



The Tock's Island National Recreation Area, as an integral part of the Tock's Island Reservoir Project, was proposed for authorization during the last session of Congress under a Bill introduced in the House by Congressman Walter of Pennsylvania, and in the Senate by Senators Clark and Scott, of Pennsylvania; Senators Case and Williams of New Jersey; and Senator Javits of New York. The Tock's Island National Recreation Area Bills were not approved by either House in the last session of Congress, primarily because of the log jam of legislation in the closing days of the session. Bills to authorize the Tock's Island Recreation Area have been reintroduced in the new Congress by the same sponsors, and action on these Bills at this session of Congress will be urged by the Administration.

Another measure of importance to the Delaware River Basin in the development of recreation resources is the Land and Water Conservation Fund. Legislation to establish such a fund has been presented by President Kennedy to the Congress at this session. This Fund proposal recognizes Federal participation in recreation costs incident to Federal projects, such as the Tock's Island National Recreation Area Plan. Thus, Federal expenditures for recreation benefits under the Tock's Island National Recreation Area Plan will be justified largely upon the basis of repayment of such expenditures from fees and other charges collected from use of Federal recreation areas under terms of the Land and Water Conservation Fund. The Fund also will provide Federal matching funds to assist the States to plan, acquire and develop sites for recreation purposes.

Approval by the Congress of the Tock's Island National Recreation Area Plan and of the Land and Water Conservation Fund and of appropriations to the Corps of Engineers for planning for the Tock's Island Reservoir Project will allow the Federal agencies and the Delaware River Basin Commission to make rapid progress in carrying out the immediately needed features of the Comprehensive Plan for the Delaware River Basin. Indeed, if these actions are taken by the present session of Congress, the Delaware River Basin Commission could make remarkable progress in starting work upon primary features of its comprehensive plan within the first two years after its creation.

Aside from the authorization of program, the Commission has moved with dispatch to select an Executive Director, to approve the organization and staffing of the Commission, and to authorize operating expense budgets permitting constructive planning and programming of the future work of the Commission.

At this first formal anniversary of the Commission, therefore, it is fitting that we bring into sharper focus our purposes, objectives and policies.

Assurance of an adequate supply of usable water is rapidly becoming one of the most pressing problems throughout the industrial regions in the eastern part of the United States.

We know that there are flood damages to be prevented, or abated, by holding back quick, over-abundant precipitation from the heavens.

We know that some streams in the Delaware River Basin must be kept clean and others made clean.

We know that a larger supply of usable water must be provided for the Basin's growing number of citizens and millions of their neighbors.

We know that additional land and facilities within the Basin must be provided to satisfy the hunger of a cooped-up urban populations for outdoor recreation.

We know that the march of urban and suburban and industrial "progress" must not be allowed to jeopardize the Basin's rich fish and wildlife resources.

But beyond these and other known physical needs is the awareness of how vital water resources management has become to the integrated growth of a region like the Delaware River Basin. Growth and change, influenced as they are by a thousand factors, can be directed by no single agency--nor should they be under our system of government. Yet the administration of water resources will effect and be effected by, the overall goals and objectives that are designed for this region. And THE COMMISSION WILL BE A MAJOR FORCE IN THE SHAPING OF BROADER REGIONAL GOALS.

Recognition of the importance of water resources in our national economy was emphasized in the President's first special message to the Congress on Conservation in 1961; and it was restated in even plainer words in his second message in 1962, in which he said:

"Our Nation's progress is reflected in the history of our great river systems. The water that courses through our rivers and streams holds the key to full national development. Uncontrolled, it wipes out homes, lives, and dreams, bringing disaster in the form of floods; controlled, it is an effective artery of transportation, a boon to industrial development, a source of beauty and recreation, and the means of turning arid areas into rich and versatile croplands. In no resource field are conservation principles more applicable. By 1980, it is estimated, our national water needs will nearly double--by the end of the century they will triple. But the quantity of water which nature supplies will remain almost constant.

"Our goal, therefore, is to have sufficient water sufficiently clean in the right place at the right time to serve the range of human and industrial needs . . .

"This Administration adheres to the policy enunciated in my natural resource message of last year that our available water supply will be used to provide maximum benefits for all purposes--hydroelectric power, irrigation and reclamation, navigation, recreation and wildlife, and municipal and industrial water supply. These diverse uses and our future needs require thoughtful preservation and full development of our national water resources."

To accomplish the ends stated in the President's message, we have in the Delaware River Basin, the Federal-Interstate Compact creating the Delaware River Basin Commission and directing it to maintain a continually updated comprehensive water plan. This suggests that the participating four States and the Federal

Government agree upon the objective of providing a coordinated Federal, State, local and private resource development program to assure full utilization of the water resources of the Basin.

Problems of overlapping metropolitan areas, understandably, have given rise to the development of planning organizations which are regional in scope and character. Local communities are looking more often and with greater confidence to the central state planning agencies for technical advice and aid as their degree of isolation from neighboring areas evaporates.

This Commission is an example of such pooling of Federal and interstate authority, responsibility, talent and effort to deal with a specialized phase of regional development.

Success in Delaware Basin water management by this regional mechanism could chart new ways in other fields as the barriers of regional rivalry decline or disappear. Thus, the Commission may cut the trail for an attack on other crucial regional problems if it should prove its worth in operation.

IN REGARD TO WATER, THE COMMISSION MUST BE A LEADER IN DESIGNING REGIONAL GOALS AND OBJECTIVES. IT MUST BE A MAJOR EXPEDITER, INSTIGATOR AND COORDINATOR OF STATE AND FEDERAL PROGRAMS AND STANDARDS AND PHYSICAL WORKS TO ACHIEVE THOSE GOALS. IT MUST KEEP GOVERNMENT AND OTHER LEADERS OF THE COMMUNITY INFORMED AS TO THE NEEDS, THE CONSEQUENCES OF INACTION, THE COSTS OF ALTERNATIVES, AND THE ENGINEERING AND ECONOMIC FEASIBILITIES OF PROPOSED PROGRAMS AND PROJECTS.

But since water is but one major element in the harmonious development of the community, integrated regional planning involves more things than the Commission can or should do. However, THE COMMISSION, IN COORDINATING THE WORK OF THE REGION IN WATER MATTERS, WILL MAKE ITS CONTRIBUTION TO THE ATTAINMENT OF BROADER REGIONAL GOALS.

The Commission will recommend for its specialized field the choices which can leave subsequent generations a solvent store of natural resources and a firm basis for sustaining the economy in their times. It will share in the definition of social goals, and in the preservation of our heritage of land, forests and waters. In doing this, it must demonstrate that it has balanced judgment, integrity, political independence and a concern for all of the interest within its sphere of jurisdiction.

In pursuit of these overall goals and objectives, the Commission recognizes the following purposes and policies to be of fundamental importance.

IT WILL BE THE POLICY OF THE COMMISSION TO ASSURE THAT THE ECONOMIC AND AESTHETIC GAINS THAT CAN BE ACHIEVED THROUGH WATER DEVELOPMENT AND MANAGEMENT ARE ENJOYED BY THE REGION'S PEOPLE IN THE MOST TIMELY AND EFFICIENT MANNER POSSIBLE.

THE COMMISSION'S CONCERN FOR SOCIAL GOALS WILL INCLUDE A POLICY OF ENCOURAGING AND SUPPORTING HARD-TO-MEASURE INTANGIBLES SUCH AS OPEN SPACE PRESERVATION, CLEAN STREAMS AND WILDLIFE DEVELOPMENT WHICH, IN THE PAST, OFTEN HAVE COME OFF SECOND BEST IN COMPETITION WITH DRAMATIC STRUCTURAL FEATURES OF RIVER MANAGEMENT.

THE COMMISSION WILL STUDY AND CONSIDER ALL CONCEIVABLE ALTERNATIVE MEANS OF MEETING WATER PROBLEMS TO THE END THAT THE MOST ECONOMICALLY ADVANTAGEOUS SOLUTIONS MAY BE PURSUED. THUS, NONSTRUCTURAL MEASURES WILL BE CONSIDERED AS WELL AS GREAT DAMS, AND THE CONSERVATION OF WATER USE AS WELL AS PROVIDING NEW SUPPLIES.

THIS COMMISSION IS WILLING TO BE AN INNOVATOR, AND ITS UNIQUE ADMINISTRATIVE FORM IS WELL SUITED TO THIS ROLE. THE COMMISSION WILL EMPLOY NEW TECHNIQUES THAT COME FROM RESEARCH LABORATORIES AND FROM UNIVERSITY CAMPUSES. BY THIS AND OTHER MEANS, THE COMMISSION WILL ADD TO THE NATION'S STORE OF EXPERIENCE IN THE BUSINESS OF RIVER BASIN DEVELOPMENT.

THE COMMISSION WILL SERVE AS AN INSTRUMENT THROUGH WHICH WE CAN BEGIN LEARNING MORE ABOUT THE RELATIONSHIP BETWEEN WATER RESOURCE DEVELOPMENT AND ECONOMIC AND DEMOGRAPHIC CHANGE IN A RELATIVELY MATURE AND HEAVILY INDUSTRIAL URBAN COMPLEX. MOST OF WHAT IS ALREADY KNOWN ABOUT THIS RELATIONSHIP BETWEEN WATER AND ECONOMIC GROWTH COMES FROM EXPERIENCE IN NEWER AND MORE RAPIDLY GROWING AREAS IN THE WEST AND SOUTHWEST. WE MUST GUARD AGAINST ARBITRARILY APPLYING THAT KNOWLEDGE TO EASTERN RIVER BASINS WITH THEIR HIGHLY ORGANIZED METROPOLITAN ORGANIZATIONS.

THE COMMISSION SHOULD UTILIZE ITS UNUSUAL FEDERAL-INTERSTATE COMPOSITION AS AN EFFECTIVE INSTRUMENT FOR RECONCILING INTERGOVERNMENTAL DIFFERENCES BEFORE THEY MUSHROOM INTO MAJOR DISPUTES.

IN ITS JOINT ROLE AS EXPEDITOR, COORDINATOR, PLANNER AND ARBITRATOR, THE COMMISSION WILL NOT LOSE SIGHT OF ITS OTHER RESPONSIBILITIES FOR DIRECT ACTION AS PROVIDED FOR IN THE COMPACT. THOUGH WE SHALL WORK THROUGH OTHER AGENCIES TO THE MAXIMUM EXTENT, THERE WILL BE TIMES AND SITUATIONS WHEN THE COMMISSION MAY FEEL THAT ITS ASSUMPTION OF DIRECT RESPONSIBILITY WOULD BE VERY MUCH IN THE PUBLIC INTEREST. THIS ROLE OF DIRECT ACTION MAY INCLUDE THE DESIGN, CONSTRUCTION, OPERATION AND MANAGEMENT OF WATER RESOURCES PROJECTS AND FACILITIES, AS WELL AS THE STRENGTHENING OF REGULATORY PROGRAMS.

AND FINALLY, THE UNUSUAL SCOPE AND FLEXIBILITY OF THE COMMISSION'S ORGANIZATION CAN PROVIDE IT WITH A UNIQUE OPPORTUNITY TO EXPERIMENT WITH THE PLANNING AND PROGRAMMING OF WATERSHED MANAGEMENT PROGRAMS WHICH REPRESENT THE MAXIMUM PARTICIPATION OF FEDERAL, STATE AND LOCAL INTERESTS IN THESE DEVELOPMENTS.

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