODEL—began to formulate a unified plan for the development of the resources of the Delaware River Basin in 1937. In undertaking this responsibility it decided that its initial objective should be to resolve major problems which had been plaguing the states for years, such as stream pollution control and the question of rights and responsibilities in the matter of the development and operation of water supply projects involving stream flow diversions.



By the process of working cooperatively with agencies of government affected, Incodel has been successful in helping to solve these problems to the mutual satisfaction and advantage of all interested parties.

This procedure made it possible to report a year ago that the State of New Jersey had joined with New York and Pennsylvania in accepting the three-state reciprocal agreement governing future water supply diversion projects.

It is gratifying to be able to state that, this year, the application of the same principles resulted in Pennsylvania's acceptance of the reciprocal policy approved in 1939 by New York and New Jersey, and in 1941 by Delaware, for the abatement and control of stream pollution in the Delaware watershed.

These two "musts"—stream pollution abatement and water supply diversions—are now well advanced. But they cannot be considered finished business. The problems are not static and some attention always will have to be given to them as long as human progress continues.

A MESSAGE FROM THE CHAIRMAN

SCHUYLKILL RIVER RESTORATION PROJECT

During the past year the interstate cooperation approach also resulted in the acceptance of the Incodel program by the Commonwealth of Pennsylvania for relieving the channel of the Schuylkill River of the past one hundred fifty years' accumulation of silt and culm from coal mining operations through a coordinated Federal and State program.

Incodel's recommendations for federal participation in this flood-reducing, navigation-betterment, stream-clearance project likewise were confirmed during the past year by the District and Division Engineers of the Office of the United States Engineers and, just as this report was going to press, by both the Board of Engineers for Rivers and Harbors and the Chief of Engineers.

FEDERAL-STATE RELATIONSHIPS

The success of the campaign, in which Incodel played a dominant part, to secure Congressional approval in 1944 and 1945 of a policy requiring cooperative federal-state investigation of all future federal flood control and navigation projects is of utmost importance, regionally and nationally. The reaffirmation of this American principle is probably the most effective anchor that could be devised to hold "Old Ironsides" secure in the troubled waters caused by the storm now raging over proposals to smother the country with federally controlled regional watershed authorities. The safety of the Constitution may very well depend upon this anchorage.

Already, tremendous benefits are resulting from this accomplishment. Existing federal agencies now are cooperating with States wholeheartedly. In many instances throughout the country this is in marked contrast to the position which had been taken by such agencies during recent years.

The newly re-established policy guarantees that the views of the Delaware Basin states in regard to such projects as the proposed federal construction of a ship canal across the State of New Jersey will be clearly and fully set forth in the Chief of Engineer's report to Congress before that body will take any action as to its authorization.

Incodel has consistently maintained that the use of the water resources of the Delaware Basin for domestic and municipal water supplies takes precedence over all other uses, including navigation.

FUTURE ACTIVITIES

Incodel proposes to continue to operate upon a modest basis. A thirty-five thousand dollar per year budget does not permit it to embark upon any all-inclusive, broad-range program of activities. That is a good thing. It effectively prevents any thought of spreading out too

A · MESSAGE FROM THE CHAIRMAN

ambitiously. It keeps the Commission on the course which it has chartered; namely to tackle first things first and, keeping the broad picture always before it, to enter into new tasks in their order of importance as earlier items are advanced or near consummation.

Despite the obstacles which the Commission has been forced to face because of the war and the consequent slowing down of the construction programs approved by the States to carry out its aims, its work in water resources problems is now so well forwarded that the time has arrived for it to undertake some of the other component parts of the unified plan for the development of the Basin. Such work will be started slowly and gradually accelerated as the need for attention to problems which the Commission has been handling, tapers off.

SOIL CONSERVATION AND FORESTRY

The next most logical step, Incodel believes, is to focus attention on the development of policies for the conservation of the land, and of the soil and forests which it supports. Over ninety per cent of the 18,000 square miles of land lying in the Basin is either in forest or wild land or is used for agriculture.



The employment of sensible land management practices in this territory is as essential as the programs which have been adopted for the development and conservation of water resources. Land, water and social problems are all interrelated. Each must be considered in conjunction with the others.

PORT AND HARBOR FACILITIES

No unified plan for the utilization of the human and natural resources of the basin would be complete without a program to further develop the port and harbor facilities in the navigable section of the Delaware.

From Trenton to the sea, the Delaware is one of the finest, natural harbors in the world. It is the largest fresh water port in the country and is located in the center of a tremendously important industrial area having a population of well over three million people. Although serviced by excellent highway and railroad facilities the development of the "Port of the Delaware River" has lagged.

This has been due primarily to two major factors. One is the conflicting demands which are being continuously advanced by various agencies interested in shipping to further their own individual interests, regardless of the effect upon the development of the region as a whole. This past policy of viewing the problem on an independent and competitive basis is wrong. It leads to confusion and retards progress.

The other obstacle to a better development of river frontage facilities along the Delaware is the gross pollution which exists in the Philadelphia-Camden section of the stream.

Incodel will lend its assistance in getting all agencies in the region, public and private, to join hands in putting an end to these deterrents, and in determining what other measures should be adopted to advance the utility and value of the Delaware River port and harbor facilities.

SUMMARY

In continuing old business and in embarking upon suggested new fields of endeavor Incodel realizes that each and every item, both old and new, is a component part of an over-all unified plan. They are virile, living items.

It is essential therefore that the Incodel plan shall have "give" and flexibility in order that it can suitably meet the need for changes and adjustments as time goes on. By continuing to operate slowly and carefully, but on sound, solid ground, as it has in the past, the objective of producing an effective coordination of activities of all governmental and private agencies dealing with the utilization and development of the resources of the region will be realized. The pursuance of such a policy, in Incodel's judgment, is the American way.



ELLIWOOD J. TURNER
Chairman

A T W E L V E P O I N T

At its annual meeting in Philadelphia, July 18, 1945, the Commission adopted the following 12-point program for 1945-1946.

(1) *Municipal Sanitation*

To assist state and municipal government officials in carrying out programs to commence construction of sorely needed sewage collection and treatment facilities at the earliest practicable moment.

(2) *Industrial Wastes*

To encourage and aid industry in their efforts to find practicable methods for the recovery and treatment of industrial wastes.

(3) *Schuylkill River Restoration*

To render every service necessary to continuously forward the Commission's Federal-State project for the restoration of the Schuylkill River.

(4) *Water Supply Diversion Projects*

To consummate negotiations concerning the reciprocal agreement covering water supply projects involving stream flow diversions.

(5) *Recreation*

To continue to aid in the promotion and protection of the recreational assets of the region, particularly in the Upper Delaware Basin.

(6) *Surface and Ground Water Supplies*

To participate cooperatively in the United States Geological Survey's investigation of surface and underground water resources in the Basin.

PROGRAM for 1945-46

A brief discussion of the highlights of each of the items of this program is set forth on the following twelve pages.

(7) *Flood Control*

To continue the Commission's efforts to bring about a more effective coordination of federal, state and local government projects for flood control.

(8) *Navigation*

To help the States secure the benefits of the recently reaffirmed Congressional policy "to protect States interests" in the development of federal navigation projects.

(9) *Conservation of Forest Resources*

To initiate an Incodel program for the integration of the activities of federal, state and local agencies dealing with the conservation of forest resources.

(10) *Soil Conservation*

To initiate an Incodel program for the integration of the activities of federal, state and local agencies dealing with the problems of soil conservation.

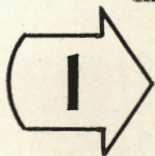
(11) *Port of the Delaware River*

To initiate a program for the correlation of the activities of public and private agencies dealing with the development of port and harbor facilities in the lower Delaware River.

(12) *Unified Basin Development*

To undertake any assignment to forward the Incodel objective of developing a unified and sound basin plan for the Delaware River watershed.

A 12 POINT PROGRAM FOR INCODEL 1945-1946



Municipal Sanitation

The reciprocal agreement which has been adopted by the four Delaware Basin States for the control of stream pollution applies to all forms of wastes. It divides the river and its tributary watershed into four pollution control zones in which specific standards apply to the treatment of sewage, industrial waste and other polluting matter.

The description of the zones and the applicable standards were embodied in law by New Jersey, in the laws of 1939, Chapter 146; by New York, in the laws of 1939, Chapter 600; by Delaware in the laws of 1941, Chapter 93; and by Pennsylvania in the laws of 1945, Act No. 123.

Thus, for the first time in the history of the nation, standards and an action program for meeting the stream pollution problem of an interstate watershed have been cooperatively adopted by the group of states in which the river system is located.

Prior to the outbreak of the war, more than \$10,000,000 had been expended under this program for the construction of sewage collection and treatment works. Such construction, however, had to be set aside for the duration because of the more urgent need for materials and manpower to fight the war.

During the reconversion period, the States intend that, as far as possible, the problem shall be attacked concurrently by the public and by industry. But, they will insist that the responsibility for taking the lead, where such step becomes necessary, must rest squarely upon the public. Industry certainly cannot be called upon to stop using streams as a scot-free conveyor belt for their wastes as long as cities continue to use watercourses to carry away the raw products of the digestive systems of their inhabitants.

This is the spirit in which the Incodel unified program for the abatement and control of stream pollution in the Delaware River Basin is being accepted. Major municipal offenders of the past, such as Philadelphia and Camden, now are setting the example for the region.

Philadelphia is prepared to start its \$42,000,000 sewage collection and treatment project just as soon as materials and manpower become available and its neighbor, across the river in New Jersey, has agreed to commence construction on a similar project in 1946.

With these two cities showing the way, there can be little doubt that the Incodel program for dealing with the municipal sanitation problem in the Delaware Valley will be well in hand within the very near future. More than \$100,000,000 has been earmarked for this program as a basin-wide postwar activity.

A 12 POINT PROGRAM FOR INCODEL 1945-1946



Industrial Wastes

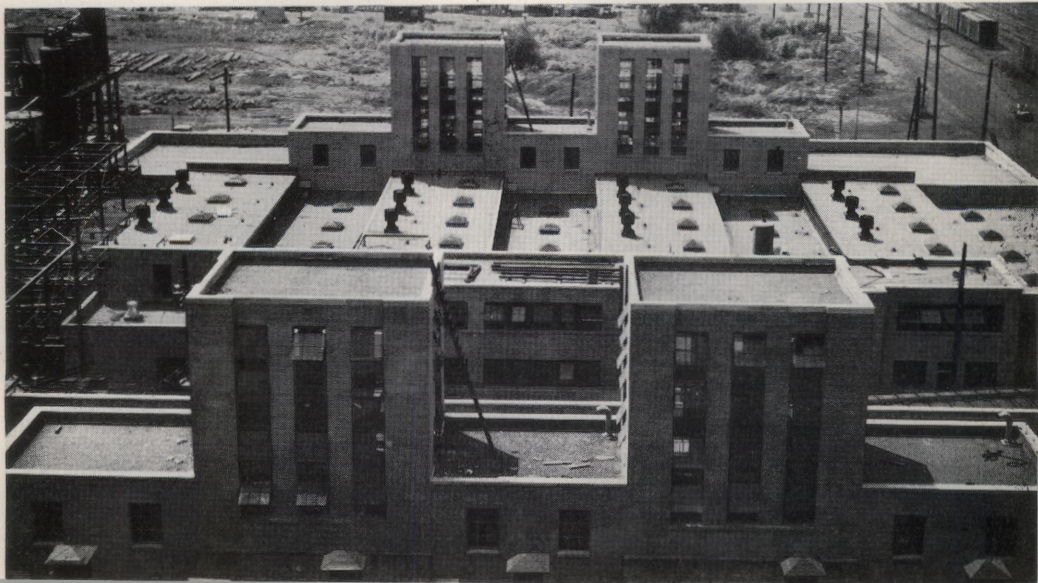
Prospects for an early end to the past practice of using streams as a catch-all for untreated trade wastes are encouraging. Steps taken recently to process the wastes of two of the region's largest industries are splendid examples of progress being made in this field.

Reference first is made to the Bethlehem Steel Company which has installed treatment works at its plant on the Lehigh River for the reclamation of wastes formerly dumped promiscuously into this heavily burdened watercourse.

The second case involves the Publicker Commercial Alcohol Company in Philadelphia. In 1944 this industry was discharging refuse into the Delaware more devastating in effect than the combined sewage of Philadelphia and Camden. This condition now is being corrected. Participating in the Incodel program for stream pollution abatement, the Reconstruction Finance Corporation Office of Defense Plants has completed the first of two treatment plants costing about \$10,000,000 to handle this company's "used" waters. The second plant (pictured below) is under construction and expected to be in operation before the end of 1945.

Both the steel and alcohol companies' waste recovery operations are understood to be self-supporting.

Incodel will continue its efforts to urge and assist industry in finding practical ways to solve trade waste problems.



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A 12 POINT PROGRAM FOR INCODEL FOR 1945-1946

3 Schuylkill River Restoration

Until Incodel turned its attention to the Schuylkill River problem in 1943, a variety of public and private agencies had been quarreling fruitlessly for many years over methods and responsibilities for unchoking the channel of this largest tributary of the Delaware of the more than 30 million tons of anthracite coal culm and silt resulting from the lack of exercise of proper control over mining operations in the headwater region during the past 130 years.



Today, less than two years later, the problem is on the way to being solved. At its 1945 Legislative Session, the Commonwealth of Pennsylvania adopted the Incodel recommendations in toto for carrying out its part in the program and appropriated \$5,000,000 to commence dredging operations. Incodel's claim of economic justification for federal participation in the work likewise has been confirmed by the Office of the United States Engineers.

Execution of the cooperative Federal-State dredging projects proposed by Incodel coupled with a determined campaign to require the coal industry to meet its responsibility in preventing further silting of tributary headwater streams by the installation of reclaiming plants such as recently put into operation by the Lehigh Coal Company (pictured above) should soon restore the Schuylkill River to its natural, utilitarian value.

A 12 POINT PROGRAM FOR INCODEL 1945-1946



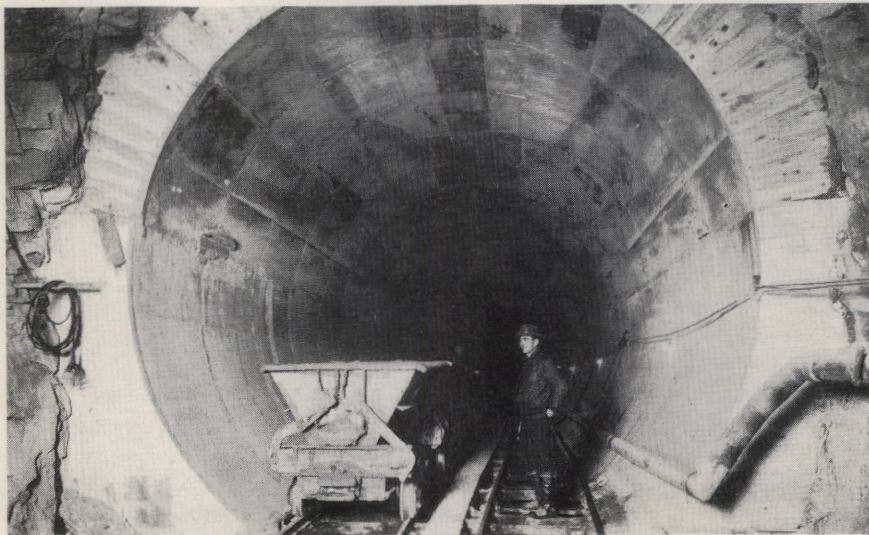
Water Supply Diversion

Within the next four or five years residents of the City of New York will be drinking and using water transported to them from the Catskill region of the Delaware watershed through tunnels and aqueducts, such as pictured below. A project of this type is termed a "complete" or "permanent" diversion because the water delivered to New York, being outside of the Delaware Basin, is never returned to the Delaware System.

Until Incodel was organized the States of New York, New Jersey and Pennsylvania had been at odds for more than a quarter of a century as to their rights regarding such water supply "diversion" projects. Although more than two years and a million dollars were spent in litigating the problem before the United States Supreme Court in 1930, the basic question of the respective rights and responsibilities of the States was not settled by this controversy.

But, through Incodel, the States now have cooperatively developed and individually enacted a reciprocal agreement establishing mutually advantageous conditions which permit any of them to construct diversion projects to meet their future requirements for water supply.

Establishment of the friendly spirit in which the States have worked and are solving this complicated problem is an accomplishment in interstate cooperation of which Incodel is most proud.



A 12 POINT PROGRAM FOR INCODEL 1945-1946



Recreation

Recreation is one of the Delaware River Basin's most important assets, particularly in the 6800 square miles of picturesque land located in the three converging states—New York, Pennsylvania and New Jersey—in the Upper Basin above Trenton, New Jersey. With its tributary streams a challenge to the fisherman, its secluded camp sites a genuine retreat for the vacationer, its abundance of game a paradise for the hunter—with all its advantages and undefiled charm—the region constitutes one of the most conveniently accessible recreational areas in the country.



To preserve and protect the perfections of the Upper Valley, to make its resources available to the people without destroying its attractions, is a task which requires vision and cooperative enterprise. It is one of the items of the unified plan for the development of the Basin upon which Incodel will continue to work hand in hand with agencies of state and local governments and private interests.

In this work every effort will be made to preserve the natural beauty of hillside, highway and watercourses and to conserve the recreational values and scenic assets of the Basin. Proposals for the construction of scenic drives, such as the Rim Parkway along the crest of the Blue Ridge Mountain and around the Rim of the Pocono Plateau, are directed to this end.

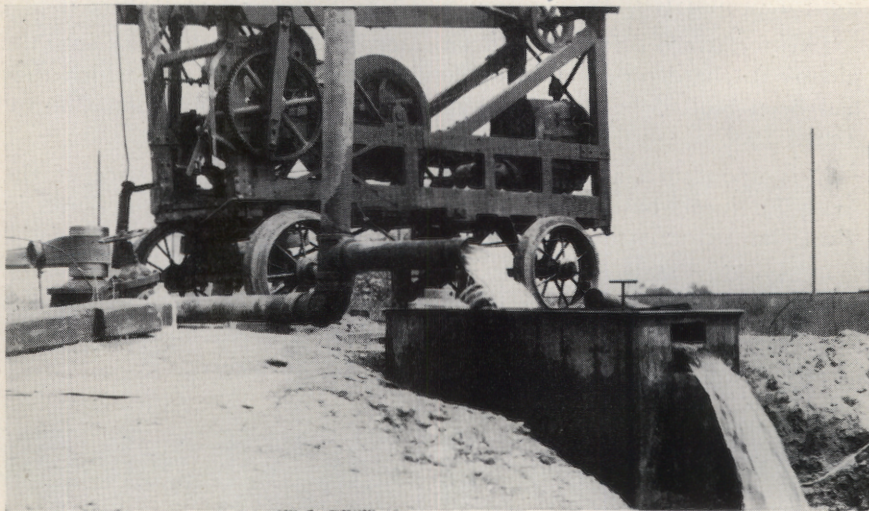
A 12 POINT PROGRAM FOR INCODEL 1945-1946

6 *Surface and Ground Waters*

An intimate knowledge of the behavior, yield and characteristics of surface and ground water supplies is necessary for the effective control, utilization and conservation of the water resources of the Delaware Basin. The more complete the development, the more pressing the demand for water and the greater will be the need for reliable and adequate hydrologic information.

IncodeL will continue to work closely with the United States Geological Survey in the formulation of a practical program for the expansion of surface and ground water investigations.

Among other items, particular attention will be given to the need for the establishment of additional stream gaging stations, for the initiation of qualitative analyses of surface supplies and for the institution of quantitative and qualitative ground water surveys.



TEST WELL MEASURING GROUND WATER SUPPLY

During the past years there has been a marked increase in the use of ground water. IncodeL is convinced that the time is not far off when its supporting state governments will require control and protection of these resources in the same manner as surface waters are now guarded. Effective control of this type must be based upon careful investigations and inventories. It is essential that these should be made at an early date and not be deferred until supplies are exhausted and endangered as has happened recently in many sections of the country.

A 12 POINT PROGRAM FOR 1945-1946

INCODEL



Flood Control

The successful campaign in which Incodel played a leading part for improvement of federal-state relationships in the matter of water utilization and control culminated in the inclusion of the following legislative declaration of policy in the 1944 Federal Flood Control Act (Public Law 534—78th Congress.)

“In connection with the exercise of jurisdiction over the rivers of the Nation . . . , it is hereby declared to be the policy of Congress to recognize the interests and rights of States . . . in water utilization and control . . .”

To effectuate this policy Congress has directed the Chief of Engineers, United States Engineer Office, to conduct his investigations of flood control proposals in cooperation with the State or States affected.

This reaffirmed principle of democracy brings the States back into the picture in the determination of flood control policies from which they had been blotted by the 1938 amendment to the basic Flood Control Act of 1936.

It is upon such a cooperative basis that the District Office of the Army Engineers has carried out its studies of flood control measures in the Delaware watershed.

By working with the States affected and Incodel, plans have been developed for the prevention of floods such as occurred in 1942, and is pictured below, in the Lackawaxen and Lehigh Rivers at an appalling toll of 32 lives and millions of dollars of property damage.

Call-Chronicle Newspapers—Allentown, Pa.



A 12 POINT PROGRAM FOR INCODEL 1945-1946



Navigation

The 1945 Federal River and Harbor Act (Public Law 14—79th Congress) contains substantially the same declaration of policy as the 1944 Flood Control Act. In addition to that quoted on the opposite page each law also provides that it is the intent of Congress:

“To preserve and protect to the fullest possible extent established and potential uses for all purposes . . . and to limit the authorization and construction of navigation works to those in which a substantial benefit to navigation will be realized therefrom and which can be operated consistently with appropriate and economic use of the waters of such rivers by other users.”

The Act further stipulates that it is to be the policy of Congress in the future to facilitate the consideration of federal flood control and navigation project on the basis of comprehensive and coordinate development.

As further protection to States and in order to effectuate these policies, the Act requires the Chief of Engineers of the War Department to submit his report to the Governors of States affected before it is filed with Congress. Governors in turn have 90 days to submit their views on the project, and these must be clearly and fully set forth in the Chief of Engineer's final report to Congress.

It is upon these criteria, among others, that Congress will be required to pass judgment on the merits of the proposal for federal construction of a ship canal across the State of New Jersey between Bordentown on the Delaware River and Sayreville on the Raritan.

Incode's responsibility in this project is to assist the States in protecting their interests against any unreasonably damaging consequences which might result from the construction of the proposed waterway. Included in this category is the problem of control of salinity in the Delaware River. As far as is known, no method has yet been devised which has operated successfully in this respect for a canal of the size and type under consideration. Necessity of preserving and protecting the paramount use of States' water for domestic, municipal and industrial purposes is another important consideration.

A 12 POINT PROGRAM FOR INCODEL 1945-1946

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Forestry



A STUDY IN CONTRASTS

← Waste

Conservation ↓



Land in forests, amounting to more than thirty per cent of the total area of the Delaware, is one of nature's most effective flood-control and stream-flow regulation measures. If more attention had been paid nationally to the

institution of good practices for the development and management of forest growth there would be far less need for the oft-times futile, always tremendously expensive, efforts to prevent the ravages of floods by artificial dams and reservoirs, levees and other works of man.

In recent years a growing tendency has developed to wantonly waste the timber resources of the Delaware Basin. This applies particularly to privately owned lands in some sections of the upper valley. This practice must be curbed and controlled. Attention also should be given to the need for the institution of suitable land practices in areas denuded years ago.

IncodeL plans to bring responsible representatives of agencies of all levels of government together in order that they may jointly formulate and agree upon a program whereby the forest resources and the soil of the Delaware Valley will be properly developed and conserved.

A 12 POINT PROGRAM FOR 1945-1946

INCODEL



Soil Conservation



ANOTHER COMPARISON

← Waste

Conservation ↓



More extensive than the waste of timber resources, and therefore likely to become more quickly devastating, is the abuse which has taken place in the control of soil in non-forested areas and in areas of the region devoted

to agriculture, comprising about sixty per cent of the area of the Delaware Basin. The washing away of topsoil is a slow, little-noticed process. It is insidious and cruel. Its end result is to strip the ground of all cover and leave it exposed in stark-nakedness to the sun, the rain and the winds. Such has been the fate of the Yellow River Valley in China and the Great Dust Bowl of the United States.

The problem in the Delaware watershed, while not yet dire, is serious. If it is not given attention, another hundred years will reduce many sections to a condition of barrenness. Already, on the average, more than fifty per cent of the growth-producing cover of agriculture areas in the Basin has been washed away as the result of the unwise cultivation practices of the past one hundred fifty years. Another period of considerably shorter duration would finish the job. Even now a substantial proportion of lands formerly used for farming is almost beyond redemption.

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II *Port of the Delaware River*

The Port of the Delaware River, extending from Trenton, New Jersey, to Wilmington, Delaware, is the largest fresh water harbor in the country. Billions of dollars have been invested by industry and government in the development of waterfront facilities in the three states served by the Port.

The part which the Port played in winning the recent war against Germany and Japan probably never will be fully evaluated. From the time when Hitler invaded Poland in 1939 until Hirohito reported to his ancient ancestors that the atomic bomb had forced Japan to surrender unconditionally, ships were speeded by day and night from the Philadelphia Navy Yard and privately operated shipyards to hasten the day of victory. Tanks, trucks, oil, radio and radar equipment, guns and ammunition, too, were sent from this terminal to all the theatres of war.

Every effort now should be made to keep the Port equally useful and valuable in building a lasting peace throughout the world.

To accomplish this objective there must be an early end to the gross pollution of the Port and to the past practice of viewing its development upon an uncoordinated and competitive basis.

IncodeL aims to provide the same type of liaison services in attaining this objective as were so effective in the handling of other regional programs such as the Schuylkill River project.



A 12 POINT PROGRAM FOR INCODEL 1945-1946



Unified Basin Development

It is now generally agreed that no program for the wise utilization and conservation of the water resources of river systems can be formulated on the basis of that resource alone. Management and control of the use of the land, and of the minerals and the products of the soil, are integral parts of the problem. Land, water and human requirements, all must be considered together.

It also is recognized that the development and execution of basin projects can no longer be done on a disconnected, piecemeal basis. From now on, projects for the utilization and conservation of natural resources and for the betterment of human equities must be evaluated and carried out as component parts of a unified and sound overall plan of basin development.

The States in which the Delaware River Basin is located are demonstrating, through Incodel, that they can envision their region in its entirety and can devise an overall basin plan for its development, without the intrusion of a Federal regional authority. Being directly responsible to the people served by such a plan, the States feel that they are better qualified to see the problems with greater clarity and with a more healthy and intimate understanding. But, most important of all, they are convinced that only through participation of the States is it possible to formulate a plan which will be in accordance with constitutional and democratic, American procedures and will provide for the maintenance of a proper balance in relationships between the Federal and State Governments.

Incodel therefore proposes to be prepared at all times to undertake any task necessary in order that it may continue to prove that the formulation of a unified and sound plan for the Delaware River watershed can be accomplished best by the application of the principles of cooperation among States and between the Federal and State Governments.

It is of the opinion that the administration of the details of such a plan should rest with responsible and long-established agencies of federal, state and local governments, or with such new agencies as may be validly created to work with and represent the joint interest of existing agencies, where the need arises.

INCODEL PUBLICATIONS

THE ACTIVITIES reported upon in this brochure necessarily have been presented in summarized form. They illustrate the principles for which Incodel was organized and the objectives to which it is devoting its attention and efforts. Many detailed reports upon each of the subjects, and upon other activities of the Commission, are available in its offices. Some of these are in reproducible form and will be furnished to anyone interested, upon request. All may be consulted and reviewed with members of the staff at any time.

Among publications of the Commission of special significance are those covering the following subjects:

Official Documents

These include legislative acts authorizing the creation of the Commission, Articles of Organization, and the Reciprocal Acts of the States of New York, New Jersey, Pennsylvania and Delaware, concerning the abatement of stream pollution and the construction and operation of water supply diversion projects.

Reports on Activities and Accomplishments

These include printed annual reports for the years ending June 30, 1943, 1944 and 1945, mimeographed annual reports for the years 1938 to 1942, inclusive, and mimeographed reports covering all business meetings of the Commission.

Water Supply Problems

These cover a variety of subjects including:—

- (a) Chronology of Water Supply Problems of Region.
- (b) Survey and Report pertaining to the interstate aspects of proposal to utilize water of the Delaware River as source of metropolitan survey for the State of New Jersey.
- (c) The Delaware River Case—An abstract from the case of New Jersey v. New York et al., 203 U. S. 336.
- (d) Chronology of material concerning the use of the waters of the Delaware River for canals and navigation.
- (e) The Salinity Problem in the Delaware River.

Stream Pollution

These include reports upon the results of special studies concerning programs for sewage collection and treatment in Philadelphia and Camden.

New Jersey Ship Canal

These include the comprehensive "Survey and Report on the New Jersey Ship Canal, October 1942" and several supplementary statements regarding this proposal.

Industrial Water Pollution Inventory

This consists of inventories of industrial establishments located along the navigable waters of the Delaware and its tributaries.

Development of Interstate Watersheds

Numerous statements regarding recommended policies for the development of interstate rivers and their watersheds with special reference to the place of the States in this field.

Hydrologic Research

Statements regarding the results of a survey of the need for hydrologic research in the Delaware Basin.

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