

## REGIONAL PLANNING AS VIEWED BY A PUBLIC AGENCY

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The scientist should be deeply interested in planning. The process of planning is scientific—it is, essentially, the scientific method applied to the development of a course of action. It involves: first, a determination of goals or directions, or the general results sought; second, a determination of the facts, or research, an analysis of the situation, of the obstacles that must be overcome, and of means available to overcome those obstacles; third, an analysis of the various plans available; fourth, a determination of the best plan; and fifth, a recommendation, or series of recommendations, to put that plan into effect. Planning provides the basis for and leads up to the next step in a logical course of action—that of decision. The planning process is thus a part of the management process, which should also be scientific in its combinations of planning, personnel, supply, logistical, financial, and operating controls.

The basis for planning is largely provided by science—thorough scientific research particularly in the fields of geography, resources, political economy, organization, and management.

Moreover, the people concerned with planning on its technical side are largely in scientific and related fields—geography, resource management, industrial research and management, engineering, architecture, economics, sociology, political science, public administration, and others. I say on the technical side, because, in a democratic society, planning is the concern of all of the people, and all must have a voice and a hand in de-

\* Views expressed in this paper are those of the author rather than those of the Department of the Interior.

It should be truly and scientifically realistic—not just realistic with regard to a few tangible factors and utterly unrealistic as to other important but more intangible factors. It can be truly democratic in aim and practice and in the resulting decisions.

Government can nowhere—from the community on up to national government and United Nations—forego the planning process and adequately serve its people.

Nationally, planning must deal with the national economy and with ways and means of improving its structure and functioning.<sup>1</sup> It must deal with the framework of resource and functional elements that support that economy and with the regional economies that form segments of that economy. It must inventory, analyze and reduce to reasonably simple terms the essentials of the national and regional economy.

Most important national planning must provide a system of functional and overall planning for resource conservation and development. Unless the Nation's resources are managed on a sustained yield basis, it cannot remain first rate in wealth, security and living standards. The Nation must also plan for economic stability and progress—it must plan broad controls, incentives and compensating factors to maintain investment and finance, income, production, and employment on a high and steadily rising level. Unless it can do so, the sharp swings of inflation and deflation are inevitable. The Nation must also plan to keep up its operating plant, its public works and improvements, and its organization.

With other nations, the Nation must cooperatively plan for world resource conservation and development, for monetary and credit stability, for international trade, for political and economic security. Without these, recurring wars seem inevitable.

Regional planning stands between na-

tional planning on one side and state and local planning on the other. It is a part of national planning—one of the major means of accomplishing national planning, as stated. It must be built up in large part from state and local plans, drainage basin and other area plans, and it must strongly support planning on those levels. As in the case of national planning it involves the concept of regional economy—seeing what it is, what it has, what it needs, where it is going, where it should go, and how some degree of design can be brought into its development. It concerns a great many people, a number of governmental entities and agencies, institutions and businesses, which must somehow be made participants in the process of planning, programming and development.

Broadly following the logical and scientific approach to regional planning, it would be advantageous to discuss regional planning of the Pacific Northwest.

The fundamental objective of regional planning must be to develop a series of strong regional economies in a stronger national economy—not a series of self-sufficient economies, but economies better balanced within themselves and in relation to the national economy, and providing a better division of labor, better regional contributions, and a more efficient functioning of the whole machine. With such an objective would go these corollaries.

Increasing the capacity of the region as location for people, homes, communities, industries, and public and private services.

Enhancing and securing the national supplies of essential goods and services; such as, food and fiber, minerals, forest products, heat and energy.

Improvement of individual, as well as regional and national well being and security.

The attainment of these objectives involves many and diverse planning problems. Those that are paramount, however, are those of regional management, since we are already quite far

<sup>1</sup> THE STRUCTURE OF THE AMERICAN ECONOMY, National Resources Committee, 1939.

advanced in the techniques of individual fields of development. For regional management we must accomplish regional research, analysis, planning, and programming, organization, coordination and cooperation. The application of some kind of design is needed—design for the rational utilization and conservation of resources, for the development of a strong, well-linked-together industry, for the better use of land and water, for a better pattern of settlement, for better communities and better homes.<sup>2</sup>

The various regions have their special places in the national economy, because of their individual characteristics, resources and locations. They can and should fill those, but without overspecialization; diversity and balance should be maintained in accordance with capabilities. The Missouri Valley, for instance, may well continue to play its special "bread basket" part in the national economy, but it should also be a much stronger and better balanced economy in its own right. The Pacific Northwest may and should continue to play its "wood lot" role, and fill yawning gaps in the manufacturing side of its economy. "Colonial" regional economies, dependent upon extraction and "export" of low-price raw and semi-processed materials and the purchase and "import" of high-price manufactured goods are not conducive to the strongest national economies. The regional economies should not and cannot be replicas of the national economy, but each should be developed into the best possible component of a firmly and broadly underpinned national economy.

These things are all, of course, applicable to Pacific Northwest planning. And here, in this region, the problem seems somewhat easier to get hold of than is usually the case. We know we have a region—we are more aware of our regionality than are most substan-

tial areas. We know more of our regional economy and its essential characteristics, its strengths and weaknesses, what makes it go, and what it needs.<sup>3</sup> While the region is marked by no fences or dot-and-dash lines on the map, most of the people understand where it begins and ends. For most purpose it includes Washington, Oregon, Idaho and western Montana, or, in drainage basin terms, the Columbia Basin and the related coastal and interior drainages of Washington and Oregon. The position of the region is strategic with respect to a good deal of western North America and the Pacific. Its gateways to the interior are among the continent's best. The resources of the region are varied and extensive. They are outstanding in some branches of agriculture, grazing, forests, many essential minerals, water, hydroelectric power. The region's economy is generally conceded to be of the young, immature, type—verging on the so-called "colonial." It is primarily an extractor and producer of raw materials such as timber, grain, farm products, livestock, wool, metals. These materials go out of the region largely in native and semi-processed states, for example, meat "on the hoof," wool "in the greases," logs and lumber. The region does not "add value" by manufacture to the extent that it should. The pattern of the region's trade is not well balanced—three-quarters or more of the exports have been in products of farms and forests, and three-quarters or more of the imports in manufactures.

The region is lusty, growing, rich in native heritage, promising. It lives well, as standards among regions go, but it lives much too largely on its capital resources themselves, rather than through the increment added by technology, processing, and manufacturing. The economy needs more diversity of activity. Fortunately, it is rich in the large and diverse potential opportunities. It is capable of filling a more important role in the national economy.

The war has had some tremendous effects on the region and its economy, but it has not yet changed the essentials

<sup>2</sup> DEVELOPMENT OF RESOURCES AND OF ECONOMIC OPPORTUNITY IN THE PACIFIC NORTHWEST. National Resources Planning Board, 1942.

<sup>3</sup> REGIONAL PLANNING, PART I—PACIFIC NORTHWEST. National Resources Committee, 1936.

just sketched.<sup>4</sup> There has been a large industrial expansion. But this was not a well-balanced expansion nor was it altogether a stable one. It tended to fill in some of the gaps, it expanded industrial labor force, it expanded industrial plants in several directions, it increased population sharply, and on the whole was highly stimulating.

Behind the war expansion was the power development begun several years before the war, which by the early 1940's had doubled the power capacity of the region. That power plant is still here, but it is already used to full capacity. The region has thus benefited by wartime additions to its energy, industry, plants, labor force, and skill. In the post war, these benefits are continuing for the most part. The people and the plants are still here and will remain and produce under good planning and management. After a brief cut-back, production is being resumed, and the power curve is on a strong upswing again. In fact, the prospects for the future are so promising that the installation of additional generators and the construction of new dams of the Columbia system must be expedited to prevent a power shortage during the next several years.<sup>5</sup> The region must be "bullish" about new power supply as well as new industry. The region needs development, and quickly, for reconversion and stable employment in this less industrialized and diversified area. The development of opportunity should be speeded up to keep pace with the faster process of immigration. Development is needed to complete the immature regional economy, to increase its contribution to the national economy.

In the coming years and decades, the region's further and much larger contributions hinge on the continuation and expansion, on a well managed basis, of the development program begun with two separate projects 13 years ago. A better distribution of projects and bene-

<sup>4</sup> "Pacific Northwest States 'Economic Potentials,'" R. F. Bessey, Pacific Northwest Marketing Conference, NORTHWEST INDUSTRY Bureau of Business Research, University of Washington, 1946 (Also Seattle Chamber of Commerce, 1946).

<sup>5</sup> ANNUAL REPORT, Bonneville Power Administration, 1946.

fits throughout the region is necessary for optimum and equitable results. Land reclamation, interrupted by the war, should be resumed. Irrigation can add readily enough, 3 or 4 million acres to the region's 15 or 16 million acres of crop land. Power capacity can readily be expanded to 25 million kilowatts from its present total of under 3 million. In the next quarter century, not too far to look ahead in large scale regional and national planning and development, a sound economic basis in farm, industrial and service opportunities for a million workers can be laid for at least 3 million additional people in the Pacific Northwest.

This rough estimate of added population is intended as a statement of potentiality rather than as a prediction. It is, however, likely to materialize, in whole, or in considerable part, given a dynamic and progressive national policy of investment in regional resources, conservation, development and management.

The Pacific Northwest basin development program can be carried forward to a distinct national profit measured in several ways: in savings in costs of transportation; in increased farm production and income; in increased industrial production; in increased general wealth and income; in increased taxable wealth and public income. In addition, direct repayment can be made from power revenues of Federal investment allocable to power, and from water charges and power revenues for costs allocable to irrigation.

The land development involved in the continuing regional program is needed regionally for addition to its limited percentage of arable lands and to parallel anticipated industrial development, and nationally for new population and settlement opportunities, new markets, and replacement of lands passing below the margin.

The power is needed regionally for new and broadened industrial and general development, and for a significant and necessary addition to the national supply of energy.

These are the things that regional planning must deal with and that the region's leaders should know about the regional economy—though in greater detail.

They should also deal with the means that are open to government to improve the base of that economy—to set the stage for private and public enterprise to build upon to provide economic opportunity and its products. Multiple purpose development — of irrigation, power, transport, and other uses of land and water—will be a principal factor and one in which the Federal Government must play a leading role. And beyond that basic program must be scientific, overall regional planning and broad and well-correlated scientific research. A program for conservation, development, control and use of the water in a stream is one that will bring results; it is one that requires and will respond to overall planning; it is one in which objectives and responsibilities can be defined; and it is one which is compact and widely enough to be susceptible to effective management.

The objectives and scope of a regional development plan and program are, of course, much broader than a river basin program. On a more inclusive basis others must be considered: (1) land management, land use stabilization and soil conservation; (2) land development, reclamation and settlement; (3) forest management and sustained yield; (4) water development and management; (5) hydroelectric power development and management; (6) mineral development and utilization; (7) industrial expansion and diversification, and manufacturing; (8) improved distribution and marketing; (9) transportation development and coordinated transportation; (10) social, economic and technological betterment; (11) cultural betterment and recreation; and (12) improvement of governmental machinery.<sup>6</sup> Some of these are matters for individual management; some for basic and overall

<sup>6</sup> DEVELOPMENT OF RESOURCES AND OF ECONOMIC OPPORTUNITY IN THE PACIFIC NORTHWEST, National Resources Planning Board, 1942.

drainage basin development management; and some primarily for development by many institutions and people on an individual enterprise basis. The relationships of all phases and trends of development should be appraised in regional planning, and there should be a maximum of correlation on conservation and developmental projects of all kinds.

The main avenue to sound and timely regional planning and development, on a basis both scientific and businesslike, lies in governmental organization, and regional planning must deal with this. Only here can the main responsibility be lodged for planning, for upbuilding the base for the economy, and for priming and broadly controlling the movement of the complex economic machine with its myriad public and private components. The economic development of the region, with maximum benefit to the region and its people and the Nation, and with best assurance of financial and other economic returns, is highly dependent upon the application of certain basic principles in regional development organization. These might be epitomized as follows.

1. Management of the basic and key basin development programs and projects by a single regional development organization should be provided.
2. Overall direction, strong leadership and responsibility for an integrated Federal development program should be provided.
3. Conserving and developing the wide range of resources under jurisdiction and control of the Federal Government. The magnitude of that responsibility and the division of other resource responsibilities are such that only the Federal Government can take the leading position in overall regional resource management.
4. The rights, powers, and responsibilities of the states should be fully recognized, and a cooperative Federal-interstate relationship in con-

mission is to be carried out and the desired goals reached. What we now have organizationally, and with particular reference to the basic drainage basin development, in essence, is highly skilled and competent Federal agencies operating on a departmental and specialized basis in the several fields of navigation and flood control, irrigation, power, soil conservation, and so on, plus a certain amount of voluntary inter-agency coordination at Washington and regional levels. What we do not have, conspicuously, is overall cooperative Federal-interstate regional planning, and overall Federal development management—that is, planning, programming and financial management of the basic Federal drainage basin development program. We do not have a close coordination of all major resource conservation and development plans.

5. The regional development organization should have the semi-autonomous, and quasi-corporate powers suited to the responsibility and the task; it should be located in the region where it can properly respond to regional conditions and needs.

6. The regional organization should develop and maintain a unified plan, program and budget for major Federal basin conservation and development activities on a regional-wide basis.

7. The regional organization should effectively coordinate design and construction of Federal projects, with each other as well as with the region's need, under the major program of improvement.

8. The regional organization should have direct control and supervision of Federal power planning, construction, operations and marketing.

9. The regional organization should participate in and coordinate research, experiments, and demonstrations, through the pilot plant stage, by Federal agencies; and so far as possible it should aid and cooperate in such related work by state, local and private organizations.

10. The regional organization should effectively coordinate operation of key Federal works and projects, including control of release of waters in the stream in harmony with established legal rights and the higher needs of irrigation and domestic supply.

These principles are, of course, especially applicable to planning for the West in general and the Pacific Northwest in particular. So, regional planning requires a knowledge and consideration of regional development organization; it must know organization as one of the important tools with which the regional

mission is to be carried out and the desired goals reached. What we now have organizationally, and with particular reference to the basic drainage basin development, in essence, is highly skilled and competent Federal agencies operating on a departmental and specialized basis in the several fields of navigation and flood control, irrigation, power, soil conservation, and so on, plus a certain amount of voluntary inter-agency coordination at Washington and regional levels. What we do not have, conspicuously, is overall cooperative Federal-interstate regional planning, and overall Federal development management—that is, planning, programming and financial management of the basic Federal drainage basin development program. We do not have a close coordination of all major resource conservation and development plans.

During the life of the National Resources Planning Board and its predecessors we did have in the Pacific Northwest a regional planning commission composed of representatives of the state planning agencies and the Board.<sup>7</sup> It was effective in laying out many of the important conservation and development problems of the region and directions for their solution—some of which have already gone into effect. The Bonneville Power Administration, with its responsibilities for interconnection of plants, transmission to load centers, and power sale, has carried with it a vital interest in the regional economy as its marketing area, and has found necessary a degree of regional resources, industrial and developmental planning.<sup>8</sup> A growing responsibility for the wholesale power supply of a great region has further enhanced this interest in regional economy. The Administration's concern with repayment of the power investment and with aids to land development has further heightened its interest in an integrated, programmed and budgeted plan and program for the continued development of the Pacific Northwest.

<sup>7</sup> See reports of Pacific Northwest Regional Planning Commission, and National Resources Planning Board.

<sup>8</sup> PACIFIC NORTHWEST OPPORTUNITIES, also ANNUAL REPORTS, 1943 and 1946, Bonneville Power Administration.

For the past few years, since the abolition of the National Resources Planning Board, drainage basin investigations and reports have been coordinated to a significant extent through the Federal Inter-Agency River Basin Committee, operating under quadripartite agreement among the principle Federal agencies concerned—the Departments of War, Interior, Agriculture and the Federal Power Commission. (The Department of Commerce has recently been added.) Under the shield of the Federal Committee some regional or drainage basin committees have been formed. The Missouri Basin Inter-Agency Committee has been in operation for over a year, and the Columbia Basin Inter-Agency Committee for several months. The Columbia Committee is composed of regional representatives of the component Federal agencies of the Federal Committee plus the Bonneville Power Administrator. The governors of the Columbia Basin states or their representatives have been asked to participate in the Basin Committee.<sup>10</sup> These governors had previously, in 1943 as the Northwest States Development Association, adopted a unified post-war development program for the Columbia Basin and pro-

posed governing principles for that development.<sup>10</sup>

More recently, the Department of the Interior has formed the Pacific Northwest Coordination Committee, composed of the ranking regional officers of its eight agencies, for the purpose of achieving successful coordination of the Department's own program in the Pacific Northwest and of facilitating cooperation with the appropriate Federal, state, and public agencies. The Agencies included are Bonneville Power Administration, Bureau of Reclamation, Office of Indian Affairs, Bureau of Land Management, Bureau of Mines, Fish and Wildlife Service, Geological Survey, and National Park Service. The Department of Agriculture has a Pacific Northwest regional advisory committee for similar purposes within that Department.

Both the Intra-Departmental and Inter-Departmental machinery are necessary and desirable and undoubtedly will prove to be effective. The effort is largely voluntary, however, and still needed, as previously stated, are certain definite responsibilities for planning, programming and financial management of the essentials of the basin development program.

## SMOKEJUMPING, AIRPLANE TRANSPORT AND HELICOPTERS IN FUTURE FOREST FIRE CONTROL

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The title of this article implies a prediction. Predictions or forecasts, to be correctly interpreted, should be specifically designed as probabilities, or as possibilities, in order to establish a degree of certainty.

In forest fire control the realm of possibility extends far beyond the visible limits of probability. The former is limited only to development of knowledge and mechanics, while probabilities are circumscribed by economics, public attitudes, and that element of caution which must safeguard the progress of any activity involving the future of a vital resource. Hence, a plan for forest fire protection must take into account the financial aspects, the influence of public and national demand, and the professional facilities which will dominate the period under consideration. Then too, we must allow time for conversion of human attitudes and physical facilities, from the old to the new. The more radical or drastic changes require more time for professional and organizational readjustment and for liquidation of the old plant. History provides a guide for estimating the time element in major transitions in forest fire methodology.

In stating my expectancy of the influence which air transportation will have in forest protection, I shall restrict my estimate to probabilities of the next 10 years. I am assuming that the current trend of public and industrial interest in management of natural resources will be accelerated by a growing scarcity of forest products and a greatly increased public use of forest lands. Economic need and popular demand for better forest protection is anticipated. Like the control of disease or enemy

armies, successful fire control requires effective, adequate attack immediately following inception. Too late rather than too little has most often been the reason for devastation of our forests by fire. Thousands of fires have grown from a single spark into conflagrations while our attack forces trudged wearily through miles of rugged mountain country only to arrive too late.

During the decade of the twenties, in the era of pack trains and foot transportation, it was not uncommon for fires to spread 36 hours or more before being attacked by a lone fireman. Too often that fireman arrived worn and exhausted by a long grueling hike under heavy back pack. Reinforcements came days later—too late, and big costly fires resulted. Damage reached inestimable figures. A great decentralized organization of men, equipment and pack trains was essential to fire protection under a trail transportation scheme. Men were spotted throughout the forests on virtually every mountaintop and major trail intersection. Even so, sufficient strength could not be concentrated with sufficient rapidity on any one fire to assure success. Movement was too slow and the point of emergency could not be determined in advance. Hence, a big part of the organization could not be brought into action although many parts of the region were sorely in need of assistance.

The following decade, the nineteen thirties, brought us the age of the automobile and truck road. Attack was greatly improved. More men and equipment reached fires with less delay and less fatigue. Some reduction of force was effected because road travel made concentration of facilities more possi-

<sup>10</sup>THE PACIFIC NORTHWEST, ITS RESOURCES, POTENTIALITIES, DEVELOPMENT, (in preparation), Columbia Basin Inter-Agency Committee, 1947.

<sup>11</sup>COLUMBIA RIVER BASIN POST-WAR DEVELOPMENT PROGRAM, Northwest States Development Association.