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Christopher M. Granger
FOREST MANAGEMENT
IN THE
UNITED STATES FOREST SERVICE
1907-1952

Edited By
Amelia R. Fry

Berkeley
1965

Produced under the auspices of
Resources for the Future



Christopher Cranger

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PREFACE

This interview was made possible by a grant from Resources for the Future, Inc., under which the Regional Oral History Office of the Bancroft Library at the University of California at Berkeley embarked on a series of interviews to trace the history of policy in the U. S. Forest Service. Dr. Henry Vaux, Professor of Forestry, University of California, Berkeley, is the Principal Investigator of this project. Copies of the manuscripts are on deposit in the Bancroft Library of the University of California at Berkeley; also in the Department of Special Collections, UCLA Library; in the Forest History Society, Yale University; and in the library of Resources for the Future, Washington, D. C.

The Regional Oral History Office was established to tape record autobiographical interviews with persons prominent in the recent history of the West. The Office is under the administrative supervision of the Director of the Bancroft Library.

Willa Klug Baum, Head
Regional Oral History Office

Regional Oral History Office
Room 486 The Bancroft Library
University of California
Berkeley, California

THE RESOURCES FOR THE FUTURE SERIES
tape recorded interviews on
THE HISTORY OF FOREST POLICY, 1900-1950

1. Clepper, Henry, Executive Secretary, Society of American Foresters.
2. Dana, Samuel T., Dean, School of Natural Resources, University of Michigan
3. Gill, Tom, Forester, author, head of Pack foundation.
4. Granger, Christopher, Assistant Chief of the Forest Service, national forest administration.
5. Hall, R. Clifford, Director, Forest Taxation Inquiry.
6. Hartzog, George B., Director, National Park Service.
7. Hornaday, Fred, Executive Vice-president of American Forestry Association; and Pomeroy, Kenneth, Chief Forester for A.F.A.
8. Kotok, I. E., Assistant Chief of the Forest Service, state and private forestry; research.
9. Kniepp, Leon F., Assistant Chief of the Forest Service, land and acquisition.
10. Marsh, Raymond, Assistant Chief of the U. S. Forest Service under Earle Clapp.
11. Peirce, Earl, Chief, Division of State Cooperation, USFS.
12. Ringland, Arthur, Regional Forester, Region 3; Executive Secretary of National Conference on Outdoor Recreation; founder of CARE.
13. Roberts, Paul, Director, Prairie States Forestry Projects;
14. Shepard, Harold B., in charge of Insurance Study, conducted by the Northeastern Experiment Station with Yale University.
15. Sieker, John H., Chief of Division of Recreation and Lands.
16. Swift, Lloyd, Chief of Division of Wildlife Management.

DESCRIPTION OF SERIES

Interviews: A Documentation of the Development of
the U.S. Forest Service 1900-1950

This Resources for the Future interview series on the birth and development of the Forest Service began as a sudden disturbance in the ever-active brain of Ed I. Kotok in early 1964. One wintry day in early 1964, as we were putting away the tape recorder after one of our last sessions together, I mentioned casually that I would not be in the Bay Area for the summer: I had to go East.

Ed's eyebrows shot up. It was obvious that a final piece had fallen into place in a mental jigsaw that he had been carrying around for some time. He said that there were quite a few of his retired colleagues still in Washington, D.C., some of whom were the original "Pinchot boys." If only, he mused, the Oral History Office could find financing for an entire series on the Forest Service, maybe from a foundation like Resources for the Future.

Henry Vaux, then Dean of the School of Forestry at Berkeley, was the logical one to turn to. He gave advice and counsel on a priority system for selecting the men to interview. From deep in his perspective of specialized knowledge of forest policy, he saw the opportunity to preserve information that would otherwise be permanently lost.* At best, the tape-recorded memoirs could reveal, more frankly than annual reports and official letters, some of the political and economic facts of life that influenced the development of policy in the agency. The actual decision-making process, told first-hand and linked with the official rationales and actions on particular issues, could be useful in appraising contemporary policy questions and their multiple alternatives. Today, as in 1905, forest policy is a field where special interest pressures are in a state of varying equilibrium with the public interest. To see the policies and decisions of the past materialize, to witness through the administrators' eyes the expected or (more often) the surprising effect of those actions in the past - such a visible continuum could provide a depth of experience for those who are presently wrestling with the economic and political disequilibriums of resource management.

Horace Albright, a veteran interviewee of oral history operations, lent his encouragement to us and probably his enthusiasm to his friends on the board of Resources for the Future. We contacted three top-priority potential interviewees to see if they were willing to indulge us in our tape recording scheme, and we received a yes, a no, and a maybe. This changed to two yeses and, in place of the no, a substitute interviewee equally as valuable. By late spring, a modest grant to the Oral History Office marked the beginning of the series, Henry Vaux agreed to be Principle Investigator, and we were off.

* See appendix, Letter from Vaux to Fry, March 20, 1964.

Structure of the Series

The series, with a working title of "The History of Forest Service Policy, 1900-1950", began and ended as a multiple use project. Its major aim was to provide tape-recorded interviews with men in the Forest Service who during most of the half-century had been in policy-making positions. The series also served as a pilot attempt to try the relatively new technique of oral history as a method of gathering primary information within a specific subject field (one which might be defined here as the origins, operations, and effects of policy in public administration). The method, in turn, was hung on the superstructure of a list of retirees who were considered to be able to contribute the most to that subject.

Each major interview contains the standard stock of questions on Service-wide controversies of the past: the attempts to reorganize the conservation agencies - specifically, to transfer the Forest Service out of the Department of Agriculture; the efforts to get passage of federal legislation that would have regulated timber management on private lands; the competition with other agencies and with private owners for land acquisition determinations; on-going issues, such as competing land uses like mining or grazing, which often reflected years of patient negotiation with and bearing up under the pressures of well-organized special interest groups.

Each interview covers as well topics that are unique to that particular person's experiences, so that tracing "policy in its origins, operations, and effects," necessitated a detective job to discover, before an interview took place, those policy questions with which the particular individual had had experience. It was here that an interviewee's own contemporaries frequently gave guidance and counsel; advice was also provided by academic specialists in forest economics, recreation, fire control, silviculture, and so on.

Given questions on the same subjects, the interviewees sometimes speak to them from contrasting points of view, and thereby provide a critique of inner validity for the series. For instance, while Lee Kneipp and Ed Crafts comment on the informal power in Congress of the Forest Service's widespread constituency, other men (such as Ed Kotok) who actually had been in the field and involved in local public relations verify how the system worked.

The structure of an oral history series depends on many factors beyond the control of the oral historian: the health of the interviewee, his willingness to interview, and how much he can or will say about his career. The fluid state of our interview list caused our cup to runneth over more than once with more interviewees than we could add to our original list of three. Twice the list was enlarged - and fortunately funded further by Resources for the Future. The phenomenon of expansion was due largely to the tendencies of a few memoirists (especially Christopher Granger, Lee Kneipp, and Raymond Marsh) to touch lightly on events in which he had only slight involvement, then refer the interviewer to the man who could tell the whole story from a leader's eye view. The result is that some of the interviews on the accompanying list are one-subject, supplemental manuscripts.

Results

One will find more comprehensive and general information in the longer interviews of Christopher Granger (who was the head of timber management), Ed I. Kotok (Research; state and private forestry), Leon F. Kneipp (land acquisition and management), Arthur Ringland (field activities in setting up the new forests under Gifford Pinchot), Tom Gill (international forestry), Ed Crafts (Congressional relations), and Samuel T. Dana (Research; forestry education), the latter interviewed in cooperation with Elwood Maunder of the Forest History Society. Earle Clapp (research, Acting Chief), shunned the tape-recorder and is currently proof-reading his own written account of his career, a manuscript that will be deposited in Bancroft Library along with the other interviews.

The single subject interviews consist of Paul Roberts on the shelter belt project of the New Deal; R. Clifford Hall's account of the Forest Taxation Inquiry, coupled with H.B. Shepard's story of the Insurance Study. A view from without is provided by Henry Clepper of the Society of American Foresters and Fred Hornaday and Kenneth Pomeroy of the American Forestry Association - a trio who provide a fitting introduction to the series for the reader. George B. Hartzog, Director of the National Parks, comments on the relationship of the two agencies; Earle Peirce gives a first-hand account of the first time the Forest Service stepped in as principal agent in salvage operations following a disastrous blow-down on both state and private timberlands. John Sieker and Lloyd Swift both contributed a telling picture of their respective divisions of recreation and wildlife management. Without these shorter, from-the-horses' mouth accounts, the series would have sacrificed some of its validity. There are of course still other leaders who can give valuable historic information on policy development, men who perhaps can be included in the Forest Service's current efforts to further document its own Service history.

With a backward glance at the project, one can say that the basic objective of tape-recording, transcribing, and editing interviews with top men in the Forest Service was realized. The question of quality and value of the interviews must be decided later, for the prime value will be measured by the amount of unique material scholars use: the candid evaluations of leaders by other leaders, the reasons behind decisions, and the human reflections of those in authority; how they talked in conversation, how they developed trends of thought and responded to questions that at times were neutral, at other times challenging. The value of the series also depends on how many leads lie in the pages of the transcripts - clues and references that a researcher might otherwise never connect in his mind or in the papers and reports he reads.

Since this series was built with tentative hopes that in the end it could justify itself both as a readable series of historical manuscripts and as a valuable source of easily retrievable, primary material, a master index of uniform entries from each volume was developed after the transcripts came out of the typewriter and landed on the editor's desk. Dr. Henry Vaux helped in setting up the broad areas of subjects to be included, and as entries were

added, the Forest History Society at Yale became interested. At present the development of the index is a cooperative enterprise between the Oral History Office, the Forest History Society, and the U.S. Forest Service. A master index of uniform headings from each volume is available at the Oral History Office and at the Forest History Society.

By-products

One frequently finds that the oral history process is a catalytic agent in the world of research. First, it stimulates the collection of personal papers and pictures which, while valuable during the interview in developing outlines and chronology, are later deposited either with the transcript in Bancroft Library or with related papers in another repository.

Another happy by-product comes from the more literate who are motivated by the interview to do further research and writing for publication. Thus, Paul Roberts is currently writing an entire book, complete with all the documentation he can locate, on the shelter belt, its whys and hows. Ray Marsh is meticulously combining both writing and recording in a painstaking, chapter-by-chapter memoir which will cover his earliest reconnaissance days, the administrative posts in New Mexico, the fledgling research branch, and his work with Congress; his stories of those earliest years have already appeared in American Forests. Tom Gill, fortunately frustrated by the brevity of the interviews, which were condensed into the short travel schedule of the interviewer, is writing a more comprehensive treatise that will no doubt be unique in this or any other forest history: Tom Gill on Gill and international forestry.

Also, there is the self-perpetuation phenomenon-- oral history begetting more oral history. The interview with National Park Director George Hartzog has led to serious efforts on the part of the Park Service to establish a regular annual interview with the Director-- not necessarily for publication. Also under consideration is a Service-wide plan for oral history interviews of all its major leaders, which could serve as a continuation of the series conducted by Herbert Evison in the early 1960's.

Ed Kotok did not live to see the finished series. Just as Lee Kneipp never saw his finished manuscript, and Chris Granger's final agreement, covering the use of his manuscript, was found still unmailed on his desk after his death. All other contributors, however, were able to devote hundreds of man hours to the reading, correcting, and approving process required in finishing a manuscript. Although Ed did not get to read and approve his own transcript, all who knew him will agree that the series stands as one more symbol of his propensity for plunging in where few have tread before.

(Mrs.) Amelia R. Fry
Interviewer - Editor

UNIVERSITY OF CALIFORNIA
SCHOOL OF FORESTRY
AGRICULTURAL EXPERIMENT STATION

March 20, 1964

KELEY 4, CALIFORNIA

Mrs. Amelia R. Fry
Regional Cultural History Project
486 General Library
Campus

Dear Mrs. Fry:

The significance of the proposed project for securing information from certain selected people long associated with the development of the U. S. Forest Service rests on two facts. On the one hand, there are a small number of men still alive whose personal experience and memory covers virtually the entire history of the growth and development of the Forest Service since 1905. If we are to secure the best possible insights and understanding of the history of the Forest Service as a conservation agency the recollections and mature viewpoints of these men who were associated with the Service throughout their careers would provide unique and invaluable source material. The time remaining during which this information could be collected is obviously limited. A second justification is found in the fact that to date there has been no comprehensive historical evaluation of the role of the Forest Service as a conservation agency. Ise has published a critical history of National Park policy under the sponsorship of Resources for the Future which serves as an initial evaluation of the National Park Service. About 1920 Ise published a study on forest policy but that is obviously now confined to only a very small part of the significant history. A series of ^{inter}views such as are suggested in the present proposal could provide both new source material and the inspiration for a critical historical evaluation of the Forest Service.

The results would be of the greatest importance to the field of forest policy. The Forest Service pioneered both the articulation and the implementation of the concepts of sustained yield and multiple use as policies for natural resource management in the U. S. It instituted numerous innovations in the organization and administration of programs of handling federally owned resources. It developed on a large scale new techniques for cooperation with state and local units of government in such matters as fire protection and landowner education. It pioneered in a number of respects in the development of research as a functioning guide to operational policy of the government. Each of the contributions just enumerated are of the greatest possible significance for forest policy and for important implications going far beyond the natural resources field. The project here proposed would throw much light on the way in which each of the innovations noted above developed and would contribute greatly to our understanding of them.

Very sincerely yours,

Henry J. Vaux

INTERVIEW HISTORY

Christopher Granger and I first met in the Cosmos Club in Washington, D.C. in May of 1964. There, where probably many times before he had talked out decisions facing him, we discussed the proposal for him to tape record his memoirs as a part of the Resources for the Future series on the history of forest policy. Ed Kotok had some months before talked to his old friend about the project, and Granger had written me that he would be happy to cooperate, but that he was dubious as to what his memoir could contribute for posterity and that he preferred to write out as a "brief, concise document" any such story of his life rather than be interviewed.

That day in the Cosmos Club he explained to me again that he could not, he felt, sit down over a microphone and relate in off-the-cuff conversation the complexities of the years behind him. Even though, I asked, we carefully worked out an outline for questions beforehand? No; it was too unpredictable. Later I came to understand that the precision of Mr. Granger's mind and the economy of his communications had long been a major characteristic of his administrative style. The retired Assistant Chief was unmoved by my gentle remonstrance that in addition to factual data, his personality and conversational manner would also be of interest to those tracing the successes and trials of the national forests. Nor was he swayed by my assurance that he would have the right to edit the transcript.

In a very few minutes, we had compromised: a memoir, yes; but written out and based on a detailed outline we would agree on. I showed him the questions and topics which I had gathered for the interview outline. He read it, offered advice on the relative emphases of each subject, and added a few new topics. Together we hammered out, filled in, rearranged, checked chronology, and when I returned to the office in Berkeley a master outline was typed up and sent to him. It was August 2, 1965, when his memoir, a pencilled manuscript of fifty-two legal-size pages, arrived in the mail.

It was indeed the "brief, concise document" that he had promised: a lean but accurate, cautious but informative statement from a well-disciplined mind. Hoping for more elucidation at several points in the account, I sent him a list of specific questions. These he answered conscientiously, giving permission for each question and answer to be inserted in its logical place in the manuscript. This was done, and the final typed version was mailed to him in September, 1967, whereupon he immediately proofread it, approved it, and returned it with some material for the appendix, such as the draft he had written for a forest regulation bill. He requested enough additional copies of his memoir to deposit one in the U.S. Forest Service Washington Office and one in the Forest History Society, in addition to the regular repositories.

Two months later, a letter came from Granger's long-time friend and colleague, Raymond Marsh, informing us of the fatal heart attack which had struck Mr. Granger at his home November 21, 1967. Because I had been with

Mr. Granger for only the one conference, it seemed that a more valid Foreword to the memoir could be written by someone who had known him long and well. During another trip to Washington, I talked to many of his friends about the selection of someone to perform this task, and in the process picked up several comments that offered a third dimension to the man and his very lean autobiography. Retired Chief (acting) Earle Clapp, whose fervor on Forest Service issues is well known, was asked to describe what Granger was like to work with. He thought for a moment, then said,

"Granger always said, 'I am an administrator.'" He paused. "That says it."

We laughed. Clapp was being as sparse in his remarks as Granger usually was in his. "He did an effective job. For instance, the CCC," he continued, choosing his words slowly.

"He was good at logistics?" I ventured.

"Yes. Very effective."

Ray Marsh and others mentioned his high intelligence and precise mind in decision-making. Back in 1965, John Sieker had told me, "The most brilliant man in the Forest Service is Chris Granger. And he can tell you about anything." Newton Drury, the Director of the National Parks during the 1940's, scribbled a note describing Chris Granger as "the 'pivot man' in the Washington Office of the U.S. Forest Service." He added, "Like many, he did much good anonymously. He was in the thick of the Jackson Hole episode [involving transfer of some Forest Service land to the National Parks] in which he and Chief Lyle Watts were most cooperative. Also the Olympic [National Park] and other projects. We got along fine."

It was John H. Sieker who wrote the Foreword. Sieker was Chief of the Division of Recreation and Lands, and as such worked directly under Granger for many years.

The history of this memoir is not complete without mentioning the hours of work on the part of Chris Granger's son David in straightening out the legal agreement form which determined the use to which the manuscript may be put. The regular agreement was found, unsigned, on Chris's desk after his death, and many and mighty were the exchanges required before the legal necessities were pinpointed that would permit Chris's wife to sign, as executrix, an altered version of the contract.

Late in 1968 all papers were signed and the manuscripts were sent to the bindery so that the Granger memoir could take its place beside the others in the Resources for the Future series.

Amelia R. Fry
Editor
1968

INTRODUCTION

This document has been prepared for the Regional Cultural History Project sponsored by the Bancroft Library at the University of California. According to a letter of March 20, 1964, from Henry Vaux, Dean of the School of Forestry at the University of California, to Mrs. Amelia Fry, the Project desires information from persons long associated with the Forest Service on the history of the Forest Service since 1905 as a conservation agency. My contribution consists of a partial history of my participation in the work of the Forest Service, observations on the characteristics of some individual leaders in the Service, and other pertinent material.

I entered the Forest Service as a Technical Assistant on July 1, 1907, after graduation from what was then Michigan Agricultural College, now Michigan State University. I progressed through the ranks of Deputy Forest Supervisor, Forest Supervisor, Assistant Regional Forester, Regional Forester, Director of the Forest Survey, and,

during the seventeen years preceding my retirement in 1952, as Assistant Chief, Forest Service, in charge of the administration of the national forests.

Christopher M. Granger

1965

CHRISTOPHER MABLEY GRANGER

Graduated from Michigan State College in 1907.

Entered United States Forest Service upon graduation. Retired 1952.

Began Forest Service career as a technical assistant on the old Sierra South National Forest in California under the then forest supervisor W. B. Greeley, who subsequently became Chief of the Forest Service. In succeeding years held the positions of assistant forest supervisor, forest supervisor and assistant regional forester in the Rocky Mountain region; Regional Forester in the North Pacific region (Oregon and Washington). Transferred to Washington, D.C. in 1930 and became the first director of the Forest Survey of the United States. Headed the Forest Service activities under the Civilian Conservation Corps. In 1935 became Assistant Chief, Forest Service, in charge of the administration of the National Forests. As a "side line" during the second world war directed the guayule rubber project and the Alaska spruce production project.

Served as head of the U.S. Delegation to the third World Forestry Congress in Helsinki, Finland, in 1949.

President of Society of American Foresters 1932-1933.

Served as captain and later major with Forest Engineer troops in France in first world war.

Since retirement has maintained active interest in forest conservation affairs and has helped to influence conservation legislation, appropriations, etc.

Served on a committee to evaluate the conservation organization and activities at Michigan State College.

Received an honorary Doctorate of Forestry from Michigan State College.
Died November 21, 1967, as the result of a heart attack.

Any inquiries may be directed to:

David I. Granger (son)
815 Connecticut Avenue, N.W.
Washington, D.C. 20006
Tele. #298-8686

FOREWORD

Christopher M. Granger's concise, factual summary of his forty-five year forestry career gives an excellent insight into the formative years of the Forest Service and is particularly valuable because he was one of the leaders who made major policy decisions. The statement is far too modest in describing his part in the growth and development of the Forest Service. It is not an overstatement to say that Chris played a prominent role in establishing the Forest Service as an outstanding Government agency with a well-deserved reputation for integrity and efficiency.

Those who worked for and with Chris Granger, or were associated with him, had, by and large, complete confidence in his integrity and had a high regard for his ability to choose the right course of action no matter how complicated the situation. He was always anxious to listen to all sides of a controversy and was then quick to sort fact from fiction. He was not one to waste time appointing committees to consider a problem, nor did he require elaborate briefing before he was ready to testify before a Congressional Committee or to argue an important policy matter.

Only people well-acquainted with the problems of managing publicly-owned wild lands with very valuable resources can appreciate the importance and complexity of the policy decisions which he describes in his remarks. As Assistant Chief in charge of National Forest Administration he was constantly put on the spot by selfish groups or powerful interests who wanted to utilize, or prevent the utilization of, publicly-owned lands or resources as befitted their own purposes and regardless of the public interest or the interests of other groups. Such interests were often able to bring strong pressure. I have never heard that Chris Granger abandoned his principles because of pressure.

His remarks cover major issues involving timber sale policy, stumpage prices, range distribution, protection and fees, recreation development, wilderness, fish and wildlife, watersheds, special use fees, mining claims, mineral leasing, fire control and engineering. His summary is much too short. Volumes could--and should--be written about these questions and the complicated inter-relationships which grow up when publicly-owned lands and resources are in competition with privately-owned lands and resources or are needed by private enterprise. Chris Granger is the man who laid down

sound principles on which to determine how such publicly-owned lands and resources should be made available for use and how to determine the charge for such use.

In all of his business dealings Chris was straight forward (no double talk), dynamic and quite positive. His clear-cut analyses of complicated problems or his devastating destruction of some specious argument was often resented by some who failed to measure up to his standards. He was called cold and distant by some who could not match his intellect.

The Forest Service is a far better organization because Chris Granger was one of its top leaders from 1935 to his retirement in 1952. It was during his period that the Forest Service grew and assumed many new and important responsibilities. The demand for National Forest resources intensified as did the demand for the use of lands. Chris Granger guided the Forest Service through many tight spots and left a clean record behind.

It is interesting to note in his remarks on Earle Clapp (page 89) that he blames F.D.R. for failing to appoint Mr. Clapp as Chief of the Forest Service. One can add that the failure to appoint Chris Granger as Chief was another colossal blunder.

John Sieker
Chief of Division of Recreation
U.S. Forest Service, retired
August, 1968

TRAINING

Early Interest in Forestry

Granger: My interest in forestry began when I was a youth living in Pasadena, California. There was then a forest reserve, now the Angeles National Forest, embracing the nearby mountains. My first interest was in observing the forest fires, then crudely fought by men sent by the county or hired by the local ranger. Fortunately none of these fires during that period was of the vast proportions of those which devastated large areas in later years. However, the brushfields were then, as now, of extreme importance as a ground cover on the watersheds of Pasadena and other communities, and any fire was bad.

One of the "fringe benefits" of those fires accrued to the owner of Grimes Cigar Store on the corner of Colorado Street and Fair Oaks Avenue in Pasadena. He would cash fire-fighters' pay checks at a ten percent discount!

My fondness for the out-of-doors decidedly

influenced my decision to become a forester. I always relished excursions up the Arroya Seco, then Pasadena's only source of water. Once a friend and I packed blankets and food on our backs and camped overnight at the head of the Arroya Seco. We thought the streamside sand would be a soft place for a bed, but found the bumps all in the wrong place! The next morning we were climbing the back trail to Mt. Wilson, when we were overtaken by the forest ranger and his big collie. I recall being impressed by the ranger's fine appearance and the speed of his climb up the steep trail. I'm sure that contact generated interest in getting into the Forest Service.

Another thing that interested me was the forest service nursery at Henniger Flats, about half-way up the front trail to Mt. Wilson. It was operated by George Peavy, who many years later was head of the School of Forestry at Oregon State University. During one of my summer vacations from college I asked Peavy for a summer job at the nursery, but he didn't have room for me. Years later, when

I was Regional Forester at Portland, Oregon, I was asked to speak at a ceremony dedicating a forestry cabin at Oregon State University to George Peavy, and I chided him jocularly for asking me to laud him when he had refused me a job in my hour of need.

Michigan Agricultural College

We spent the winter of 1901-02 in Detroit. At that period we were thinking about a college for me, though I had not finished high school. My education so far had been obtained during alternating periods of attendance at public school and a private school, Clark's Classical School for Boys, on Euclid Avenue in Pasadena. I went to Clark's when we could afford it, to public school at other times.

Through friends in Detroit who had two sons there we learned about Michigan Agricultural College.

There an education could be had at very low cost, low even in those days, and we couldn't afford a relatively expensive place. My mother and I went to East Lansing, had a talk with President Snyder and learned that for those who had not completed high school there was a "prep" course which included an extra year, enabling such a student to graduate in five years. So, since my mother and sister had to return to Pasadena in the spring of 1902, we arranged with the College for me to join the class of 1905 in the spring term and then enter the five-year course in the fall of that year in the class of 1907. Meanwhile I attended Central High School's eleventh grade in Detroit and sat next to Margaret Snow, sister of Neil Snow, the fullback on University of Michigan's point-a-minute football team. That was a minor thrill for me!

My class of 1907 contained only a handful of forestry students. We had a very likeable head of the forestry department, Professor Bogue, but I am sure neither he nor his assistants were equipped to give us the quality of forestry teaching that was provided by Roth at Michigan or Graves at Yale.

However, they taught us enough so that I was able to barely pass the Civil Service examination for entry into the Forest Service and to use the foundation to build on by experience in the Service.

I helped pay college expenses by working at various jobs during the college year -- weeding President Snyder's sugar beets at fifteen cents an hour, jobs on the college grounds and running a laundry agency. As I recall, I got through college on about three hundred dollars a year for all expenses.

Graduation in 1907 was highlighted by the College's semi-centennial celebration. President Theodore Roosevelt was there to receive an honorary degree, accompanied by Gifford Pinchot, Chief of the Forest Service. TR gave the commencement address and then handed each of us graduates our diploma.

FOREST SERVICE: IN THE FIELD

First Assignment

After taking the Civil Service examination in March, 1907, I completed my final college year and, temporarily, went to work again as a "gardener" on Belle Isle, Detroit's largest park. I had worked there the summer before with a college friend who also entered the Forest Service a year later. We did all kinds of jobs. The best one was driving a horse and wagon out Grand Boulevard each day to remove tent caterpillars from the roadside trees. The job gradually took us so far from headquarters that much of the day was spent driving back and forth! This, coupled with lunch-time and five-cent, king-size schupers of beer obtained at Polish bars on near-by streets made the day very relaxing!

Then one day came a telegram from the Forest Service that I had been appointed a technical assistant and should report in Washington on July 1. Naturally I was happy about this and in July I reported as ordered. My boss on Belle Isle

lamented my departure, saying he had been just about to give me a raise.

In Washington, after being welcomed by Overton Price, Associate Chief of the Forest Service, and Clye Leavitt, assistant to Captain Adams, Chief of the Office of Operation, I was given bulletins and reports on California forests to study. I thus became pretty familiar with the forest types and trees of California so that when I landed there I had no trouble identifying the principal trees and shrubs.

After about a month in Washington I was sent to the Sierra (South) National Forest, now the Sequoia, with headquarters at Hot Springs, a tiny health resort about thirty miles east of Porterville. With me were Frank Kellogg and David Rogers, lowly technical assistants like me.

The Forest Supervisor then was William B. Greeley, who eventually became Chief Forester. He kept us on various jobs around headquarters for a time -- helping make shakes for headquarters buildings and, shamefully, moving a pit toilet out onto piers above the stream, thus doing away with the pit! I guess we must have subscribed to the theory

in those days that running water purifies itself within a comparatively short distance!

After about a month at headquarters, Greeley sent me out to work with two of the district rangers surveying the boundaries of mountain meadow sites to be withdrawn from all forms of entry for use as pastures for the ranger's stock while on pack trips or as locations for temporary stations. This was an enjoyable assignment - lots of scenery, good fishing and one ranger in particular very good company. Also plenty of rattlesnakes! I will not burden this history with accounts of several close encounters, but some were pretty scary.

When late fall chased us out of the high mountains, one of our last jobs was to remove every other cross plank on a suspension foot and sheep bridge over the Kern River so the heavy snows could fall through and not break down the bridge.

My last job before return to headquarters was to take a compass and lay out a trail up the side of a hill and along a bench covered with dense chaparral. The job on the hillside, where the brush was fairly open, was not too hard, but when I got



Christopher Granger (left) in the field



Christopher Granger as a student



to the dense chaparral, where one had to crawl to get through, I couldn't see how anyone could sight out a trail without a lot of clearing. Fortunately at this point Greeley sent word for me to return to headquarters.

Greeley had given Dave Rogers a much more difficult job - laying out a road location to open up a body of timber for sale. For a forester just out of forest school, this was a real test, and Rogers came through successfully.

It was near the end of my six-months' assignment to the Sierra(South) and I was told I would be transferred elsewhere. I desperately wanted to stay in California, my home state, but despite Greeley's plea in my behalf, I was ordered to the Montezuma National Forest in southwest Colorado.

Montezuma National Forest

I arrived in Durango, Colorado shortly after the first of the year, 1908. Ernest Shaw was the Forest Supervisor, James Langworthy the head ranger and William Fraser the forest clerk. At first I helped with office work and got accustomed to a

snowy country, a tremendous change for me from Southern California. Then, under the leadership of David Mason, who enjoyed the grander title of forest assistant while I was only a technical assistant, I participated in timber reconnaissance work on snowshoes preparatory to timber sales.

Meanwhile Mason had, during the preceding summer, made a stump estimate of a large volume of timber cut in trespass. Later I was assigned the job of scaling a large quantity of logs, also cut in trespass, elsewhere on the national forest. This was an example of the need in those early days to give jobs to young fellows who had very little or no experience in the assigned tasks because almost everyone was, in the general sense, a beginner in the work of the Forest Service. At that time the Forest Service had had custody of the national forests for only two and one-half years.

On July 1, 1908, the Montezuma was divided and the western part, carrying its name, was established as a new national forest with headquarters at Mancos, Colorado. I went along with it, to serve under Supervisor Ress Philips. Then, on August 1908, on the

recommendation of Forest Inspector Sydney Moore from the Denver inspection office, who had checked my work on a timber sale, I was transferred to the Medicine Bow(Colorado) National Forest with headquarters at Fort Collins, Colorado, and promoted to be a deputy forest supervisor.

Medicine Bow National Forest (Colorado)

Almost immediately after my arrival at Fort Collins, Supervisor H. N. Wheeler was detailed to Washington for several months and I was left in charge. As I say, those were the days of rapid promotions and assignments of heavier responsibilities in rapid order. For example, Arthur Ringland was made district forester when less than twenty-seven years old. None of his staff was over thirty.

Evidently I didn't disgrace myself running the Medicine Bow, for upon Wheeler's return in the spring of 1909, I was transferred to the Denver office as an inspector. Meanwhile the old inspection districts had been converted into national forest districts, (now called regions) and Denver was the headquarters for a territory including Colorado,

eastern Wyoming, South Dakota, Nebraska, Kansas, Michigan and Minnesota, under Smith Riley as District Forester.

Denver Assignment

Here I had various inspection assignments, including an examination of lands in South Dakota for addition to the Black Hills National Forest. Before long, however, I was given the job of deputy forest supervisor of the Pike National Forest, at that time the most important national forest in District Two, and when Supervisor Fitzgerald had to take extended leave to recuperate from tuberculosis, I was made Acting Supervisor and ran the show for several months.

The only real headache connected with the Pike job was the Forest Homestead act of June 11, 1906. We had a whole host of "June 11" applications for small pockets of meadow land in the timber areas, none of which was really large enough to make a farm on from which a decent living could be made, nor was the soil and climate suitable for any crop but grass. Nevertheless we were constantly pressed to open such areas

to entry. This activity kept one man busy full time.

Upon Fitzgerald's return I resumed my inspection job.

Meanwhile I never gave up my hope of getting back to California. I was offered the full supervisorship on two forests in District Two, but declined. Finally, through the help of Paul Redington, Associate District Forester at Denver, District Forester duBois in San Francisco offered me a job as deputy supervisor on the Trinity National Forest in northern California. At the same time I was offered the supervisorship of the Medicine Bow National Forest (Wyoming) with headquarters in Laramie, Wyoming. Something told me I'd better take this, my third offer in District Two, and I did so. I have always felt that my further advancement was much more rapid than if I had gone to another district where I was not known.

Medicine Bow National Forest (Wyoming)

This was a thoroughly satisfying experience, from 1911 until early in 1913. The forest was a compact unit of just over 500,000 acres, with heavy stands of timber, some 85,000 head of permitted sheep and a

large number of permitted cattle. There was a brisk timber sale business for hewed railroad tie timber, and a relatively small quantity of troublesome land such as mining claims and forest homesteads. I could ride horseback across the forest in half a day and the length of it in a day, and yet it had the biggest volume of timber sales in District Two.

In those days we did not have the critical overgrazing problems which arose later on many national forests, but we were mindful of such dangers on the Medicine Bow. We had a grazing ranger who spent all summer on the high sheep ranges seeing that bedding-out rules were observed, land allotment lines honored, and all necessary steps taken by the herders to protect the range. We took similar steps on the cattle ranges with supervision by the district rangers. All was not always serene, however, and we had to get pretty firm at times.

My predecessor as supervisor, P. S. Lovejoy, had given a great deal of attention to the timber sale business and had developed to a high degree the practice of tree selection cutting in the predominantly lodgepole pine stands. In fact some time later when I was invited to the Deerlodge National Forest in

Montana to see how David Mason had inaugurated selection-marking in lodgepole pine there, I found it was no more than Lovejoy had been practicing for several years.

Fry: Do you remember much about the degree of consensus between the timber operators and your staff at Medicine Bow regarding appraisal, marking, and bidding procedures?

Granger: As a rule timber purchasers were rarely satisfied with appraisals, marking, scaling, etc., but they usually gave in after the first squawks!

I believe the Medicine Bow pioneered in a new method of settling a timber trespass case. A large tie-producing company had cut over a large area of national forest land in trespass in pre-Forest Service days and during my supervisorship the settlement had come to a head. One feature of it provided that the trespasser would build a wide fire line around the edges of the cutover area, on which there was still much inflammable debris left from the cutting. We decided that such a line would be of little or no value against a wind-driven fire, so we got authority to have the trespasser instead construct access wagon roads to the area and install telephone lines to connect the ranger station with a sort of central switchboard

we maintained at Centennial on the east side of the forest.

Back to Denver

In February 1913 I was re-transferred to Denver and made Assistant District Forester in charge of what was then called the Office of Silviculture, now known as Timber Management. I succeeded Sydney Moore, who resigned to enter private work. This was the second good turn Moore did me, the first being his recommendation of me for the position of deputy forest supervisor at Fort Collins in 1908.

Aside from the Medicine Bow (Wyoming) and the Bighorn National Forest in Wyoming, there had not previously been any very large timber sales in District Two. At the time of my arrival in Denver, negotiations were well along for a big sale in the Black Hills National Forest in South Dakota. This was a railroad type operation, and I believe there were no others of that kind on any other national forest in District Two.

As I recall it, this Black Hills sale was my first encounter with the timber appraisal methods

developed by Greeley, then in charge of Timber Management in Washington.

Fry: What was the significance of the Greeley method of timber appraisal to the total picture of the development of timber management technique?

Granger: It was a major contribution to the solution of the problem of sound appraisals. Before it, appraisals were of greatly varying degrees of reliability. The timber purchasers generally agreed with the method, if not always with the basic data and the results.

There were two methods, one the Investment Method for large sales, and the simpler Overturn Method for small operations where little or no long-term investment in plant was required.

The large Black Hills sale was followed two years later by one of the biggest offerings ever made by the Forest Service, a 125-million board foot sale of lodgepole pine tie timber on the old Bonneville National Forest on the headwaters of the Wind River in Wyoming. I was in on this transaction from the beginning -- negotiations, draft of contract, sample marking and all the other steps leading to consummation.

In addition to timber sales we had quite a reforestation program going. We had good-sized tree nurseries at Monument, Colorado, Halsey, Nebraska, Cass Lake, Minnesota and East Tawas, Michigan, and, I believe, a small one at Garden City, Kansas. Our Colorado planting was mostly on the Pike National Forest, using ponderosa pine, Douglas fir and Engleman spruce. In Minnesota we had reforestation programs on the Chippewa and Superior National Forests in Minnesota. The job on the Nebraska National Forest involved the initial establishment of a forest in the sand hills. This enterprise was difficult but it resulted in a substantial new forest which is under sustained yield management.

One of the problems relating to the Nebraska project was the difficulty of getting traction for automobiles on the sandy roads. We spread straw on them and found that occasionally the exhaust from Model T Fords would set the straw afire. Since the sand hills are covered with a dense growth of grass, they are highly inflammable at certain times of the year and a prairie fire could wipe out the forest as well. As one means of protection we kept plowed fire lines around its plantations.

These Nebraska plantations were the pride and joy of the nearby residents who came to them for picnics and various celebrations. Later they supplied fence posts to the adjacent ranchers. An effort to afforest the Kansas sand hills failed and the project was abandoned.

There were grazing use problems in those days, but I will deal with those later in a general discussion of national forest grazing.

World War I

When the United States entered World War I, the need soon became evident for lumber for barracks and other structures in France, for trench duck-boards, for dock piling, for firewood, and other items. To conserve precious overseas shipping space and save time, it was decided to obtain as much timber as possible from French forests. The Tenth Forestry Engineer Regiment was organized. Men familiar with the erection and operation of small sawmills and with logging operations were recruited from all parts of the United States.

The Forest Service was called upon to supply **technical** personnel. Chief Forester Henry Graves was appointed as overall head of the enterprise in France, with the title of Colonel. William B. Greeley was made his deputy, with the title of major. Both went to France in the late summer of 1917 and established headquarters in Paris.

The Tenth Engineers was organized as a military unit consisting of six companies under the command of Colonel James Woodruff. They were sent to France in late August or early September, 1917. The regimental headquarters was at Dijon.

Under Graves' direction a number of foresters were assigned the task of locating suitable French forests. Since the British were also engaged in a similar undertaking, an inter-allied committee was set up, Comité Inter Allié du Bois de Guerre (C.I.B.G.) through which French forests were assigned to the respective allies for operation. This took a good deal of doing; the French were tough bargainers.

As soon as a forest was assigned to the Tenth Engineers a company or detachment was put in charge. Sawmills were erected as fast as the equipment arrived,

and operations began as the necessary tools became available. Eventually we had operations in the Vosges Mountains and the Jura Mountains in the Landes in southwestern France and in the hardwood forests of East Central France.

The French foresters were, quite properly, very solicitous of their forests and insisted on our following their cutting practices faithfully, even to slanting the tops of stumps in hardwood coppice cuttings so water would run off, in order to minimize rot in the stump which could affect the subsequent sprout growth.

In the United States the Forest Service was asked to accomplish a variety of war tasks, including helping to guard railroad tunnels and bridges in or near the national forests. The Chief Forester had asked most members of the Service to stay on the job because of the need to contribute to the war effort in various ways. However I felt a strong urge to join the forestry engineers in France. I wrote Greeley, who was already there, and before long got orders to try for a captain's commission.

Among other steps was a physical examination. I was naturally pretty slim and feared I might not make the minimum weight so, on the morning of the examina-

tion, I ate a huge breakfast of pancakes. I got rather panicky when I was kept waiting for the test and I imagined that I was sweating off most of the pancake weight. However, I passed the test and proceeded to Washington, where I got my commission and along with a very close college friend, Francis Kiefer, and Robert Stuart, who later became Chief of the Forest Service, went to France in September, 1917, as Casual Officers not attached to the Tenth Engineers.

We were first headquartered in Paris, then moved to Tours, headquarters of the Service of Supply (S.O.S.). My job, under Lt.Colonel Robert Johnson, a lumberman from Northern California, was to handle orders for lumber and other forest products coming in from army contingents. These orders rapidly increased in volume as the American Expeditionary Force (A.E.F.) grew in size and our forestry engineers did remarkable work in getting under way.

This increase in demand resulted in a second forestry regiment, the Twentieth Engineers, being sent to France and merged with the Tenth, under Colonel Mitchell, Colonel Woodruff being promoted to Brigadier General with overall command of the merger regiments.

Army supply officers in many cases would order lumber in even lengths, width and thickness just as if they were dealing with an ordinary lumber yard at home. We had neither the time nor the raw material to be so meticulous, so in such cases we would instruct the appropriate mill to ship a specified amount of lumber "AWAL," meaning "all widths, all lengths," and the recipient had to adapt his needs to the supply available.

We were also bothered by not infrequent orders from higher up -- a general -- to give priority to some new order. Naturally this caused some confusion at our operations, and many earlier orders never were filled. However, our engineers furnished great quantities of lumber and other items and I doubt if any really indispensable facilities for the army were too long delayed.

Getting operating equipment was a real task. My friend Kiefer was attached to the staff of Lt. Colonel George Kelly, a lumberman from Oregon, who headed equipment procurement and installation. At one time Kiefer scurried around a lot of territory trying to find such simple things as railroad switch frogs. On one occasion a scouting contingent from

one of our operations, looking for a metal tank, found one being used for a colonel's shower bath and purloined it.

A few items had to be shipped from the United States, such as very long dock piling which could not be produced from French forests. As an example of occasional boo-boos, I was told that an order for one hundred foot piling was sent to the United States. On arrival at dock-site it was found that it was too long for the capacity of the ship, so they cut it in two and shipped it in fifty foot lengths.

Our American foresters learned many things of value from the French practice of forestry, though we were impatient at times with the inflexibility and slowness of French participation in our efforts to support our army with needed material. For me it was a wonderful experience.

Fry: Can you mention some specific contributions of the French to American forestry?

Granger: For example, how to handle coppice forest cuttings, the use of clear cutting methods, watershed values of forest cover.

Return to Denver

There was lots of clean-up work to do after the armistice -- disposal of residual stocks of lumber and equipment, so Kiefer and I did not return to the United States until August, 1919. There I found my old job awaiting me in Denver as Chief of the Office of Silviculture.

Fred Morrell, then Chief of Operation in Denver, and I, adopted a plan whereby he would act for me when I was on field trips, and vice versa, Thus I got a lot of experience in the field of financial management, personnel and engineering, so when Morrill was made district forester at Missoula, Montana, District Forester Allen Peck transferred me to Operation as chief of that office and M. W. Thompson took my place in charge of silviculture.

District Forester, Pacific Northwest Region

(District Six)

In the summer of 1924, while on a field trip, I got a hurry-up call to see Greeley, then Chief Forester, in Denver. Greeley told me he wanted me

to take over the job of District Forester in District Six, the Pacific Northwest District. I was rather startled, as District Six, comprising Oregon and Washington, contained more timber than any other national forest district; it had the largest volume of timber sales, the greatest amount of private timber, and some very difficult silvicultural and fire problems. However, I swallowed my Adam's apple a couple of times and proceeded to the Portland headquarters in November, 1924, and assumed office on January 1, 1925, upon the departure of my predecessor.

My responsibilities in District Six were much broader and more varied than any in my previous experience. There was not only the administration of the national forests. There was Forest Service cooperation, financial and otherwise, with the two state foresters and a number of private-land fire protection organizations. As District Forester, I was also an ex-officio member of the Oregon State Board of Forestry, and a member of the forestry committee of the Portland Chamber of Commerce. We also participated actively in the work of the Western Forestry and Conservation Association.

made up of timbermen and federal and state forestry officials from Oregon, Washington, California, Idaho and Montana. This organization concerned itself mainly with bringing together for discussion men and ideas in the field of forest fire protection.

One of the first things presented to me by members of my staff responsible for private cooperation was the undisguised indifference of timberland owners to what happened to their cut-over land. I made many a speech to timbermen and other groups on the subject of the future value of the young growth that followed cutting, especially in the Douglas fir type on the west side of the Cascades. Here the practice was, and still is, to burn over cutting areas in order to remove the heavy volume of inflammable slash left after logging. This practice diminished the danger of subsequent accidental fires and also prepared the soil for Douglas fir reproduction from seed in the soil. A second fire, after young growth had become established, and stored seed no longer existed, was almost sure to turn the cut-over areas into a brush field. Too many timberland owners wrote

off the cut-over land as of no further value. But the idea of sustained yield forestry on private lands slowly developed until the larger operators began acquiring extensive tracts bearing well-established young growth. One member of the faculty of the School of Forestry at Oregon State University is said to have made a million dollars by picking up cheaply tracts of young growth and later selling them to the big private operators.

I don't claim any credit for this development, most of which occurred after my tenure as District Forester. It was chiefly a matter of economics, along with closer utilization and other advanced practices, but I am glad to have been one of the prophets.

While private owners were still writing off their cut-over land, the Forest Service was able to acquire considerable areas of it by exchange -- usually granting cutting rights on national forest timber for an equal value of cut-overs. C. J. Buck, who later became District Forester, was in charge of this activity and he was a canny trader. The cut-over land was usually valued by us on the basis of the stand of reproduction or more advanced

young growth it bore. Sometimes we had to compete with stockmen who wanted the cut-over tracts for grazing sheep or cattle, a use which would completely disregard the value and potentialities of the young forest growth. Through this exchange program we were able to consolidate considerable areas of the national forests.

In those days of low stumpage prices, relatively poor utilization in the Douglas fir forests, and lack of aggressive marketing practices by the Douglas fir producers, we had a real problem in obtaining use of hemlock. Operators looked upon it as decidedly inferior to Douglas fir and made little or no effort to adapt it to uses where its less valuable properties would make it suitable. This caused us to appraise hemlock stumpage at a nominal value, in effect charging the loss in producing and marketing hemlock against the profit in Douglas fir, thus reducing Douglas fir stumpage values.

Then a small operator in Washington, recognizing that hemlock, though inferior to Douglas fir, had really positive values, decided that two things were wrong -- the practice of sloppy manufacture of hemlock lumber by Douglas fir producers and the

failure to seek a market for it. He set up a hemlock mill, processed and graded it carefully and put it on the market successfully.

Though this was only a small-scale experiment, it confirmed my conviction that the main trouble with hemlock was operator prejudice and indifference. Consequently I announced to the industry that henceforth we would fix minimum stumpage prices for hemlock, would insist on its utilization, and would no longer make Douglas fir carry it. I'm sure this helped hasten the day of acceptance of hemlock as something more than a forest weed.

The Forest Service, with state and private fire protection agencies, was constantly seeking more effective methods of fire control. One step we took on the national forests was to set up "flying squadrons," each consisting of a trained fire camp superintendent and several trained foremen who would move in on large fires to help the local force. Another move was to establish a separate Office of Fire Control in the Portland office, since I felt the job was too big to be handled as part of the Office of Operation. This, I believe, was the first office of fire control established in

any national forest district. The other major
fire districts later followed suit.

THE FOREST SERVICE: WASHINGTON, D. C.

The Forest Survey

In 1929 I was asked to direct the nationwide survey (inventory) of the nation's forest resources which was authorized by the McSweeney-McNary Forest Research Act of May 22, 1928. I was very loathe to leave the field of forest administration but agreed to take the job on the assurance of the Chief Forester that I could at a later time be considered for return to administrative work. So, at the end of 1929, I moved to Washington and was made the Director of the Forest Survey.

Other countries, notably Sweden, Finland and Norway, had already conducted such an inventory and I studied their reports for suggestions as to how we should go about the huge task. I wanted to go to those countries for consultation with foresters there, but the narrow-minded Buick car agency owner who was then Secretary of Agriculture would not approve the trip.

My immediate bosses, Earle Clapp, head of the Branch of Research, and Ray Marsh, his deputy, and

I decided that the best places to start were in the South and Pacific Northwest. Organizationally the project was within the field of activity of the regional forest experiment stations, and their staffs were available for advice and assistance, but the line of direction was actually pretty straight from the national director to the regional directors of the Survey.

First, I chose as my assistant director James W. Girard, top logging engineer in the Forest Service, with wide territorial experience. Then, for the project in the South we got as regional director I. F. Eldredge, former member of the Forest Service, then successfully managing a large sustained-yield private forest in Georgia. In the Pacific Northwest we obtained Horace J. Andrews who had successfully directed a forest land-use study in Michigan, and who later became Regional Forester in Region Six.

We first had to choose the method of conducting the survey. In the South we decided to use the Finnish type, consisting of parallel lines run across the country with sample plots at stated intervals. As I recall, in Finland the lines were seventeen miles apart, but we chose a ten-mile interval, with sample

plots every ten chains (660 feet).

On each sample plot the diameter and height of each tree was measured, borings taken to determine rate of growth, the forest type and site recorded, amount and kind of young growth, incidence of disease and evidence of mortality listed. From the data obtained in this way maps of the forest land area were prepared, together with figures on the area of forest land in each type and site quality and all pertinent data respecting present and prospective conditions of the forests.

In some respects the South presented the most trying conditions for the crews -- summer heat and humidity, chiggers, snakes, and in the great hardwood areas in the Mississippi Delta, poison ivy and the innumerable bayous to cross. Where bridges or boats were lacking, the crews would wade or swim across the bayous with their equipment floated on small rafts, or carried above water, always wondering when some water moccasin might drop out of an overhanging tree on or near them.

In the Pacific Northwest we started in the Douglas fir forests of the west side of the Cascades.

Here, by virtue of the high regard in which the big timberland owners held Jim Girard, we were able to obtain from most of them their confidential timber cruises, which Girard would then spot check. This information was combined with existing data on national forest timber and other holdings and the gaps were filled by spot cruises, by the Survey staff or others. For areas bearing young growth or deforested forest land we used the sample plot method similar to that employed in the South.

Fry: Can you add anything about the process of data gathering for the Forest Survey in the California portion?

Granger: As I recall, a combination of methods was used: cruises obtained from timber owners, Forest Service cruises, line and plot techniques.

Gradually, as funds became available, the Survey was extended to other areas, using whatever methods were best adapted to the conditions.

Civilian Conservation Corps

At the inception of the CCC in the Spring of 1933 I was called in from a Forest Survey field trip

Granger: to become assistant to Chief Forester Stuart in handling the Department of Agriculture share in the program.

Things started off with a bang! President Franklin Roosevelt called for an immediate report to him on where the first contingent of camps could be located. We had no time to consult the regional foresters. Ray Headley, then Chief of Operation in the Washington office, with his wide knowledge of the national forests, was able to put down on a map the approximate location of the first hundred national forest camps and this was rushed to the President and approved by him, and we were in business, with the first CCC camp established in the George Washington National Forest in Virginia on April 17, 1933.

Fry: In the S. Bevier Show interview manuscript,* there is a story of a few Regional Foresters being in Washington at the time and hastily working out maps, plans, camp locations, and projects for CCC's presentation to FDR. Do you know if this was part of Headley's project to get his map done? (The two accounts, so far, are a bit like the result of the blind men who each felt a different part of the elephant; I am not sure what Headley's job had to do with the

*Show, S. Bevier, National Forests in California, an interview conducted by Regional Oral History Office, University of California, Berkeley, 1965, Bancroft Library.

Regional Foresters' efforts.)

Granger: Headley correlated the work of the Regional Foresters and used his own knowledge elsewhere. It was mainly Headley's product.

Thereafter the installation of camps built up rapidly, both on the national forests and on state and private forest land until, at the peak there were 1,303 camps in operation under the jurisdiction of the Forest Service.

There were plenty of headaches, some due to the divided jurisdiction. The army ran the camps, providing food, medical services and discipline. The Forest Service had charge of the work crews. At the first the army had the idea of sending out the work crews with a "non-com" in charge, and the foresters would indicate what the crew was to do. We succeeded in killing this idea.

The army was disposed to keep too many men on camp headquarters detail. The civilian director of the CCC, Robert Fechner, a very fine man, set a limit on the size of the headquarters detail.

Another headache was the political angle. James Farley, then head of the Democratic organization,

required us to choose our camp superintendents and crew foremen from lists submitted by members of Congress. This was a handicap and undoubtedly lowered the average quality of those key men.

Most general policy decisions were made by Fechner, but occasionally something of prime importance required the attention of President Roosevelt himself and we would be called to the White House for a discussion. Sometimes we would see the President; at other times Louis Howe would talk to us, get the President's decision and inform us. These contacts added a lot of spice to our participation in this great project which resulted in such large benefits to the nation's forest lands.

The foregoing relates only to the work under the supervision of the Forest Service. In addition there were camps in the national parks, state parks, on Indian lands, on Soil Conservation Service projects, and elsewhere.

Fry: Do you have any anecdotes or comments on Franklin D. Roosevelt?

Granger: I recall that when we demurred about having the army in the picture, FDR said in effect, "I want



United States Forest Service

Christopher Granger as Assistant Chief

some tough sergeants to crack down on the boys when necessary."

I can't recall other specific instances, but just occasional contact with his dynamic personality was stimulating.

We also got kicks out of Louis Howe's snappy remarks.

Years as Assistant Chief

In 1935 Chief Forester Silcox decided there were too many divisions in the Washington office reporting directly to the Chief. Accordingly he established branches, each composed of a group of divisions, over which there was to be a branch chief with the rank and title of Assistant Chief. It was my good fortune to be placed in charge of the group concerned with the management, protection and development of the national forest resources, a position which began in 1935 and ended with my retirement in 1952."

On assuming this new responsibility I turned over my CCC job to Fred Morrell who had been working with

me with responsibility for overseeing the CCC work on state and private lands.

Timber Sales

My term as assistant chief was a period in which continuing efforts were made by the Forest Service to put all national forest timber working circles under active management. This required initiative on the part of Forest Service land managers to promote the sale of national forest timber, rather than waiting for the business to come to us.

One of the most effective forest officers in pushing the increase in timber sales was the late Joseph Kircher, former Regional Forester in the Southern Region. He constantly regarded this as of special importance in his territory because so much of the national forest land bore young second growth pine which needed periodic thinning in order to develop fully its capacity under intensive management. The rapid growth of the timber sale business in Region Eight was due in large measure to Kircher's personal leadership.

One day Raphael Zon, one of the all-time greats

in forest research, came into my office and, among other things, asked what goal we had set for receipts from the harvest or use of national forest resources. At that time the total annual receipts were about twenty-five million dollars. Zon said we should set our sights on fifty million. That seemed a big figure, but it was not many years before that figure was exceeded and I had the pleasure of having published in American Forests an article showing that for the first time national forest income exceeded operating expenses.

Fry: What were Zon's principal ideas for the future success in timber sales?

Granger: Zon suggested building up our timber sale business as well as other income-yielding operations, such as special uses.

Development of Policies

General Policies

The broad initial policies relating to the national forests were laid down by Secretary of Agriculture Wilson and Chief Forester Pinchot at the time the Forest Service was given jurisdiction

of the national forests. From then on more specific policies were developed as experience or foresight showed the need.

At first, with a "green crew" in the field, policies were developed mostly at the top. Then it gradually became the practice to have meetings and conferences in the regional or local headquarters where general, regional or local policies were adopted by concensus or, if no concensus, by decision of the chief officer concerned. So, by and large, policies have come to reflect the experience and judgment of men at all levels of authority.

Research in the Forest Service has contributed heavily to the development of policies related to the management of the different resources of the national forests, and in such fields as fire control.

Most operating policies have been developed within the Forest Service, but some of special importance have been established directly by the Secretary of Agriculture, usually after consultation with the Forest Service. Many policies are contained in the regulations relating to the national forests and these are approved by the Secretary of Agricul-

ture, ordinarily upon the recommendation of the Chief of the Forest Service.

Sometimes special policies are set by the Secretary, either because of a need seen by the Forest Service or as a result of appeals to the Secretary by outside interests. An example of the latter is the policy governing the administration of the Boundary Waters Canoe Area in Minnesota and the management of the high country in the Cascade Mountains of Oregon and Washington.

At the very top, of course, are the policies established by Congress through various acts throughout the years. In most cases these legislative policies have been permissive rather than mandatory or restrictive, leaving the details of implementation to the administrators.

Legislated Policies

During my incumbency in charge of national forest administration, Congress passed several important acts affecting the national forests.

One of these acts was Public Law 273, of March 29, 1944, which provided for cooperative agreements

for joint sustained-yield operation of public and private timber and for establishing federal sustained-yield units whereby timber in a national forest working circle could be assigned for manufacture in a specified community as a means of furnishing stability to communities primarily dependent on the processing of national forest timber.

Only one cooperative unit was set up, that with the Simpson Timber Company in the state of Washington. This proved very beneficial to at least two dependent communities.

Two or three units comprising only public timber were established. As to this type of unit and also the cooperative type, opposition built up to even this degree of abandonment of the traditional method of offering national forest timber for competitive bidding. The Forest Service decided to abandon the program and the law was repealed.

Fry: Can you tell more about the opposition? Perhaps describe the pressures that were applied, and on what levels of forest administration?

Granger: Timber operators who considered themselves dependent on national forest timber felt they had a right to

compete. The same was true of communities. We had a long hassle with Representative Clair Engle of California over our proposal to allocate timber to the town of Lakeview, Oregon.

The Anderson-Mansfield Reforestation and Revegetation Act of October 11, 1949, was designed to expedite reforestation and revegetation of forest and range lands in the national forests. It marked the beginning of larger annual appropriations for this purposes.

In 1950 Congress passed the Granger-Thye Act which, among other things allowed use of part of our grazing receipts for range improvements. We were glad to have congressional sanction for ten-year permits and for recognizing local advisory boards of permittees. (The Granger in this case was Representative Granger from Utah.)

Timber Sale Policies

The regulations promulgated at the beginning of Forest Service jurisdiction emphasized that the national forests would be administered in the interests of homemakers and small men first. Throughout the

years it has been the practice to make sure that the small timber purchaser was taken care of. Thus the great majority of timber sales have been to the little outfits, some consisting of family operations, though the bulk of the total cut has been by the large operators.

One means of facilitating the small sale business has been the construction by the Forest Service of timber access roads, thus opening timber tracts to small operators who could not afford to build their own roads.

Competitive bidding is a legal requirement in sales involving more than five hundred dollars worth of stumpage. The Forest Service has built many miles of timber access roads with one of the purposes being to facilitate competition to a greater degree than if main road construction were done by the operator through an allowance in calculating the stumpage price. This practice constitutes a basic policy in the timber management field.

In the practice of silviculture and forest management, it is more a matter of method or practice than of policy. Thus, in lodgepole pine selective cutting

has been superseded by clear cutting in strips or plots because the former resulted in windfall in cut over areas or other harmful results. In Douglas fir in Western Oregon and Washington, clear cutting and leaving scattered seed trees was replaced by clear cutting in plots alternating with uncut areas because the earlier method usually resulted in loss of the seed trees by windthrow or slash-burning.

Slash disposal practices changed too. The earlier method of piling and burning in ponderosa and lodgepole pine has been changed to leave most of the cutting slash scattered, with piling and burning along roads or other chosen places where fires could more readily be stopped.

Fire under controlled conditions has come to be used as a management tool in parts of the southern pine territory, for example, the purpose being to reduce inflammable undergrowth and, in the case of longleaf pine, to prevent damage from the brown-spot disease. Properly controlled, fire used in this way does no measurable harm to either old or young pines.

Grazing Policies

Great attention was given to favoring the "little man" in administering the grazing use of the national forests. Provision was made for reducing the permits of larger permittees in order to increase the permits of small operators to a level which would provide a viable enterprise. "Protective limits" were established below which no permit would be reduced for "distribution," that is, in order to increase other permits.

This distribution policy was, of course, strongly opposed by the larger permittees. One reason given was that a permittee's ranch property was usually "commensurate" for handling a given number of livestock and if his permit was reduced below that number it tended to reduce or destroy the economic feasibility of his operation. The stability of livestock operations is of great economic importance in **the West.** After a long period of adjustment between large and small permits, the Forest Service decided it had reached the point where further "distribution" would cause undue instability and the policy was terminated.

The policy of consulting local and state advisory boards made up of permittees was given congressional sanction and their use broadened by the Granger-Thye act of April 24, 1950. This act also formalized the policy of issuing grazing permits for a maximum of ten years.

Fry: What difficulties did you encounter in dealing with the stockmen during that "long period of adjustment between large and small permits"?

Granger: The stockmen individually and collectively bitterly opposed permit reductions for distribution. The policy of distribution was one of the reasons why the stockmen tried to have grazing privileges declared a right.

Recreation Policy

When recreation use of the national forests began to be significant, policies were developed which gave priority to physical facilities (camp and picnic grounds) for general use, and for the preservation of special picnic values, such as uncut strips of timber along roads, around lakes, along streams and wherever recreation values were considered

paramount.

Unfortunately, however, before the needs of general-use facilities became so important, we had issued a great many permits for individual summer homes in places later needed for general public use. These permits were not permanent in nature, and it became necessary to terminate many of them, after due notice, and this has caused and still causes great resentment on the part of the displaced permittees. The Forest Service has given summer home permittees as much time as possible to terminate the use -- a term of years, sometimes during the life of the permittee.

Summer home permits are still issued but only in carefully chosen areas where they will not interfere with present or future needs for general-use facilities.

As a means of facilitating group use by young people, "organization camps" were constructed by the Forest Service, consisting of cabins, cook and dining shelters and sanitary facilities where groups of children, such as from orphanages or youth organizations, might have a two-weeks vacation sponsored and

paid for by welfare agencies, service clubs and the like. This was one of Bob Marshall's favorite policies when he headed the Division of Recreation.

Fry: Weren't there pressures other than the increase of campers that led to the establishment of recreation in national forests?

Granger: No. Recreation values were recognized from the early days. The press of campers caused us to provide camp grounds and picnic grounds where fires could be safely built and safe water made available.

Fry: Maybe you can comment on the development of the wilderness area policy and why Aldo Leopold's ideas were finally adopted.

Granger: Leopold was not exclusively responsible for the wilderness idea. A good many of us saw the need for such a program because of the rapid development of the road program and other encroachments.

Wildlife Management Policies

It has been the policy and practice from the beginning that wildlife, legally considered the property of the states, would be managed under state laws while the Forest Service would create or preserve

as fully as possible conditions of environment favorable to wildlife. However most states were slow to recognize the need for controlling game populations where overabundance was causing damage to the environment or unduly interfering with use by permitted livestock. So a regulation was approved by the Secretary of Agriculture under which the Forest Service could regulate hunting in specific areas when the state failed to take action to correct serious conditions. This was vigorously opposed by state wildlife authorities, but it was one factor that spurred states to improve their control policies to the point where the regulation was repealed.

Fire Control Policy

The overriding policy in fire control was and is to (a) prevent man-caused fires by every possible means -- education, temporary closing of certain areas in times of critical hazard, provision of safe places for campfires, requiring campfire permits, law enforcement, and any other promising means, including removal of special hazards such as logging slash,

snags, windthrown timber, etc., and (b) to put out fires as quickly as possible.

At one time we considered a proposal that fires in so-called back country of very low value be allowed to die out naturally rather than to expend large sums to extinguish them. This was debated pro and con with considerable spirit. The decision was that despite the outward logic of the policy it would lead to confusion in our own ranks and in the public mind. Decisions on when and where to apply the policy would be difficult. So the outcome was a decision to set a goal of getting every fire under control by ten o'clock in the morning following the inception of the fire and, when control could not be achieved so quickly, to drive for control at the earliest possible moment. It was felt that this policy would result in the least total damage and costs.

Special Projects

Recreation Report

Use of the national forests for recreation was steadily increasing and it was decided we should have a report on the recreational resources

of the national forests -- their scope and extent, their present and prospective use, and what would be needed for their adequate development. So, as in the case of other major projects, such as the Copeland Report, we brought into Washington a group of field men to prepare the report. I was designated chairman of the group.

After much discussion, first drafts and revisions, we produced a comprehensive report that covered every angle of the subject. Chief Forester Silcox, however, felt it was rather too dry a document so he turned it over to Russell Lord, a well-known writer on conservation, and he transformed it into a much more lyrical product. The nature of Lord's draft is exemplified by the title of the opening chapter, "Foot to Earth, Eye to the Sky."

Fry: What were major issues that you had to work out in order to get the first draft underway?

Granger: Mostly to define the purpose and scope of the report, which was designed to tell the public about national forests, recreational values and policies.

Fry: Who were some of the field men who were most helpful on this?

Granger: Show, C. J. Buck, Meinecke, McArdle.

Guayule Rubber Project

During the second world war Japan cut off most of our natural rubber supply, so we had to rely chiefly on synthetic rubber, then much inferior in most respects to the natural product. In the search for natural rubber one of the sources was the guayule plant, a shrub resembling sagebrush, which grows naturally in Mexico and in a small area of Texas.

For many years the Intercontinental Rubber Company had been producing rubber from Guayule at Torreon, Mexico, and prior to that, had a mill at Salinas, California, which had processed guayule from the shrubs grown in California and Arizona. The Salinas project had been closer, so the United States bought the mill and a supply of seed from Intercontinental and the Forest Service was designated to conduct the guayule project.

It fell to my lot to head this undertaking in addition to my regular job. I was given carte blanche to recruit the necessary key personnel. I chose Evan Kelley, then Regional Forester at Missoula,

Montana, as the Director and together we quickly assembled a staff with headquarters at Salinas.

The project involved assembling the necessary equipment, establishing nurseries in which to grow the seedlings for field planting, renting land for field plantings, overhauling the pebble mill, recruiting labor, etc. All of these things presented great difficulties under war-time conditions of shortages of equipment and manpower, reluctance of landowners to lease land for our plantings, and the like. We had to get priority orders for scarce equipment and even for airplane travel.

We were fortunate to have the help of men in the Bureau of Plant Industry who were familiar with the operations of the Intercontinental Rubber Company and with the technical problems in growing and processing guayule. We also had help from soils and agricultural engineering experts in the Department of Agriculture.

Senator Downey of California and several interested congressmen gave great assistance, particularly the then-Senator Truman's war-time special committee, in such matters as priorities. Both House and

Senate committees on agriculture gave us strong support.

On the other hand there was at least one member of Congress who resented our "invasion" of his district in the Hemet Valley for some of our plantations, and he fought us vigorously, not hesitating to depart from the facts if it would serve his purpose.

The Associated Farmers in California were a harassing group. When we put sinks in the quarters we built to house Mexican laborers and their families, the Associated Farmers accused us of wasting the taxpayers' money. The House Agriculture Committee sent a sub-committee out to investigate and they gave the critics a scorching rebuke.

Despite obstacles Evan Kelley and his outfit did a superb job. I doubt if any other man in the Forest Service could have given the effective leadership and direction to the job that Kelley did. By the time the project was terminated we had produced 2,947,273 pounds of guayule rubber, including a small quantity from the wild plant harvested in Texas.

Along with the guayule enterprise we experimented with other plants. Russia sent us seeds of Russian

dandelion and we grew some in the Lakes States, and produced a small amount of rubber practically equal in quality to that from the rubber tree.

Another small-scale project involved a plant called cryptostegia. We tried this out in one of the Caribbean countries with no significant results.

We were strongly pressured by a Nevada congressman to harvest and process rabbit brush, a shrub somewhat like sagebrush which grows wild in many parts of the West, but it would have been too costly to cut and assemble the plants and process them, so this project never got underway.

Goldenrod also contains rubber and we did a small project on this in the South, but only on a laboratory scale.

Alaska Spruce Production Project

The army thought it necessary to supplement available metals for airplane construction with the old reliable spruce, especially for trainer planes, so the Forest Service was asked to produce airplane-grade spruce logs from the Tongass National Forest in southeast Alaska where there are vast stands of

Sitka spruce. This project also was in my field of jurisdiction. Frank Heintzlemann, Regional Forester in Alaska, was given the job and he put his assistant, Charles Burdick, in charge. They contracted with a logger in Seattle to carry on the operation. The logs were rafted to Puget Sound sawmills and there sawed into suitable dimensions for airplane construction. All told about seventy million board feet of spruce logs reached Puget Sound. The hemlock logs and inferior spruce logs were sold to Alaska sawmills.

Fry: Newton Drury tells in his interview how, in patriotic fervor, lumbermen tried to get the national parks opened for Sitka spruce production for airplanes in World War II. In the Forest Service was there excessive pressure to cut more spruce in Alaska during the war?

Granger: Not that I recall.

Third World Forestry Congress

Having been denied by a penurious Secretary of Agriculture the privilege of going to Scandinavia to study forest survey methods in 1930, I suddenly

in 1949 got another yen for an official trip abroad to view European forestry, so I "propositioned" Chief Lyle Watts. He promptly assigned me to head the U.S. delegation to the Third World Forestry Congress to be held in Helsinki, Finland, in the summer of 1949.

Our delegation comprised foresters and some forestry-minded lumbermen. When the Congress was organized, a Russian and I were named co-presidents, and since alphabetically the USA preceded the USSR, I was in effect the first co-president. Our duties were minuscule, Eino Saari of Finland, the President of the Congress, doing all the presiding -- and doing it well and graciously.

During the Congress we planted a commemorative birch tree at the University of Helsinki, where the Congress was held. The Russian co-president shoveled in the dirt on one side of the tree, I on the other. Some months later an American forester who stayed on to spend a year in Helsinki wrote me that my side of the tree was thriving but the Russian side had withered! I fear this tale was apocryphal!

Preceding the sessions there were field trips

to view Finnish forests and woods industries. We had also had a similar trip in Sweden on the way to the Congress. These were much more interesting than the rather dry sectional meetings.

Compared with forest management in the United States, that in Scandinavia is simple. There they have only three important commercial species -- spruce, Scotch pine and birch. Through long experience they had arrived at cutting and regeneration methods of proved effectiveness, and our observations confirmed our confidence in some of the methods we were trying out.

Fry: Can you mention here the chief methods to which you refer?

Granger: Clear cutting with either replanting or natural re-forestation; also the technique of selection cutting.

After the Congress a group of us took a bus tour through forests in Germany and France. There, of course, one sees forest management developed to an almost exact science, as in Scandinavia, as compared with its status in America.

Congressional Relations and Pressures

For some time after the Forest Service was given jurisdiction over the national forests there was strong opposition to its policies, including the charging of fees for grazing, on the part of several western members of Congress, notably senators Fulton of Oregon, Carter of Montana and Heyburn of Idaho. As the local and national benefits of orderly management of the national forests became evident, support for them steadily grew on the part of the users, the general public and in Congress. Individual members of both houses sponsored helpful legislation and increased appropriations, and congressional committees dealing with Forest Service matters were often helpful.

There were congressional gadflies, of course. For example, Representative Compton White of Idaho (father of the present member of the House) came repeatedly to our offices to complain and threaten, but he did not have enough influence to do us much harm. Representative Clair Engle, later a senator, was sometimes very helpful, at other times very troublesome.

Among those who stood out for their constructive

interest were Senator McNary of Oregon, Senator Aiken of Vermont, Senator Thye of Minnesota. Senator Ray Pittman of Nevada led the senatorial fight to keep President F.D.Roosevelt from transferring the Forest Service to the Interior Department at the behest of Harold Ickes, Secretary of the Interior. At one time when it appeared the FDR was about to yield to Ickes, despite the President's promise to several senators, it was reported that James Byrnes, then Majority Leader in the Senate, told the President he would have to denounce him on the Senate floor if he reneged on his commitments to Senator Pittman and others. That ended it.

Senator Hayden of Arizona and Senator Anderson of New Mexico have been outstanding in their support. In the House men like Blatnik of Minnesota and Saylor of Pennsylvania have stood strongly for the good causes in conservation, including support for the Forest Service.

As to the key committees, the Forest Service has generally fared well at the hands of the Committee on Agriculture and Forestry in the Senate and the Committee on Agriculture in the House. We had mixed results with the appropriation committees. Some chairmen of the sub-committees dealing with Forest Service appropriations

were usually not overly responsive: Democrats like Tarver of Georgia and Whitten of Mississippi, Republicans like John Taber of New York (he was also chairman of the full committee). Taber's right-hand man was Wigglesworth of Massachusetts and he usually confined himself to "nit picking" questions about the "green sheets" on which were listed the number and grades of employees covered by the estimates.

Taber was a cantankerous gentleman, but he was heavily outmatched in this respect by Cannon of Missouri, longtime Democratic Chairman of the House Appropriations Committee. Cannon would sometimes come into a subcommittee hearing on Forest Service appropriations, take over and virtually dismiss us with a disdainful wave of his hand.

For unfailing courtesy as chairman of the subcommittee the palm goes to Everett Dirksen, now a senator. He was not particularly generous to us, but he never heckled a witness, never cut anyone short. Once when I was testifying he opened the hearing by inviting any witness to tell the Committee wherein it was doing wrong by a request. I accepted the

invitation and Dirksen listened courteously.

Forest Service appropriation requests were undoubtedly prejudiced by being a relatively small part of the large appropriation requests for the Department of Agriculture, with most committee members either being more interested in other elements of the appropriation or loathe to increase the already-huge total. So, it was not until the Forest Service appropriations were included in the Interior Department bill that we began to get substantial increases. Here Senator Hayden, Chairman of the full committee[Senate Committee on Appropriations] in the Senate, exercised a powerful influence. Repeatedly the Senate has substantially increased the House allowances and the inevitable compromises in conference have sometimes provided the Forest Service with more than the Budget recommended.

The House Committee on Interior Affairs has been less helpful than the Committee on Agriculture, whereas their Senate counterpart, long chairmanned by Senator Anderson of New Mexico has usually given fine support, not only to the Forest Service but to conservation measures in general, including such important measures as the Wilderness Bill.

Pressures by individual members of Congress have rarely been carried to the extreme since the early days. I recall that my predecessor as Supervisor of the Medicine Bow National Forest had antagonized Senator Warren of Wyoming, Chairman of the Appropriations Committee, because of refusing to bow to the senator's demands for special treatment of his sheep-grazing permit, and the supervisor was transferred to another national forest. Evidently the Senator was mollified because I do not recall any unusual pressure from him.

As a rule, however, both the Forest Service and the Secretaries of Agriculture have successfully resisted pressures where important policies or principles were involved.

Special Interest Pressures

Timbermen

Individually most timber-sale operators have been reasonable and cooperative. There have always been -- and always will be -- complaints about stumpage prices, marking practice, log scaling and other features. In a few cases complaints and pressures have been extreme -- stumpage price too high, marking too light, etc. But it has been through the

timbermen's organizations that the really vicious pressures and antagonisms have come. Year after year the National Lumber Manufacturers Association representative used to appear before Congress to oppose funds for timber access roads, arguing that the operators could do the job better and cheaper, ignoring the fact that their program would lessen competition in bidding by eliminating the small operator who hadn't enough capital to build roads. Actually this seemed to be one of their purposes.

This same organization has stubbornly opposed acquisition of forest land by the Forest Service. It opposed the multiple use bill until wiser counsel within its ranks prevailed. It tried to organize community groups to turn the heat on the Forest Service to offer more timber for sale, but this effort was almost entirely a failure. In these and other ways it has tried to influence Congress and the Secretaries of Agriculture to curb or hamper or reverse the Forest Service, but has almost always failed.

At present the NLMA, through its public relations affiliate, American Forest Products Industries, is trying to get the states to withdraw consent to national forest acquisition under the Weeks Law, which is the general authority under which the Forest Service

purchases forest land. There seems to be no limit to the ferocity of the organized timberman against forest land acquisition.

Fry: Did the National Lumber Manufacturing Association ever join forces with livestock associations to help fight grazing regulations, to your knowledge?

Granger: I can't recall any such alliance.

The West Coast Lumbermen's Association, now merged with the Western Pine Association, achieved a more rational stance when W. B. Greeley in 1928 resigned as Chief of the Forest Service to become Executive Vice-President of the WCLA. Greeley saw an opportunity to improve the economic conditions affecting the timber industry in the Douglas fir region to the point where they could practice forestry. Whenever he had occasion to oppose or criticize the Forest Service it was on a respectable level.

The organized pulp and paper manufacturers have usually been considerably less hostile than the lumbermen in their opposition or pressures. For one thing, the operators of pulp and paper mills are usually only to a small degree dependent on national forest timber. Furthermore, in my opinion, the men who decide the policies of the pulp and paper associations are on the

average of a higher caliber and broader outlook than their counterparts in the lumber industry.

Grazing Interests

In spots the hostility of grazers toward the forest rangers was noteworthy in the early days. I recall my time in southwest Colorado in 1908 when forest rangers felt it unsafe to go into the Disappointment Country. The Carpenter family in the Gunnison Country was pretty belligerent until one night when Ranger Kreutzer was sharing a cabin with them. Kreutzer suddenly pulled his gun and shot a spider on the ceiling, giving the Carpenters considerable pause in their campaign to terrorize Kreutzer. They respected good shots!

Apart from individual or advisory board protests against decisions by the Forest Service regarding allotment boundaries, reduction in permitted numbers for range protection or distribution, bedding out rules, salting places, etc., the organized stockmen have campaigned in the past for such major objectives as (1) making the grazing use a legal right rather than a privilege, (2) eliminating reductions in permits for distribution, (3) transferring national forest range

lands to the states, (4) attaching the privilege of using national forest range to the ranch instead of the owner of the livestock, and (5) opposing fixing grazing fees on the national forests at the true value of the forage.

The stockmen organizations were not unanimous in pressing foregoing objectives. There were voices of moderation among them, but as usual, the voices of the extremists were the loudest. They were supported in varying degrees by some western members of Congress, among whom the late Senator McCarran of Nevada was one of the more active proponents of the stockmen's programs.

The only real "victory" the stockmen may be said to have won was in relation to grazing fees. Among others, some congressional committees had questioned the Forest Service about the very low fees compared to what stockmen were paying for comparable range on private lands and some state lands. This led to a comprehensive appraisal by the Forest Service of the grazing fee schedules. It was a thorough job, under the direction of Chris Rachford, and took into account all factors influencing range-use, including the generally more accessible private lands and the fewer restrictions on their use.

The end result of this study was a recommendation to the Secretary of Agriculture for a substantial increase in fees to make them more nearly commensurate with the true value of the forage. Secretary Jardine then asked Dan Casement, a Colorado stockman but not a permittee, to review the proposal. Casement recommended further adjustments, generally downward, which the Secretary approved. Thus the final schedule resulted in an increase, but left the fees still far short of what the stockmen were paying for comparable non-federal range.

Individual or local group hostility toward reductions for protection of the range sometimes became very bitter. For example, overgrazing was found to be ruining the watershed above the little community of Mt. Pleasant, Utah. Reductions proposed by the Forest Service were bitterly fought, despite the community interest in its watershed. It was recognized that the small operators in this area would be hurt by any reduction in the already small permits, but the continuing damage to the watershed left the Forest Service no choice. As I recall it, this was one of the places where local feeling became so bitter that the ranger and his family were ostracized.

Recreation Interests

There have been pressures to exclude timber cutting from areas considered by recreational or conservation groups to be most valuable for recreation or scenery. One of the most extreme among such protagonists has been Justice Douglas of the Supreme Court. He has in effect advocated building no more roads in the national forests, either in the high country or in the timbered areas where timber sales would result. He would apparently like to keep all roadless areas in a wilderness status, and he has often been intemperate in his demands and his criticisms.

Others have advocated inclusion in wilderness areas of large tracts of commercial timber land, going beyond the boundaries felt by the Forest Service to be adequate for wilderness area dedications. While some of such advocates are extreme in their demands, others have been more moderate and their views have been fully considered.

Some years ago the Forest Service undertook a revision of schedules of fees for special uses on the national forests such as for resorts, stores, ski lifts and similar commercial enterprises. The purpose was to

establish fees commensurate with the revenue-producing potentialities of the privilege of using national forest lands. Since the proposed method of basing fees on a percentage of gross revenues would result in some increase in fees, it was immediately attacked by the permittees and they formed an association to fight the plan, hiring to head it a former member of the Forest Service. However the plan was adopted and has been working successfully though some permittees continue to protest. One test of the plan's soundness is the fact that when some of the larger concessions are offered for competitive bidding, bidders have often offered a fee higher than the base rate.

Relations With Other Agencies

National Park Service

For many years the National Park Service was intermittently active in efforts to "raid" the national forests for the establishment of new national parks or the enlargement of existing parks. There was surreptitious reconnoitering of national forest areas and proposals affecting the national forests without consultation with the Forest Service.

Some of these proposals were meritorious, as in the case of Kings Canyon, the Grand Tetons and the Olympics in Washington. Others were quite debatable and were defeated by public opposition. Only in recent years has agreement been reached between Agriculture and Interior for joint examination of proposed conversion of national forest lands to national park status.

At one time the National Park Service got the notion that they should administer national forest lands primarily useful for recreation. This was an absurd idea, wholly disregarding the obvious inconsistency, confusion and added expense that would result from two agencies trying to administer an indivisible entity. Nothing came of this proposal.

Despite these conflicts the two Services cooperated well in such matters as fire protection and insect and disease control where their lands adjoined. Furthermore there was one period during which the leadership of the National Park Service forsook underground campaigns, when Newton Drury was Director of the National Park Service. He was a fine man to work with.

Bureau of Land Management

During the years of dispute as to who should administer the Oregon and California Railroad reverted grant lands within the national forest boundaries, relations with this agency were far from harmonious. This and other points of friction led to the appointment of an inter-departmental committee to "arbitrate" contested issues. Joel Wolfsohn, an Interior attorney, and Colonel White, a member of the Interior staff, represented Interior and Ernest Wiecking, an agriculture economist, and I were the Agriculture members. As to the contested O & C lands in the national forests, a so-called Wolfsohn-Granger agreement was reached whereby, pending final determination of jurisdiction, the Forest Service would make and administer the timber sales on the disputed lands, but would give BLM an opportunity to comment on each proposed sale. As I recall it, this plan worked quite well, though not without some hitches.

Reclamation Service

At one time question arose as to who would administer the recreational features of private lands

acquired by the Reclamation Service around their reservoirs within or partly within the national forests. The National Park Service aspired to the job, but through skillful negotiations with the Reclamation Service by John Sieker, then in charge of our Division of Recreation, a formal agreement was executed whereby the authority was given to the Forest Service. This was the only logical arrangement since the intermingled Reclamation Service and national forest lands had to be managed as a whole. As far as I can recall, our relations with the Reclamation Service were harmonious.

Soil Conservation Service

Early in its career the SCS felt that it should be self-sufficient in handling the forestry aspects of its projects, with the necessary forestry staff of its own. The Department decided, however, that the SCS should look to the Forest Service for the necessary expert advice in this field, thus avoiding undesirable and uneconomical duplication. I do not recall any other important differences between the two agencies.

Rural Electrification Administration

The admirable program of this agency involved the construction of a good many power lines across national forest lands. This involved two conflicts.

First, it was the policy of the Forest Service to require power and telephone lines to be located a reasonable distance away from roadsides in order to preserve the natural appearance of the forest. Like other power agencies, the REA objected to this on the ground of additional cost and less convenience in maintenance. We had to battle it out with them.

Second, power lines located near our grounded circuit (single wire) telephone lines caused the telephone lines to become so noisy as to render them virtually useless. We took the position that the REA should bear the expense of converting our lines to metallic circuit (two-wire) lines. This they refused to do on the grounds that the courts had decided in the case of other rural lines that the owners of ground-circuit lines must bear the expense of metallicizing their lines when the ground-circuit type was put out of business by the installation of paralleling power lines. We lost that battle!

On our part we took the initiative in procuring a decision by the Secretary of Agriculture that

where a private utility and the REA were both seeking a permit for installation of a line to serve the same area, priority would be given to the REA application.

Fry: Were these battles between you and the REA Director or between higher-ups?

Granger: They were between us and the REA Director.

Fry: What was the outcome of the conflict regarding placement of power lines away from roads?

Granger: I think the Forest Service prevailed, as I recall it.

Federal Power Commission and Bureau of Public Roads

At times it took some doing to get these agencies to have due regard for national forest values. Both suffered from the general theory of engineers that the shortest distance between two points is a straight line. No major crises developed, however.

Decentralization in the Forest Service

Pinchot inaugurated decentralization at the very start. Quoting from his book Break New Ground,*
"The new regulations made it absolutely clear...that

*Pinchot, Gifford, Breaking New Ground, New York, 1947.

local questions would be decided by local officers and on local grounds. The old Land Office custom of referring pretty much everything to Washington for incubation and ultimate decision was definitely out." Men were selected at various levels for their competence, given a job and responsibility and authority to do it, and were held accountable for results. Authority was pushed as far down the line as there was ability to effectively discharge it. As the national forest business grew and as competence increased, greater latitude was conferred all along the line. For example, the size of timber sales which forest rangers or forest supervisors could approve was increased from time to time.

The early forest rangers were mostly local men who knew the country and the people, but who had little or no technical knowledge. This usually had to be supplied from higher up. Then when all district rangers were trained foresters, they became real managers of the resources of their districts, with such staff assistants as were needed. That is the way it is today.

There can be no doubt that this policy of decentralization has been one of the most important factors contributing to the success of national forest admin-

istration -- bringing policies and decisions close to the people and interests affected.

Fry: Do you think decentralization has helped to generate a broadly-based and continuous public support for the Forest Service?

Granger: Yes, indeed, it helped a great deal.

Training

The early-day rangers were inducted into the Forest Service through a relatively simple examination which required the applicant to have a rudimentary knowledge of surveying, timber cruising, the livestock business, simple lumbering operations, how to make simple maps and reports, and how to ride and pack a horse and take care of himself in the woods.

I recall giving such an examination in Denver about 1909. After the written test Frank Sobey, an experienced ranger, and I took the applicants to a vacant area at the edge of Denver and had them pack a horse. Some could, others couldn't. One man finished packing and found he had quite a length of pack rope left over, hanging to the ground. He turned to Sobey and asked "What do I do with this?" He didn't pass!

After induction, training began, simple in character at first. One of the early procedures was to have group meetings of rangers and supervisors at which the new national forest manual, the Use Book, containing the regulations and instructions, was read and discussed in detail to be sure its provisions were uniformly understood.

The next steps included meetings at which instructions were given in the technical aspects of the job, usually involving doing the various jobs in field work. As these practices developed they became real training schools in all phases of national forest work. There were also correspondence courses.

New ranger inductees and other beginners were assigned to work under experienced men, as assistant rangers or in similar capacities.

Preparation of work plans was another feature. Plans were prepared by the men themselves which listed all the jobs to be done on the ranger districts, the time required for each, the frequency of recurring jobs and similar features designed to systematize the rangers' activities. One of the practices

advocated was "progressive riding" whereby the ranger extracted from his work plan all the jobs he could do on a projected trip into a certain part of his territory.

Peter Keplinger, in the Rocky Mountain Region was the outstanding pioneer in developing and applying the group training and correspondence course methods of training.

The training policy had two major objectives: to enable the man to do his job most efficiently and to fit him for advancement. The latter purpose has often been served by transfers to new and different assignments to broaden the individual's experience.

CHIEFS OF THE FOREST SERVICE

Gifford Pinchot

I had no personal contact with "G.P.," as he was known to his associates in his day until long after he was fired by President Taft in connection with the Ballinger case. But like everyone in the Service in those days, I was conscious of the spirit with which he imbued the men of the Service. I think there has never been anything like it in the public service before or since. He made conservation crusaders of us but he also insisted on sound, practical ways of doing business. If he didn't like a letter someone had prepared for his signature he would simply spread across it the word "rewrite" and return it to the author with no indication of what was wrong. Above all, he battled the enemies of conservation and of the Forest Service and enlisted the mightiest battler of all, President Theodore Roosevelt. We shall never see another Pinchot.

Henry Solon Graves

The Forest Service was indeed fortunate to have Graves as Pinchot's successor in those troubled days after Pinchot was fired. Graves was a professional forester of top calibre. He was not the inspiring leader that Pinchot was, but he was one in whom we all had great confidence. He was also a no-nonsense man and when he was displeased his brown eyes had a high-powered snap in them. I would say that he consolidated what G.P. had begun and led the Service through a period of continuous development on all fronts.

William B. Greeley

As I have recounted earlier, I got my start in the Service under Greeley when he was supervisor on what is now the Sequoia National Forest in California. One thing that impressed me then was his systematic way of working. When he came on an inspection trip to a ranger district where I was helping the district ranger he had a list of things

he wanted to take up and he accomplished his purpose quickly but comprehensively. He gave instructions in the same concise way, but never in a dictatorial manner.

Then later when he was in Washington as Chief of the Division of Timber Management, I came to know him well, as I was in charge of Timber Management in Denver. He conducted a sample marking project with a group of us in a Black Hills timber sale and led us in discussions of why we should cut or leave each tree. Here again he was not dictatorial.

On the other hand, Greeley was firm in his judgments, but he was not bull-headed. On one occasion I was negotiating the stumpage price on a large tie sale on the Medicine Bow and the operator held out for a lower price. It happened that the operator had on his side Senator Warren, then Chairman of the Senate Appropriations Committee and a very powerful person. I advised accepting a lower price, but Greeley said no. Then Warren went to work and Greeley decided my way. He then had the courage to tell me "Well, Chris, you were right."

I had the greatest admiration for Greeley as Chief and a great affection for him personally. I respected his view that public regulation of private timber cutting was not the remedy -- that the cooperative approach was better. This philosophy caused Greeley to be virtually "read out of the party" by his old boss, G.P., but Greeley never wavered.

I learned more from Greeley than from all the other Chiefs of the Forest Service combined.

Robert Y. Stuart

When I first met Stuart he was an inspector in Timber Management in Washington and I was in Denver. He struck me as being a very nice fellow, but with no great force. However when I saw more of him I realized that he had a lot on the ball and I was glad when Greeley told me Stuart was to be his successor.

Stuart was a fine, steady type, considerate of others, very likeable. He was not a dynamic leader, rather one who pursued a middle-of-the-road course. He could get his back up on occasion as I saw him do a few times during CCC days when he felt the Forest

Service was not getting fair treatment. It was during this time that I came to know Stuart best. I was his right-hand man on CCC matters, occupied an office next to his, and was privileged to enter his office at any time by the side door. We got along splendidly. He authorized me to sign CCC letters as "Acting Chief, Forest Service."

I think Stuart lacked the iron in the blood that characterized Greeley, and when things got hot with the lumber industry, for example, he let it upset him greatly. This evidently was partly responsible for the apparent breakdown which preceded his death.

Ferdinand Silcox

Silcox came in shortly after Stuart's death. It was understood that President Roosevelt appointed him on the recommendation of Rexford Tugwell, then Under-Secretary of Agriculture. He and Silcox were close friends.

Silcox had been in the Forest Service, his last assignment being as Associate Regional Forester at Missoula under Greeley. I understand that Silcox

was not happy serving under Greeley. Subsequently Silcox left the Service and evidently became very successful in the field of labor-management relations.

Silcox had a magnetic personality, high ideals and a fine concept of public service. His experience in the arbitration field intensified his sense of fairness and he insisted on a full hearing of complaints against the Forest Service. If we showed any tendency toward bureaucratic decisions he would bring us up short and see that the other fellow got all he was entitled to.

On the other hand, Silcox was the poorest administrator of all the chiefs I served under. He often dealt directly with the regional foresters in matters that should have been handled by or through the assistant chief concerned. He established Chris Rochford as his right-hand man and the two of them sometimes made decisions without bringing the assistant chiefs into the picture. For example, they decided on a chief of my division of Wildlife Management and then told me who it was to be.

It was harder to get to see Silcox than any other chief during my time in Washington.

Silcox had a "pipe-line" to the White House through Tugwell and he did what he could to offset Harold Ickes' strenuous efforts to get FDR to transfer the Forest Service to Interior. I believe my recollection is correct that at one point Silcox threatened to resign and fight the proposal if it was pushed. When the President asked Silcox to become Under-Secretary of the Interior we all suspected that it was a not-too-clever effort to gain his support for the transfer. At any rate Silcox chose not to desert the Forest Service.

Fry: What were the differences between Silcox and Greeley that lead to Silcox's leaving the Service eventually?

Granger: I don't know.

Earle H. Clapp

Clapp was Associate Chief and when Silcox died, the Secretary of Agriculture told Clapp to carry on as Acting Chief. This he did very ably for three years and certainly should have been made chief. We always suspected that he was denied the promotion because FDR became aware that Clapp was doing every-

thing he could to prevent the transfer of the Service to Interior. Clapp's efforts undoubtedly contributed heavily toward the defeat of the plan.

Clapp has been one of the ablest men the Forest Service ever developed. He built a forest research organization unequalled elsewhere in the world. He imbued it with an esprit-de-corps truly notable. He knew how to pick able men as leaders; he expected much of the crew, and he got it.

Clapp's direction of the preparation of the Copeland Report was one of his noteworthy feats. He set high standards for the preparation of the various sections and would not accept a section until it met his standards.

Clapp is just the opposite of a man like Silcox. Sil caught the eye and the imagination. Clapp is the quiet, still-waters-run-deep type, commanding admiration and respect by all who really get to know him.

Public regulation of private timber cutting was one of Clapp's primary objectives. He believed it essential to the proper treatment of private forests, and he worked for it doggedly. I was not deeply involved in this because it was out of my direct line

May 25, 1940.

Memorandum For Mr. Clapp:

Attached is copy of revised outline of Forest Regulation Bill which has been prepared by the committee you recently appointed assisted by Kotok, Brundage, and Coville.

When the matter is discussed with the staff, Forsling will have two or three suggestions regarding some of the basic features of the plan on which the committee is not unanimous.

There are also some relatively minor questions which need further discussion, such as (1) whether arrangements should be made to stagger the appointments of the national, State, and district board members so that there will never be a complete turnover; (2) whether action on appeals should be required to be taken by administrative officers within a specified time; and (3) possibly one or two others.

A rather basic point is whether the act should authorize enforcement by the Federal Government in States where it is doing the regulating of rules of practice adopted by majority vote of land owners which go beyond the minimum requirements specified in the bill.

Another question is whether this bill should provide for imposing special restrictions or measures on lands of particularly critical watershed value with the public paying the cost.

It should be made clear that this act would not cover all contingencies affecting the continuous productivity of forest land. For example, it is our thought it would not require an owner to plant an area devastated by fire if in cutting he had made the required provisions for natural reproduction and had met the fire protection requirements.

Preparation of an outline of a model State act has been deferred until the outline of the Federal act is put in final form.

G. M. Granger

C. M. GRANGER

Assistant Chief, Forest Service

Attachment.



WALTER M. PIERCE
2d CONGRESSIONAL DISTRICT
OREGON

MEMBER
COMMITTEE ON AGRICULTURE
AND FORESTRY

HOME ADDRESS:
LA GRANDE, OREGON
R. D. No. 1

Congress of the United States
House of Representatives
Washington, D. C.

FOREST CONSERVATION BILLS TO PROMOTE SUSTAINED YIELD ON PRIVATELY
OWNED LANDS

Statement by Representative Walter M. Pierce of Oregon
on his Bills H. R. 3849 - 3850 - Forest Practices Acts.

On March 6 I introduced these two bills in Congress providing for nation-wide regulation of cutting, and certain other practices on privately owned forest lands of the United States. Both of these bills have the same objective: to prevent destructive liquidation of the Nation's forest resources and to insure the permanent productivity of our forest land.

I consider these bills by far the most important measures in forest conservation that I have ever introduced during my five terms in Congress.

I have now pending two other important forest bills, one (H.R. 3408) providing for government credit and the other (H.R. 615) for relief of distressed forest areas. Together, they offer a strong conservation program.

It is essential to the permanent welfare of the United States that its forests be maintained for continuous production. Three-fourths of all forest land in the United States is in private ownership, including the best, most accessible, and most productive areas. Although some progress toward perpetuation of forest growth has been made by certain forest industry leaders, destructive liquidation and the old practice of cut-out-and-get-out, without regard to future use of the land or dependent families or communities, still goes on, unchecked, over most of the privately owned forest lands of the Nation. Continuation of such forest depletion is a public menace.

One of the two bills I am introducing (H.R. 3850) follows what I believe to be the recommendations of the Secretary of Agriculture and the Forest Service made to the Joint Congressional Committee on Forestry. It provides for the establishment of systems of forest regulation by the several states, with the federal government sharing the cost of enforcement and carrying out direct enforcement measures only when the states fail to set up a satisfactory system of forest perpetuation.

It is my opinion, however, that the prevention of destructive forest practices is a direct federal responsibility. I have therefore introduced another bill (H.R. 3849) which calls for direct administration of forest regulations by the United States. I shall urge the Congress to enact this measure calling for direct federal action, in preference to the state option plan.

The public welfare requires that we stop further destruction of forests, prevent their further deterioration, and keep them productive. Well-managed forests help reduce damage by floods and erosion; they help maintain the navigability of rivers and harbors; they insure a continuing supply of raw materials essential to industry and employment and to national defense. The Federal Government has already made large investments in the form of federal aid in protection from fire,

research, tree planting, and other cooperative measures to promote better use of privately owned forest lands. I believe such investments should be further increased, because it is to the public's interest that the forests be protected and maintained. The public, however, must be assured that such investments will not be wasted by unrestricted misuse of the lands involved.

The measures I have introduced set up no restriction on free private enterprise other than those minimum requirements necessary to protect public interests. These requirements include precautions against fire, insects, and disease, and prescribe certain cutting practices which will leave the land in reasonably productive condition. The philosophy behind these measures is the same as that which has led to zoning laws, sanitary laws, or speed laws on the highways -- to set up rules of practice that safeguard public interests and promote the general welfare.

Under the terms of the bill providing for optional state action (H.R. 3850) the several states would be given an opportunity to set up and apply forest regulation. The Federal government would contribute to the cost on a 50-50 basis. To assure equitable, nation-wide regulation, the bill further provides:

1. That State legislation and standards of enforcement must be satisfactory to the federal government.

2. That the federal government is authorized to administer enforcement if requested by any state to do so, or if a state does not undertake it or does not attain satisfactory standards.

3. That federal financial assistance in regulation shall be withdrawn if state enforcement proves unsatisfactory, and that other federal forest cooperative funds may be withheld from any state which, after the formative period, does not satisfactorily cooperate or administer forest regulation.

The other bill (H.R. 3849) provides that direct authority of and administrative action by the federal government shall be exercised by and through the Secretary of Agriculture.

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of responsibility, but Clapp asked me to draft an outline of what a bill to enforce regulation should contain. I did this, and the subsequent draft of a bill followed my outline rather closely.

In the research organization Clapp will have an enduring monument, together with the history of his other major achievements.

Lyle Watts

I can't recall just how Watts came to the attention of FDR, but I think it was during the time he was Regional Forester at Portland, and on one of the President's trips. At any rate, Watts became Chief during World War II, I believe in 1942. He had served very capably as Regional Forester in both the Lakes States Region and at Portland. He had also been in research and as a professor of forestry.

There was nothing striking about Watts in his personality nor his actions, but he was a very sound leader, having the confidence of the organization and dealing effectively with outside interests, except the grazing interests. They regarded both Watts

and me with hostility because we were in the forefront of opposition to their moves to gain unwarranted rights on the national forests.

I enjoyed working with Watts. We found that our thoughts about many matters concerning the Service often coincided.

Watts for years suffered a great deal of pain from spinal trouble, but it never made him irritable in his dealings with his associates. He was an excellent chief.

Richard McArdle

I had retired before McArdle succeeded Watts so can judge him only by occasional observations from the sidelines. However I was aware of the fact that he piloted the Service through a very difficult period in the first years of the Ezra Benson regime as Secretary of Agriculture. Benson came on the job expecting to find an overstuffed bureaucracy in the Department and determined to clean house. The members of his staff who dealt with the Service most directly were hard to get along with. McArdle

displayed great ability to "roll with the punch" without ever yielding any vital ground. He gradually won the respect and support of the Department, but it took a lot of doing. Things got immeasurably better after a man by the name of Ervin L. Peterson, from Oregon, became the member of the Secretary's staff who dealt with the Service. Peterson was an understanding person and gave the Service fine support.

From all I learned about McArdle's performance I rate him as one of the best Chiefs of the Forest Service.

Edward P. Cliff

In a way Cliff was my protégé. I had much to do with his appointment as Regional Forester at Denver and as my successor in Washington. Had the choice been mine I would also have selected him to be Chief Forester. He was an able regional forester and assistant chief, and as far as I can judge he is doing a fine job as Chief.

SECRETARIES OF AGRICULTURE

Clinton Anderson

The only ones I really knew were Henry Wallace, Claude Wickard, Charles Brannan and Clinton Anderson. Of these, Anderson was far-and-away the tops. He is a man of great force of character, keen insight and high courage. We always knew he expected high-quality performance and we also knew he would support us when we were right. At one time he offered to pay five thousand dollars to any designated charity if one of his New Mexico friends, a grazing permittee hostile to the Service, could prove an allegation he made against the Service. It was not proven!

Henry Wallace

Henry Wallace was a man hard to know. He left most of the contacts with the Forest Service to Paul Appleby, who was not very friendly. We heard rumors at one time, when Clapp was Acting

Chief, that Appleby was to be made Chief. That filled us with consternation. I called Wallace at home and asked him to send for me the next day so I wouldn't have to seek an audience through Appleby. Wallace summoned me and I told him of the rumor and that Appleby's appointment would be very upsetting to the Service. Wallace just smiled and in effect told me that we need not be alarmed.

Claude Wickard

Claude Wickard was a fine person but not big enough for the Secretary's job. We got along well with him as Secretary, but not so well when he became head of the Rural Electrification Administration because of the conflicts I have described earlier.

Charles Brannan

Brannan was the easiest man to get access to of the Secretaries I know, and the most informal

to deal with. Several of us were on a first-name basis with him. He battled vigorously with his friend, Interior Secretary Oscar Chapman, over Interior's continuing efforts to get us transferred to Interior. Brannan was not the strong man that Anderson was, but he was an excellent Secretary from the standpoint of the Forest Service.

OTHER MEN IN THE FOREST SERVICE

There are many about whom I could comment -- too many for this document, so I shall discuss only a few of regional interest from a standpoint of the Regional Cultural History Project.

Coert DuBois

Coert DuBois, once Regional Forester in California, was a colorful person. He had a forceful personality and very positive opinions. I recall during World War I when he was one of the regional commanders of the Tenth Engineers and I was in charge of lumber shipments, he came to headquarters and in effect said he would not follow a certain instruction about some shipments. I reminded him that any shipping orders he got were in effect orders from the general in charge of our organization and that it was up to him to do as he was told.

I have no personal knowledge of how he performed as Regional Forester, but from all accounts

he was a dynamic leader.

DuBois developed a yen for wider fields during his experience in France with the Tenth Engineers and subsequently left the Service to go into the Foreign Service, in which I judge he had a successful career.

Paul G. Redington

I first knew Redington when he was Associate Regional Forester in Denver under Smith Riley. There he was a sort of fifth wheel, not taking much of a part in running the Region. Deciding he wanted more field experience, he asked for assignment as Supervisor of the Rio Grande National Forest. Subsequently he served as Regional Forester in Region Three (Arizona and New Mexico) and then as Regional Forester in San Francisco.

Red was not a success in any of these assignments. He was a very likeable person, but mercurial in temperament and lacking iron in his makeup. Finally he was transferred to Washington in charge of public relations. He suffered a breakdown which forced his retirement, unhappily ending in a loss of his faculties.

S. Bevier Show

Show was a brilliant person, both in research and as Regional Forester at San Francisco. With Ed Kotok he did original research in the incidence and behavior of forest fires. He was an excellent antidote for the pedestrian leadership of Redington. His adaptability was shown by his being able to step right from research into the demanding administrative responsibility of the Regional Forester's job. He left behind enduring good works.

Perry A. Thompson

I first met Thompson in 1925 when he was Assistant Forest Supervisor on the Malheur National Forest in Oregon. One of my first jobs as Regional Forester was to look into the shortcomings of the supervisor of the Malheur. Thompson gave me great help in uncovering derelictions so serious that I called for the supervisor's resignation.

Thompson was an advanced thinker and man of action in his later assignments as forest supervisor

and head of the Division of Fire Control in Washington. He pushed for adoption of the policy of prescribed (controlled) burning in the Southern Pine region. He gave strong leadership to the field in fire control activities. He applied these same talents to the position of Regional Forester in California.

Unfortunately, after his retirement, Thompson went to work for an association of timbermen and soon began promoting some new, radical and unworkable policies for handling national forest timber appraisals and offerings. I never doubted Thompson's sincerity, but was saddened by his attitude toward Service policies.

INFLUENCE OF THE FOREST SERVICE ON
PRIVATE FORESTRY

The first tangible impact on private forestry probably came when the Forestry Division (predecessor of the Forest Service), under Pinchot's direction in 1898 issued a formal offer to help farmers, lumbermen and other private timberland owners apply forestry to their holdings. This, and the response of private owners, is well described in Pinchot's book, Breaking New Ground.

As Greeley used to say, good private forestry would come about when economic conditions had become favorable. This proved to be a sound forecast. However, I feel sure that given such conditions, the growth of private forestry was stimulated by the example of good forest practice on the national forests and the influence of Forest Service research. Researchers like Raphael Zon in the Lake States, Russell Reynolds at Crossett Experimental Forest in Arkansas, and John Putnam in the Mississippi Delta Hardwoods were regarded by timberland owners and

professional foresters alike as top authorities in their fields, and their advice was both sought and followed. In a real sense they were evangelists in spreading the gospel of sound forestry. There were many others who produced results from research and spread the results afield and who strongly influenced the development of private forestry.

Then there was Austin Cary, a product of the Maine Woods who joined the Forest Service and took his pipe and himself throughout the Southland preaching the forestry gospel in language clear to both the timberland owner and the lumberjack in the woods. In colloquial language, "he done a lot of good."

One could recount numerous examples of Forest Service research which contributed markedly to both private and national forest practice, such as the most productive and least damaging method of tapping pine trees in turpentine operations; the use of fire in controlling brown-spot in long-leaf pine; the tree-classification scheme for ponderosa pine developed by Keen which evaluated trees according to thrift and vigor as a guide in marking for cutting; and

the many discoveries at the Forest Products Laboratory at Madison, Wisconsin, which taught timber producers better ways of utilizing and marketing the product.

I think it is safe to say that the "threat" of public regulation of private timber cutting stimulated more rapid adoption of forestry practices, particularly by the larger owners.

It is fair to say, I believe, that Forest Service example, research and "preachments" had a profound influence in encouraging private forestry.

APPENDIX

Letter from Raymond Marsh informing Amelia Fry of Christopher Granger's death.

"Developing Initiative" - Speech by Christopher Granger, March 28, 1921.

Letter to editor of Washington Post on Colorado River Dams, August 4, 1966.

Debate on National Forest Lands for recreation between Christopher Granger and Bernard Orell, American Forests, January & February 1966, issues.

Outline submitted to Christopher Granger by Amelia Fry, November 24, 1964.

Exchange of letters and outlines about the manuscript. Christopher Granger and Amelia Fry, March 1964-May 1967.

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Letter from Raymond Marsh informing Amelia Fry of Christopher
Granger's death.

RAYMOND E. MARSH
COSMOS CLUB
2121 MASSACHUSETTS AVENUE, N. W.
WASHINGTON, D. C. 20008

November 25, 1967

Mrs. Amelia Fry
ROHO Room 486, Bancroft Library
University of California
Berkeley, California 94720

Dear Mrs. Fry:

Sadly, I must tell you that on Tuesday, November 21, Chris Granger passed away; unexpedly, suddenly, and peacefully. He got up that morning seeming as usual, drove his car on an errand, returned and lay down on a sofa, got up for a drink of water, returned and shortly was gone. It was in the late A. M. A nice way to go if it had to be. He had had a full, rich life. A shock to me. He was my highly esteemed friend of 50 years.

I cannot report any progress for myself. I hardly expected it so soon. I am still in a heavy regime of medicine. Mrs. Goldfine phoned me on November 20. She had not been able to arrange for a baby sitter for time in addition to her current work. We agreed that some further delay would be mutually acceptable. We intend to meet for further explanation of my effort.

Wit my high regards and best wishes.

Sincerely,

Raymond Marsh

March 28, 1921.

DEVELOPING INITIATIVE

(C. M. Granger)

In analyzing the qualities of a man initiative is often confused with energy. There is in reality a radical difference.

Initiative = independent, constructive action; or, in common parlance, the quality of starting something.

Energy = power of action; capacity for performing work.

It is quite possible that a man may have capacity for starting many new things, without the energy to carry them through. Or, obversely, a man may be devoid of initiative and yet execute energetically tasks laid out for him.

There seem to be three principal ways of developing initiative: (1) by creating an unavoidable necessity; (2) by competition; (3) by example.

The first method - by force of necessity - is clearly exemplified by the measures adopted by the English and the United States to combat the German submarine menace. Face to face with certain defeat they worked out effective defensive methods. Similarly, Germany's use of gas in warfare forced the development of protective masks. Traffic congestion in New York gave birth to the subway. It is simply the old axiom that necessity is the mother of invention. Necessity is probably responsible for the largest share of initiative in this world.

Given the requisite inherent fund of initiative, competition will cause it to uncover itself rapidly. Witness the development of freak yacht models designed to hold the America's cup on this side of the Atlantic. Witness the highly-developed selling methods of the Rexall drug stores, which enable them to pay an annual rental of \$110,000 for store space in the McAlpin Hotel, New York, and still out-profit their competitors. Trade competition developed the advertising slogans which put over so many of our standard articles and commodities.

Stimulating initiative by example is the least forceful and desirable of the three methods. It should be used rarely, and ordinarily only when without this aid the individual might fail under necessity or in competition. By example I mean furnishing a mark for one to shoot at; pointing out the desired end and ways of attaining it, to inculcate in the individual a spirit of emulation. The danger of this is that it often makes one a more imitator content to cease effort when he has reached the level of his fellows, instead of trying for things beyond. This method is sometimes necessary with a beginner when the methods he ought to follow have been thoroughly tried and proven by the experience of his predecessors.

In our organization - the Forest Service - initiative has been developed chiefly through the first means - the creation of an unavoidable necessity. That was what the Forester faced when, in 1905, the Secretary of Agriculture turned over to him

the National Forests with a meagre force, scanty funds, but an outline of far-reaching objectives, leaving it to the Forester to develop ways and means. Out of that tremendous responsibility has grown the organization. If the enterprise was to succeed initiative simply had to operate at high speed. It was a case of sink or swim by one's individual efforts. The same problem to a lesser degree faced every Supervisor on an undeveloped Forest when told by his chief to make something out of it. And probably no one faced any more squarely this sheer necessity than the early rangers who had districts larger than some of our present Forests and who had to get results largely through their own genius. Kreutzer had to find a way, at the actual risk of his life, to put over the idea in the turbulent Sapinero country, and no one to help him do it. Jim Lowell had to sell the idea of grazing permits in the wildest part of the Colorado cow country, and he found a way to do it. A few years later the Hayden men, overrun with hundreds of thousands of sheep at the counting pens, had to find a way of systematizing for their own protection, and they worked out the counting schedule. Marking timber in four feet of snow first produced the marking nail and later a reorganization of methods to mark in the fall.

This method of putting a man on a big job and telling him to get results has been almost universal in the Service. It could not be otherwise with limited personnel to do unlimited

work, and little time for training. Most of our rangers have been put in charge of a district with a wave of the hand by the Supervisor to indicate the limits of their sovereignty, and told to go to it.

This method has its disadvantages, but they are outweighed by the accomplishments. Perhaps we have come to the place where this means should be supplemented by a little stimulation through example. For example, instead of turning a new ranger loose to experiment with his district, we may help him and the work greatly, shorten the period of training materially, and yet not stultify his will to find better ways by furnishing him with a plan of work telling him just where and what his job is, and the best ways his predecessors found to do the work. I would have the Supervisor say to his incoming ranger about this: "Here is your district, here your equipment; you have so much money for expenses and improvements; I have told you briefly of the Service ideals and the fundamental objectives; here is a plan which tells you in detail what and where your job is, and gives you the methods which experience has shown successful. I shall expect you to do the work up to the Service standard of quality, using these methods or such improvements on them as you care to employ, and I shall judge you by results. I want you to look upon your district as a tremendously valuable piece of property for which you have signed up to me, with an engagement to turn it back in better shape than you receive it."

On a job where one works largely on his own responsibility the development of initiative cannot go hand in hand with the fixation of precise working rules handed down from above. The division superintendent of a railroad must not be told by his chief that he must inspect every portion of the line quarterly, come what may. He must be made responsible for the conditions on his division and left to get results by his own ingenuity. A ranger ought not to be told that he must visit a lookout guard every week or month. He must know that he is responsible for the functioning of that guard, and how he redeems that responsibility is left to him. There are always exceptions, but working by rule usually destroys - or at least does not bring out - initiative.

The use of example I have mentioned above. I would not carry this to the point of sending out a sample plan of work and telling the field we want plans just like that. I would rather outline the objectives and scope of the plan and leave it to the ingenuity of the individual to build his own structure around the fundamental framework.

Competition as a stimulant to initiative has been little employed in the past in the Service, but the use is growing, and it has tremendous possibilities. A simple comparison of the expense of running Forests has led Supervisors to devise means of cutting costs. A competitive spirit in keeping down fires is already having effect, and is one of the

strongest ways of attacking the problem. We heard at the last meeting of an organization whose salesmen were stimulated by a periodic publication of their comparative achievements, with the result that no man stood at the bottom of the list for two successive periods. Put a man on his mettle to figure out something new to beat a fellow worker out with, and he will usually do it. So I feel that competition, always kept on a friendly basis, is our best means of developing initiation at this stage of our progress.

Letter to editor, Washington Post, August 4, 1966, on Colorado River Dams.

Why Build the Dams?

Your editorial "Colorado River Issue" (July 14) fails to consider various important aspects of the matter which seem to prove that neither one or both dams would add to the available water supply. Hence the Grand Canyon should be protected against them.

The water in the Colorado River is already over-committed. Further storage would not add to the supply. Rather it would diminish it through evaporation and seepage into the banks of the reservoirs. It would also by evaporation contribute to the salinity of the water which reaches Mexico, a very sore point with Mexico. Other dams on the lower Colorado can each store about three years average flow of the river.

The Reclamation Service apparently envisions the sale of power to be generated at Marble Gorge and Bridge Canyon as useful in helping finance other water projects in the lower basin including importing water from outside the Colorado River Basin. However, Senator Anderson is quoted as reporting that Glen Canyon Dam "is generating power at six mills per kilowatt hour. That is almost too high to be competitive. At the new Four Corners plant in this state (New Mexico) with coal to generate steam, power is being generated at four mills per kilowatt hour."

The recreational values claimed are not supported by Secretary Udall's Bureau of Outdoor Recreation which reports "No additional recreation benefits can be claimed for the proposed Bridge Canyon Dam because of the unusual existing recreation values of the proposed reservoir area and the adverse effects the dam and reservoir would have on these values."

Thus it boils down to the fact that the two proposed dams would waste water, would add to its salinity, and that power can be had by cheaper means. So, what argument is there for impairing the Grand Canyon, invading the Park and the Monument, and seriously diminishing the flow of the river which created the canyon?

Debate on National Forest Lands for Recreation between Christopher Granger and Bernard Orell -- AMERICAN FORESTS, Jan. to Feb., 1966; issues.



Christopher Granger
U.S.F.S. (retired)

A FRIENDLY DEBATE BETWEEN

HOW MUCH LAND FOR NATIONAL FOREST RECREATION?

THANKS to candor and "know-how" the relations between Secretary of Agriculture Freeman and the forest products people have generally been good. Solid accomplishment in what might be called the mechanics of national forest management as regards timber production has been one result of this relationship.

Developments in 1965 revealed, however, that this empathy has tended to break down as regards national forest acquisition for recreational purposes. In an address before the National Lumber Manufacturers Association on May 3, Mr. Freeman laid his opinions on the line to the lumbermen when he stated, "The American people expect me, and you, to do an increasingly better job of meshing natural beauty and resource use."

In spelling out his views, the Secretary said, "I have been surprised and disappointed by what I consider short-sighted positions and actions that serve neither the industry nor the national interest on the part of many lumbermen where public land acquisition for recreation is concerned." In reminding lumbermen that cooperation is a "two-way street," the Secretary said, "... Nor is it cooperation when the industry takes a position of rigid and indiscriminating opposition to the Forest Service land acquisition part of the Land and Water Conservation Fund activities. Or when the industry seeks legislation in the

states to block Federal-State land exchanges."

As is always the case, the areas of agreement between the Secretary and the industry received scant attention from the conservation public but the prospect of a fight on national forest acquisition for recreation did. With some conservationists stating that forest industry is opposed to all national forest acquisition and all land exchanges, the situation as of today is murky and begging for clarification.

One well-known forester who decided to seek light on the subject was *Christopher M. Granger*, former Assistant Chief Forester in charge of national forest management and the man who is generally regarded as having been the first national forest boss to put those forests "in the black." As he has done on previous occasions, Mr. Granger went directly to the industry in the form of a letter written on July 2 to *Bernard Orell*, Vice President, Weyerhaeuser Company, and the spokesman for the industry at the Fifth American Forest Congress in 1963. Result has been a friendly debate between the two men, both professional foresters, which is presented here in the interests of helping to clarify a confused situation. Their correspondence follows [*Editor*]:

Mr. Granger's Inquiry

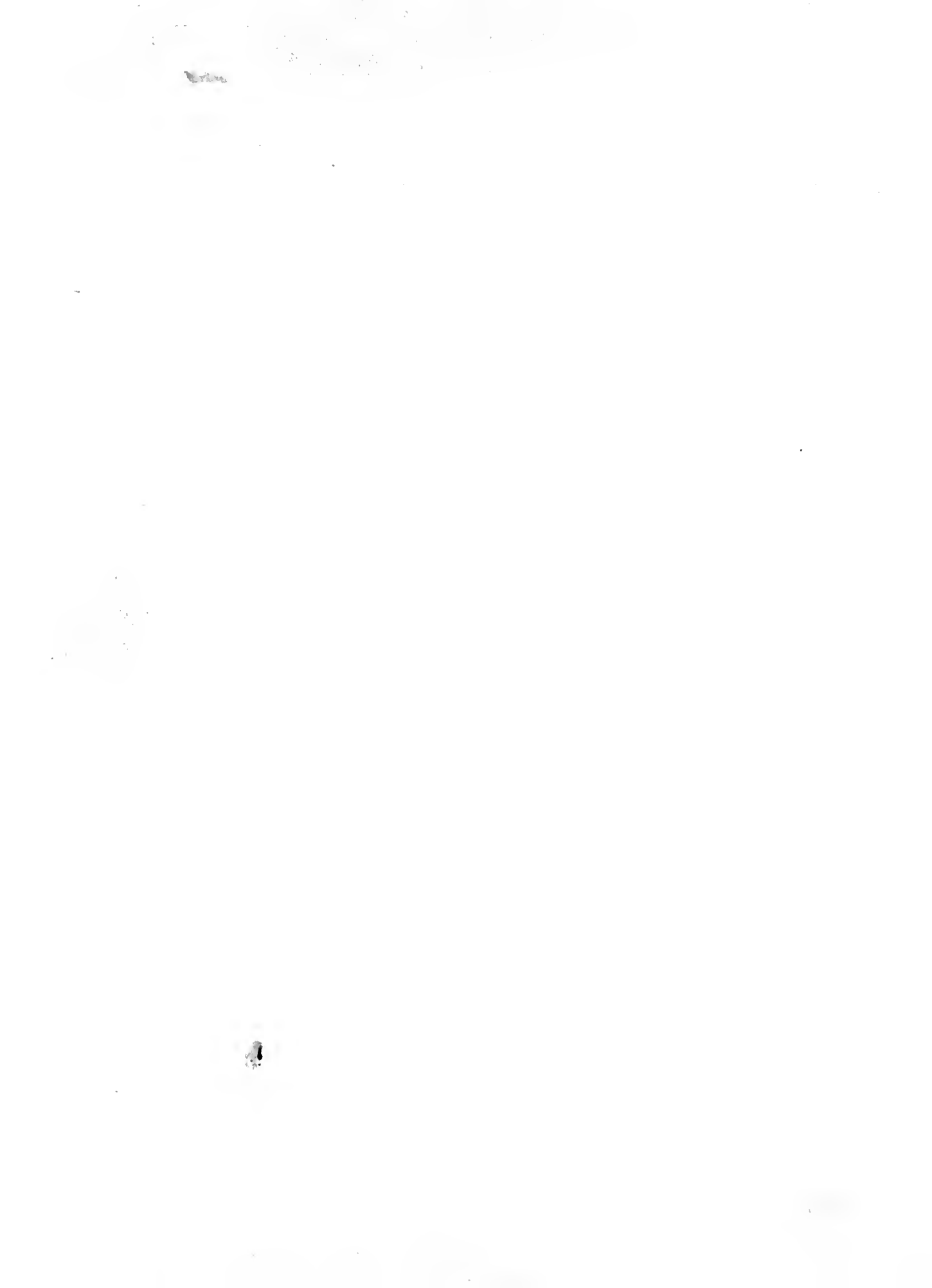
Dear Bernie:

For the second time I "take pen in hand" to express to you my

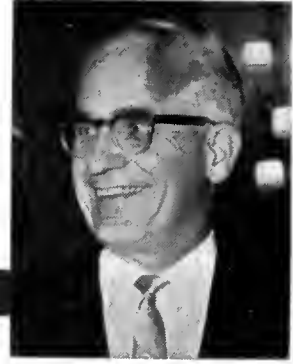
amazement that you are taking the lead in the campaign by the timber industry to block all land acquisition by the Forest Service and to pressure the States to repeal their consent to acquisition under the Weeks Law. I was very glad to note that the Secretary of Agriculture, in one of the recent industry meetings, frankly deplored the lack of cooperation by the industry in its "rigid and indiscriminating opposition" to acquisition by the Forest Service with Land and Water Conservation Fund appropriations.

Viewing the industry attitude, one would think that the Forest Service is *making* forest land-owners sell to the Government. You know very well that there is always a *willing seller* and nobody is going to sell if he intends to keep and manage his land. And in the case of exchange, with the States or private owners, there is always benefit to both the parties.

So, what your industry is doing is in effect saying to public and private owners alike that they must hold onto their lands whether or not they would like to sell or exchange them. This is an absurd position, but it is, I am sorry to say, of a pattern too long exemplified by the timber industry. When is the industry going to advance some *constructive* suggestions relating to the national forests apart from their own self-interests? You, personally took a constructive position when the multiple use act was before



NO PROFESSIONALS



Bernard L. Orell
Weyerhaeuser Company

Congress. Why don't you lead your industry out of the wilderness?

Christopher M. Granger

Mr. Orell's Reply

Dear Chris:

Your letter of July 2, 1965, regarding the so-called industry opposition to Forest Service land acquisition and exchange has been on my desk for some time now. The delay has been due to my wanting to be able to detail the background of the Minnesota situation with which I was not familiar and which has the genesis of the Secretary's remarks regarding industry attitude.

While your frankness is certainly appreciated, I must confess considerable surprise at your assumption that the industry is opposed to Forest Service land acquisition as such and even more particularly that it opposes land exchange.

There is also surprise on my part at your suggestion that the industry has not advanced any constructive suggestions relating to the national forests apart from their own interests. If you will again read completely the Secretary's comments before the NLMA meeting in Washington in May, you will find he has detailed constructive steps being taken by the industry jointly with the Forest Service. One cannot help but obtain from the total talk an overall appreciation of improved relationships with the industry due to its constructive approach in recent

years. Ed Cliff would verify this.

As to the specific charge that the industry is opposed to government land acquisition and exchange, the Secretary had been misled and this also appears to be the case in your own instance.

On the matter of land acquisition, it is the attitude of the major portion of private forest industry management and foresters that the present federal acreage—Forest Service and other—which comprises more than one-third of the total land area of the country, should not and must not be expanded. Industry feels very strongly that a total expansion of major proportions in the acreage held by government would not be in the national interest. This is not, however, a stand against acquisition for specific purposes. Any acquisition must be considered in the light of the total land pattern in the immediate areas and in the country as a whole. To put it succinctly, the forest industries intend to work towards the limiting of acquisition by all agencies of the federal government to those instances of specific and demonstrable national interest. Where public acquisition is necessary for local purposes it should be by the states.

As a corollary to this approach, it is also the intention of industry to encourage industry, state and federal agencies to consolidate present ownerships through the promotion of intelligent and expeditious exchange policies. This, too, is in the

public interest and in this instance the public agencies must take the lead.

As a further corollary, recognizing that exchange will not handle all of the problems of private inholdings in the national forests, the forest industry would go along with acquisition of some of these inholdings, provided there was also statutory authority and action in disposal of isolated outholdings held by the Forest Service and other federal agencies. The industry will be working toward this legislative goal, but again its accomplishment would be enhanced a great deal by Forest Service recognition of the need for such a program. This is also in the public interest.

With regard to the Weeks Act, as you know, the original purpose when it was passed was to provide for the protection of watersheds and production of timber. Required was state enabling legislation before becoming effective in the various states. In one form or another most of the states—exceptions include my own State of Washington—have passed Weeks Act enabling legislation. At the present time, therefore, in all but a few of the contiguous forested states the Weeks Act provides a blanket authority for acquisition by the Forest Service, provided funds are available. The Land and Water Conservation Fund Act is expected to provide extensive funds.

(Turn to page 60)



A Friendly Debate

(From page 31)

The industry feels that the same public scrutiny to acquisition for recreation under this Act should be attendant in the case of the national forests as is the case with the National Park System. This is the only issue involved and it seems to me to make considerable sense that Forest Service leadership should be required to demonstrate to the Congress national interest in the major acquisitions they are recommending such as the two million acre addition to the Ozark National Forest in Arkansas.

As you perhaps know, the industry sought an amendment to the Land and Water Conservation Fund Act to permit the utilization of the federal portion of the Fund for development purposes and to require positive Congressional approval for recreation acquisition utilizing moneys from the Fund. This amendment would not have abrogated the basic purpose of the Weeks Act, which still could be utilized for acquisition for any purpose with appropriated funds. Since this amendment lost by the slim margin of a tie vote in the House, the industry is now following its only other recourse, which is to obtain review of the state enabling acts in light of current conditions 50 years after the Weeks Act was passed. Surely you would not deny the industry recourse to this expression in our democratic system. Surely also you would not question my own motivation or that of industry executives and professional foresters in feeling that the effort that is being made is "not in their own selfish interest" but in the long-term national interest in which total land ownership patterns will play so important a role.

With regard to the industry approach to land exchange, where the impression has been gained that there is general opposition to such processes is a mystery to me. Nothing could be further from fact. One of the avenues private forest ownership companies in the West are attempting to follow to eliminate the horrendous problem of intermingled ownership is that of exchange. A fairly recent example is the exchange between our company and the Gifford Pinchot National Forest in the vicinity of Mt. St. Helens and, as I am sure you know, there are a number of proposed exchanges in

process at the present time between every major land owning company and the national forest system.

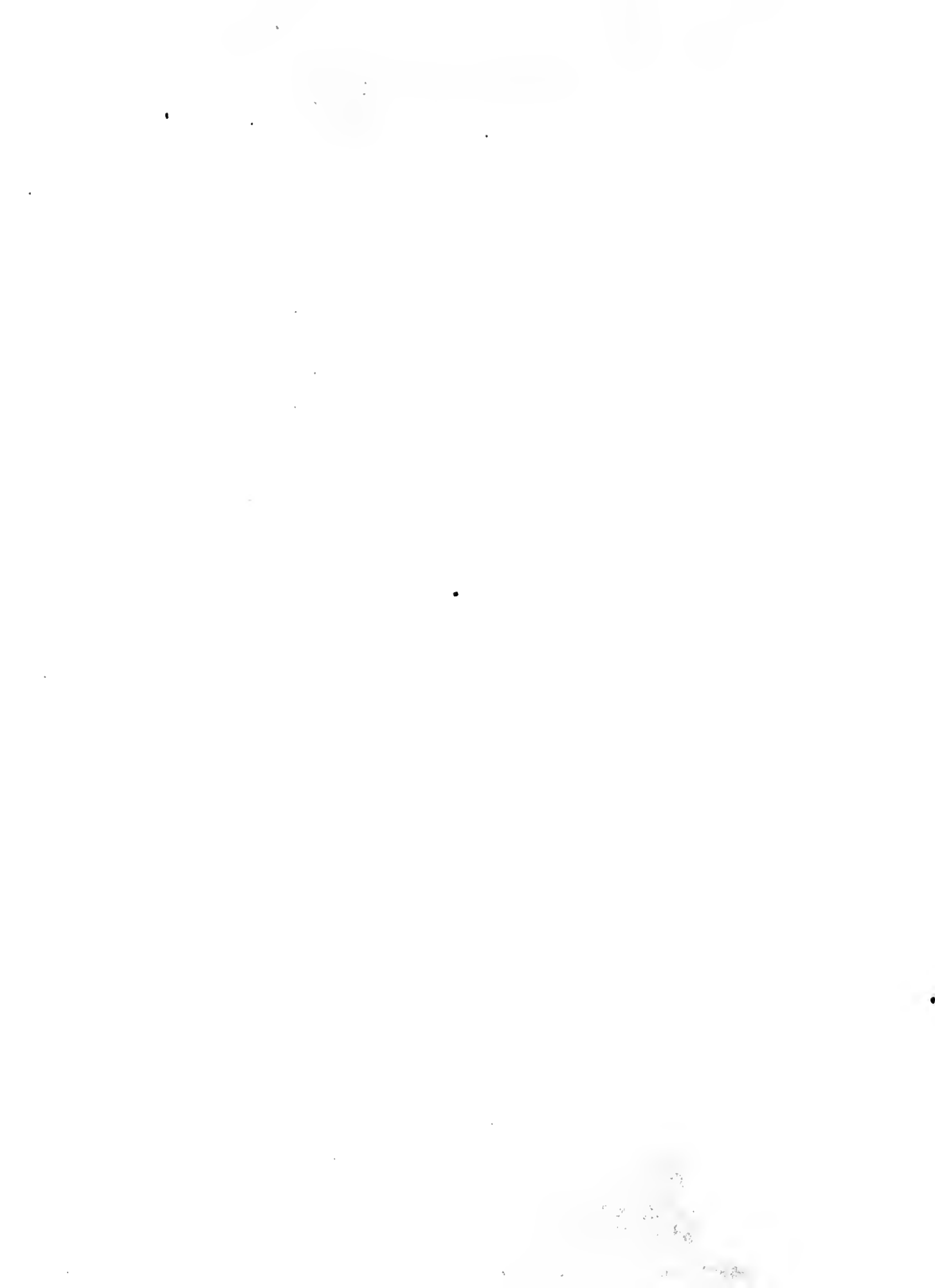
The Western Forest Industries Association does have a specific policy opposing land exchanges for reasons that are not at all clear to me. They have recently opposed an exchange between the Northern Pacific Railway and the Forest Service on the grounds that the exchange would decrease materially the annual allowable cut of timber, this despite the fact that considerably less than 2,000 acres of land are involved, some of which has a high recreational value involving shoreline acreages of beautiful Spirit Lake at the base of Mt. St. Helens.

A possible source of the Secretary's misinformation on the industry attitude toward exchanges may have been the legislation recently enacted by the Minnesota State Legislature. It is my understanding that, in response to the Secretary's action increasing the size of the "no-cut" zone within the Boundary Waters Canoe Area, the state legislature enacted legislation calling for a two-year moratorium on exchange of federal and state lands within the Superior National Forest. I believe that this legislation was passed to assure adequate review of the impact that the Secretary's action would have on the area's resources and economy. This appears to be the action of a state legislature to maintain a grip on the state's economy.

Perhaps the best way I can sum this up is to quote to you a section of my presentation to the American Forest Congress, October 30, 1963:

"The forest industries oppose vigorously any general acquisition program on the part of federal agencies regardless of sources of funds except by Act of Congress through legislation relating to specific areas. These must be clearly in the national interest. It is not believed to be in the national interest to materially increase the total land holdings of governmental agencies. Exchange is the most realistic and economically feasible means by which this vexing problem can be solved.

Exchanges or sales should have appropriate safeguards with due consideration for all values. In areas where an established industry is dependent



on federal lands or where an essential federal park or program is involved so that a land exchange would cause disruption of an activity, loss of investments, or hardship to dependent communities, then a very careful approach would be required.

Anything that can be done to speed up exchange of land would help to eliminate the many controversies caused by the ownership pattern now in existence throughout the country. Efficiency of management would be improved immeasurably with a consequent favorable effect on timber supply."

It is obvious, therefore, that the industry in general is not opposed to acquisition as such and that it does vigorously endorse a policy of land exchange in the interests of consolidation of ownerships.

It is my hope this will clarify the general position of the forest products industry in matters relating to land ownership patterns. If it is your desire to have more detail as to the positions, including direct policy statements of the major associations representing the forest industry, I would be glad to forward them to you.

Again thanks for writing in your usual frank manner and giving me this opportunity to clarify the situation.

Bernard Orell

Mr. Granger's Rebuttal

Dear Bernie:

I do appreciate your full reply of October 5 to my letter of July 2, 1965. However, it does not seem to me to clear up the industry's position on acquisition by the Forest Service.

First I can't see that the Secretary of Agriculture or I have "been misled" as to the position of the industry when we consider the statement of Donald Baldwin during the hearings on the Land and Water Conservation Fund bill. Stating that he spoke for Ralph Hodges, Baldwin stated unequivocally

"National forest acreage need not and should not be increased. Instead attention should be given to developing the full potential of present national forest acreage—this includes timber and grazing as well as recreational and wildlife uses."

While Baldwin did allude to the authority for land exchange and appeared to endorse it as an accept-

able substitute for purchase, he and you surely know that exchange could not take care of all desirable acquisitions, such as the Sylvania tract in Michigan, for example—the acquisition of which was strongly opposed by various Michigan timber groups.

Then let us consider Gillett's "scary" talk to the Fontana Village Conservation Round-up in June 1965, as reported by the *Southern Lumberman* of July 15, 1965. Gillett is quoted as saying that "continued removal from commercial use of productive forest lands by the federal government for outdoor recreation could spell misery for the nation." Pretty strong language!

The Secretary, in his letter to Mortimer Doyle of July 7, 1965, states his understanding the members of the forest products industry (not the national association) strongly supported the state legislative two-year ban on exchange in Minnesota and the effort to get Arkansas to repeal or modify the state's consent to acquisition under the Weeks Law. Your letter could be interpreted to approve these local industry actions, particularly with reference to state consent to Weeks Law acquisitions.

You appear to want specific congressional sanction for each specific acquisition. This would be an almost impossible procedure and I doubt if Congress would favor it. Congress now has a pretty direct control on purchases through the actions of the National Forest Preservation Commission, composed of members of both houses.

As to the question of the industry's self-interest, and your reference to the Secretary's complimentary remarks on industry cooperation, surely you recognize the "four points"—allowable cut, timber appraisals, appeals procedure and sales contract revision, as being directly related to industry's self-interest in more advantageous national forest timber sale policies and procedures.

Finally, let me reiterate the statement in my letter of July 2 that industry opposition to acquisition is in effect telling timberland owners that they should not sell their lands to the government no matter how willing they are to do so.

I hope that when the industry meets again with the Secretary, as planned, they will come forward with a really constructive attitude toward federal acquisition.

Christopher M. Granger

A FRIENDLY DEBATE CONCLUDED

LAST month, this magazine carried an exchange of correspondence between Christopher Granger, former Assistant Chief Forester, U.S.F.S., and Bernard Orell, Vice President, Weyerhaeuser Company, on the subject of acquisition of land by the Forest Service under the terms of the recently-passed Land and Water Conservation Fund Act.

Citing Secretary of Agriculture Freeman's remarks before NLMA members last May, Mr. Granger asked Mr. Orell to comment on charges that the timber industry was blocking all land acquisition by the Forest Service and was pressuring the States to repeal their consent to such acquisition under the Weeks Law.

Mr. Orell responded that the industry feels there should be no expansion of federal land holdings, which already comprise more than one-third of the total land area of the country, unless it is clearly shown to be in the national interest and, as such, receives prior Congressional approval. The NLMA feels the best way for the government to acquire needed lands, or to consolidate intermingled holdings, is through exchange. On the subject of the Weeks Law, Mr. Orell said he did not think the industry was "pressuring" anybody, but he did think it was only reasonable for the States to reconsider whether legislation passed in 1911 for the purpose of watershed protection and timber production should now be used for a different purpose—that of acquiring recreational lands, particularly in areas where this might have an adverse effect on the local economy.

Mr. Granger's final letter pointed out that exchanges could not take care of all desirable acquisitions, but even if they could, he cited instances where the lumber industry appeared to be opposing such exchanges. Mr. Granger reiterated a statement made in his first letter that the industry was not taking a constructive attitude in general, but was merely act-

ing in its own self-interest. To which Mr. Orell now makes his concluding comment. [Editor]

Dear Chris:

Thank you for your letter of November 14, 1965, in reply to mine of October 5 regarding the forest industries' position on acquisition of land by federal agencies.

Perhaps it would be well worthwhile, however, to pursue somewhat further the question of whether or not the industry approaches the Forest Service with constructive suggestions relating to the national forests that are not tied directly with their own self-interests.

As you can certainly appreciate, the question of industry's self-interest versus the national or public interest, often is a very fine line indeed. You would agree that it is in the national interest and, therefore, in the public interest, that the segments of the forest industry dependent on the national forests for their raw material supply be in a healthy, viable, profitable position. This carries with it management responsibility for a tight, efficient, well-run operation, but it also places upon the public agency the responsibility of absolute efficiency in making available a raw material supply in reasonable quantity at prices on which an efficient operation can realize a reasonable return. In short, the segment of the forest industry about which we are talking is a timber buyer and the Forest Service is the timber seller. In the buyer-seller relationship there is bound to be controversy, which can be good or bad depending on the circumstances. It does not seem to me to be fair to accuse the industry of "self-interest" when involved in negotiation over buyer-seller relationship details.

When these discussions are carried out freely with consideration for the other's point of view the results are bound to be constructive and to the advantage of both parties. The facts on which decisions

are made are sounder and the understanding of problems clearer.

It is this to which the Secretary was referring in his presentation to the National Forest Products Association a year ago this spring and to my mind makes the industry constructive in its approach.

This matter of profitability is something that few people who have devoted their lives to dedicated governmental service fully appreciate. All too many of these think of the terms "profit" and "self-interest" as being synonymous. When anyone categorizes the industrial complex of America, of which the forest industries are a part, as being operated totally from the standpoint of "self-interest" a terrible error of judgment is being made. It is from the profits which are made by companies, large and small, that many constructive public benefits develop.

Relating these strictly to those of relationships between the Forest Service and the forest industries, perhaps one of the best examples is that of forest fire control. In the early 1900's when the U. S. Forest Service had little money and fewer men to patrol the vast federal acreages in the West, it was the private industry and private associations which brought home to the public the importance of protecting the forest resources from fire. Protecting their own lands may have been self-interest, but in doing so they certainly helped protect the public lands as well. Even in these modern times, in any potential conflagration situation, it is the forest industries who provide the back-up of necessary manpower and equipment at considerable financial sacrifice to handle these situations for the federal and state protective agencies.

Through the years cooperative programs such as Keep Green have certainly benefitted the people of the entire country as well as the industry and forest land owners who foot the major part of the bill.

(Turn to page 58)

A Friendly Debate Concluded

(From page 12)

Cooperative efforts in forest research by industry and the Forest Service are numerous. An outstanding example of this is the Eddy Tree Breeding Station which resulted from a grant by a private industry land owner.

These examples could be expanded to a great many more, all of which would be familiar to you on specific mention. In the interest of as brief a letter as possible, however, let me go outside specific resource relationships and talk about some of the benefits that accrue from industry. Obviously, these can develop only if profits are being made.

In the communities where the forest industry is represented, the examples of contributions to charitable, educational and community projects are legion. No one has been able to tabulate the thousands of hours of donated executive time on community projects, united fund drives, hospital and church fundings, youth activities, and a host of other community endeavors so typical of both small town and urban American life. It is interesting to note that a publication from the U. S. Treasury Department shows that the ratio of charitable contributions to income before federal income taxes for all manufacturing industries in 1961-62 averaged 1.2 per cent. The lumber and wood products industries contributed 1.35 per cent and paper and allied products contributed an additional 1.1 per cent. By no stretch of the imagination can these contributed billions of dollars and millions of hours of time be constituted as "self-interest" or as efforts which are made entirely in the interest of good public relations.

This leads me to a further conclusion with regard to public agency and particularly Forest Service responsibility. This, incidentally, is also corroborated by my own public forestry experience. As a timber seller the Forest Service and other public agencies have a proprietary responsibility to the people of the United States to sell the product at the highest market possible. They also have a responsibility, however, to local communities, regional areas, and to the general economy which

is influenced by the presence of the national forests and the sale of timber. This public responsibility is in conflict to a degree with the proprietary responsibility and we in the forest industries recognize this as a problem. It is one, however, of which Forest Service personnel and other public agency people must be conscious because one responsibility cannot be pursued to the exclusion of the other.

Industry opposition to acquisition on the basis outlined in my previous letter is not in effect telling timber land owners they should not sell lands to the government no matter how willing they are to do so. We in industry do not believe that a marked increase in total federal ownership is in the public interest of this country. We are saying to forest land owners generally that this is a judgment they should make before they sell their timberland to a federal agency. We do not object to federal acquisition which is demonstrably in the public interest, but we do not believe this should be on the basis of blanket authority as provided in the Weeks Act. If the Forest Service needs small parcels of land for administrative purposes these can be obtained through the authority in the Administrative Act of 1957. The pattern of conduct we are attempting to apply to the Forest Service is exactly the process which applies at the present time to the National Park Service and the Wildlife Service. It is my belief this approach is constructive and when the industry meets with the Secretary again it is my belief it will be the approach which will be taken by a substantial majority of the industry.

Again, let me express my appreciation for your frankness in your approach. It certainly is my hope that this further answer to the questions you have raised will provide you an impression of an industrial complex which in a healthy, strong position is essential to the proper management of national forest land, one which is bound to be in continual controversy with the seller of its raw material supply but which has proven itself to be constructive in its approach to this controversy.

Bernie

REGIONAL CULTURAL HISTORY PROJECT

CONTINUATION OF OUTLINE

III. IN Washington

A. Special projects

1. Forest Survey
2. CCC (and comments on politics)
3. Alaska Spruce production Project for army planes, World War II
4. National Industrial Recovery Act (and lumber industry code of "fair competition.") established 1933, nullified by Supreme Court May 27, 1935. Advent of Article 10 of the lumber code.
5. The Granger-Bale Report re: pulp and paper, Senate Resolution 205, 1935
6. The reorganization under Silcox: What did reorganizing accomplish? Was Loveridge the chief architect of this? Was it put through adroitly?
7. New England blow-down: What was the reaction of the lumber industry? Do you think the Service action was important as a precedent?

8. *Shelter Belt?*

B. National Forests

1. Forest sales: periodic reconsideration of terms of contract when market fluctuates? Dilemmas of
 - (a) need for contracts to cover long enough periods to afford operators security for use of capital, vs. need for flexibility to adjust terms in line with changing market values of timber.
 - (b) encouraging millings in local area to provide sounder financial base for community, vs. the ease with which contracts could be administered and policed when the mill was one that was large, centrally-administered, and (usually?) more prone to planned cutting.
 - (c) maximum allowable cuts difficult to reach in recessive market years, while in good years there was pressure to overcut; less desirable species made a part of required purchase contract, or girdled on the ground to prevent encouragement of further growth?
2. Range management:
 - (a) Fluctuation of grazing as a high-priority land use
 - (b) Criteria for optimum size of herds, determination of commensurability of the rancher, and size of grazing areas.
3. Pressure on Congress and Forest Service from livestock industry and forest industry.
4. Fire protection
5. Differences of views in the Service re: policies of:
 - (a) Acquisition of cut-over lands vs. virgin forests
 - (b) Timber sales and silvicultural practices
 - (c) Disbursement of funds: discretion in spending *delegated* granted to Divisions and Regions, to a degree, vs.

complete control of all expenditures in the finance office to assure complete integrity in transacting the public business.

6. Rangers and Supervisors: growth or decline of autonomy through the 30's and 40's?
 - (a) For our regional interest, comments on autonomy and influence of Regional Forester Shaw and Director Kotok.
 - (b) Evaluations also of Col. Beck, Kelley, Tutledge, Winker, and others
7. Engineering progress and problems
8. Development of wildlife management
9. Development of recreation

C. Congressmen you knew best.

1. Would these be McNary, Akin, Whitten, Tarber, and others?
2. The Douglas bill: Who began the first consideration of it in the Forest Service? (Harschenbusch? Dewey Anderson?) What were plans for the type of administration for the redwood forests--more protection than usual, etc.?

D. Relation with other conservation agencies and departments

1. Transfer efforts
2. Kings Canyon
3. Jackson Hole
4. Olympic land controversies
5. Grazing lands: As Taylor Grazing Act was emerging, either Interior and agriculture could have had the responsibility for its administration. (Perhaps Sherman's role in the final settling of its jurisdiction would be pertinent.)

E. Efforts at putting through legislation based on the Cleveland Report

- insurance?
- public regulation?

F. Comments and evaluations on other leaders in conservation

1. Chiefs:
 - A. Graves--recapture of congressional support?
 - B. Greeley--development of cooperation with states and lumber industry?
 - C. Silcox--New Deal and conforming the policy and operation of the Service with the views of Sugwell, Halla and perhaps F.D. Roosevelt? Also transfer fight
 - D. Watts-- pressures to drop regulation attempts; more transfer attempts; how McCardle was chosen as the new Chief?
 - E. McCardle--Major characteristics of his administration it may have differed from others?

IV. International forestry: Third World Congress in Helsinki, appraisal of influence of Finnish research in national survey other influences imported from Finland or exported to that country.

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Exchange of letters and outlines about the manuscript. Christopher Granger and Amelia Fry, March 1964 - May 1965.

CHRISTOPHER M. GRANGER
6677 MACARTHUR BOULEVARD
WASHINGTON 16, D. C.

March 22, 1964

Mrs. Amelia R. Fry
The General Library
Berkeley 4,
California.

Dear Mrs. Fry:

Thank you for your letter of March 5 and the accompanying outline.

My ideas on this project have been slowly crystallizing. I have decided that I do not want to attempt the tape-recorder plan but I shall be glad to prepare a concise manuscript. It would follow the general plan covered by your outline, with some additions, such as my experience in the CCC program, the Forest Survey and the war-time Alaska spruce production project. I should probably want to include some other individuals in my comments.

I would have to stipulate that the manuscript would not be subject to much editing. I would want it to be my own style, my own expressions; otherwise it would not be my product. In other words, it would be my own story, much the same as an oral account, the value of which you spoke of in the first full paragraph on page two of your letter of January 28.

I should also wish to be free to furnish copies to other "archivists" if desired.

Now, this plan may not be agreeable to you, and, if so, you are perfectly free to reject it; but I still would not want to undertake the tape-recorder method. So, let me know.

Copy of this letter is going to Ed Kotok.

Very sincerely yours,



605 Kethmore Road
Chapel Hill, North Carolina

August 14, 1964

Mr. Christopher M. Granger
6677 MacArthur Boulevard
Washington 16, D.C.

Dear Mr. Granger:

This letter is long delayed because there is a 12-year-old would-be forester in our family who got himself bitten by a very energetic copperhead snake just after I returned from Washington. This has provided employment for scores of interns, nurses, and and a very knowledgeable plastic surgeon, and managed to divert my interest from forest policy to hospital procedure.

I will have to compile all these notes and send them to you from Berkeley. Now that we can leave Chapel Hill, I expect to be at work in Berkeley by September 15. By that time it is my understanding that Mrs. Mezirow will have returned from a jaunt to Japan and will be available as your "leg man" when you need her. I believe I gave you her address over the telephone last July, but in case I did not, it is:

Mrs. Jack Mezirow
3326 Prospect, N.W.
Washington 7, D.C.
338-0409

As I look over the notes from our session in the Cosmos Club that day, it seems that it might be worthwhile to send you at least a compilation of items that go under the first two sections, and do it tonight so that you can at least have that while we are trying to cross the continent. The remainder I can send you after I reach Berkeley.

I am also writing Mr. Marsh tonight; I hope his wife is much improved by now.

Thank you again for your support and clear-headed ideas about this project. You were a great help in Washington when I was there, and the anticipation of your "concise manuscript" is certain a happy one.

Sincerely yours,

Amelia R. Fry

CHRISTOPHER M. GRANGER
Outline August 14, 1964

I. Training for forestry at Michigan State

— Professor Boque

II. Field

- A. to 1908, six months in California in the old Sierra South Forest under Creeley. Evaluation of Creeley as a supervisor.
- B. In Denver, Region 2, 1909 to 1924, except for 1911-1913 in Medicine Bow, Wyoming.
1. sidelights on relations between grazing men and rangers;
 2. same with timber interests
 3. Medicine Bow: how money from lumber companies who stole timber was used to develop communications for protection
- C. In World War I, Tenth Engineers: contact with U.S. lumber mills in France. Work under Creeley again. Forest management techniques learned from the French. Casual officers. Headquarters at Toure (?)
- D. In Portland, Region 6, 1925-1930
1. Work with private lumbermen
 2. Diamond Lake
 3. Brush disposal
- E. Guayule Project
1. Organized farmers
 2. John Phillips' difficulties in land acquisition
- F. Development of recreation as a national interest of the Forest Service.
1. Wilderness bill; mining continuation won; ski resort question; Congressman Johnson
 2. The Howe-Weinecke-Decker report under Gilcox

REGIONAL CULTURAL HISTORY PROJECT

Room 486
November 24, 1964

Mr. Christopher M. Granger
6677 MacArthur Boulevard
Washington 16, D.C.

Dear Mr. Granger:

When Horace Albright wrote that after the Resources for the Future board meeting he would have a few days "with nothing to do," I immediately sent him your name and those of a few others in Washington who are in the process of preparing manuscripts for this project. He apparently did call you to see how you were doing and to let you know that I am still pursuing this interview series at this end.

At about the same time, the wheels here completed their grind and Mrs. Mezirow, who is to be a sort of Washington helper for us, became officially hired by the University. Anytime you have a question or need some footwork (or is that word "legwork"?) done for you, call her at 338-0409. She can assist you in running down dates, names, and events if you need that sort of archival work done; she can also help in the more tedious details of mailing your sections of manuscript to this office.

The attached outline is a continuation of the one I sent to you from Chapel Hill on August 14, 1964. It is primarily the notes you and I made at Cosmos Club in July, but you will find some items I added just on the chance that you would want to include them, too. (For instance the items on wildlife and recreation under III-b.) These are based on contributions from other interviews that have been recorded since I saw you.

You no doubt have the organization of your paper well in mind, and will feel free to revise, delete, and add to any part of this one.

I understand that Mr. Marsh's wife still requires a great deal of time and that he cannot get around to working on his memoirs until after Christmas. Mr. Kneipp is receiving an outline from which he will tape record other interviews with Mrs. Mezirow.

I hope you are able to start soon; we are under some pressure of time, since April 30, 1965 marks the end of the research period under the current conditions of the grant from RFF. Because of the delay at this end, we hope that we can be granted an extension of time, but that is highly conjectural, so we are compiling the manuscripts as fast as possible.

-2-

What little I know of your career shows that deadlines and their imminence are not unfamiliar facts of life to you. This particular deadline will be, I hope, flexible, but you should know what the situation is.

Thank you again for entering into the project, and let me know if there are any questions in your mind about the outline.

Sincerely yours,

Anelia R. Fry



CHRISTOPHER M. GRANGER
6677 MACARTHUR BOULEVARD
WASHINGTON 16, D. C.

December 8, 1964.

Mrs. Amelia R. Fry
The General Library
University of California
Berkeley 4, California.

Dear Mrs. Fry:

Thank you for your letter of November 24 and accompanying outline.

I am pretty well along in preparing the outline of my contribution. I think I can meet the April deadline.

I have several comments on the outline:

1-Re A 5, neither Clapp nor Marsh recall anything about a Granger-Hale report. Clapp does recall a report on pulp and paper he helped to prepare during Greeley's tenure, but it was not-according to his recollection-connected with any Senate resolution. I am exploring this item further.

2- Re A 8-Shelterbelt. The man still living who had most to do with this project is Paul Roberts, a Forest Service retiree who lives at 2004 Estrella Road, Prescott, Arizona. I suggest you tell him of your project and ask him for the history of the Shelterbelt. You can tell him I suggested him for the job. Incidentally Roberts recently published an excellent book giving a lot of history of grazing on the national forests entitled "Hoofprints on Forest Ranges". A copy would be a good addition to the files of your project.

A 7- New England blowdown. I am inquiring as to who can best handle this and will let you know. It was outside my field of responsibility.

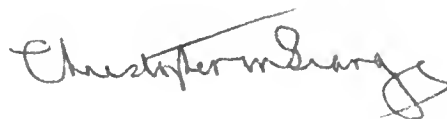
C2-The Douglas bill. Lee Kneipp can best handle this and may already have given Mrs. Mezirow data on it.

E. Talked with Earle Clapp. He has already written something on regulation, with which he had a great deal to do, and I hope he will provide you with something.

On insurance, I will try to locate the best informed person on this, and let you know.

Mrs. Mezirow has confirmed the offer of her help and I shall call upon her for aid on several points. I am sending her a copy of this letter.

Sincerely yours,



CHRISTOPHER M. GRANGER
6677 MACARTHUR BOULEVARD
WASHINGTON 16, D. C.

May 9 , 1965.

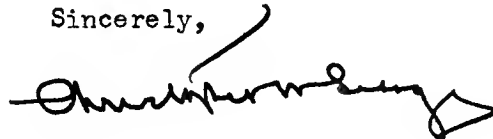
Dear Mrs. Fry:

Here is the rest of my "magnum opus". I hope its length will not appal you! I have to laugh when I recall my statement to you that my manuscript would be "concise"!

As I have re-read it, I have an uneasy feeling that it does not come too close to being what you want. So, feel free to suggest omissions, additions, or rearrangement.

I also enclose copy of an article on "Developing Initiative" which I wrote in 1921 when I was Chief of Operation at Denver. It has a bearing on training methods in the Forest Service. You may make a copy if you think it fits into the picture you asked me to draw.

Sincerely,



May 25, 1940.

OUTLINE OF

AN ACT TO CONSERVE AND IMPROVE THE FOREST RESOURCES OF THE UNITED STATES FOR THEIR FULL ECONOMIC, SOCIAL, AND CULTURAL VALUE AND AS AN ESSENTIAL ELEMENT OF NATIONAL DEFENSE; TO ABOLISH DESTRUCTIVE TIMBER CUTTING PRACTICES AND PROVIDE FOR KEEPING FOREST LANDS PRODUCTIVE; TO SAFEGUARD PUBLIC INVESTMENTS IN FLOOD AND EROSION CONTROL, RIVER AND HARBOR IMPROVEMENTS, AGRICULTURAL AND OTHER CREDITS AND COOPERATIVE PROTECTION OF FORESTS.*

Sec. 1. Legislative Finding

It is hereby declared as a matter of legislative finding that _____ of our remaining timber and _____ of our forest land, and the most productive portion, are privately owned; that _____ of these lands have been cut over and mostly with scant regard for the future of the land and dependent populations; that failure to keep such lands productive has resulted in many abandoned communities, much unemployment, widespread tax delinquency and other economic and social ills; that mistreatment of such lands has in many places contributed heavily to soil erosion, floods, impaired navigability of streams and reduction of the productive capacity of the soil itself; that there is still no assurance of the establishment and maintenance on these lands of cutting practices and other measures to keep them productive; that these conditions place additional financial burdens on the public for relief of unemployment; jeopardize Federal and other public investments in flood and erosion control, river and harbor

* See bills HR 3849 and HR 3850, 77th Congress, 1st session....ed.

improvements, cooperative protection of private forests from fire, insects and disease, agricultural and other credit; raise the cost and render insecure the supply of essential forest products for the consumer, particularly in those States remote from remaining forests; jeopardize the national defense; and are contrary to the general public welfare.

Sec. 2. Declaration of Policy

In view of the foregoing adverse conditions, most of which are declared to be national in their extent and importance, it is hereby declared to be the policy of Congress among other measures to establish a method and system of public control of the use of forest lands sufficient to promote their continued productivity and ameliorate the foregoing ill effects of misuse, and to accomplish this public control through and in cooperation with the States, Territories, and possessions wherever possible, with provision for direct Federal action when any State, Territory, or possession fails to take measures adequate to safeguard the general public welfare, or, in the case of any Territory or possession of the United States where such Territory or possession lacks the constitutional power to deal with the matter.

Sec. 3. Act to be Administered by Secretary of Agriculture

The administration of this act is hereby vested in the Secretary of Agriculture, and the Secretary of Agriculture is authorized and directed to establish such rules and regulations as are necessary to give effect to the provisions hereof, and to delegate such authority as he deems proper.

Sec. 4. National Forestry Board

President to appoint a board of ten to advise Secretary of Agriculture in administration of act.

Members of board to represent following interests:

Farmers	Water users (irrigationists,
Forest land owners	flood control, rivers and
Forest industries	harbors, etc.)
Forest labor	Wildlife groups
Council of Governors	General conservation
	Ultimate consumer of forest products
	Transportation

To serve four years and may be reappointed.

Meet once annually at call of chairman and at other times if requested by Secretary of Agriculture.

Select own chairman.

Receive transportation expense and \$20 per diem when in session and traveling to and from session.

Sec. 5. Definitions

"Forest land" includes any land bearing a growth of trees of any age and any land from which the tree growth has been removed by cutting or otherwise which is suitable chiefly for forest crop production or on which a sustained growth of trees is essential for watershed protection.

- or -

"For the purposes of this Act, forest land is defined as land bearing a growth of trees of any age, land from which the tree growth has been removed by cutting or otherwise which is suitable chiefly for the production of forest crops, or land on which a sustained growth of trees, brush, chaparral, or other non-cultivated plant cover is essential for preventing soil erosion and regulating the flow of streams."

(add other needed definitions)

Sec. 6. Land Classification

(a) Secretary authorized and directed to provide for a determination of those lands which fall within category of forest lands, as defined above.

(b) Secretary shall define the States, or portions of States, in which the forest land is in small, non-contiguous tracts aggregating not more than 10% of the total land area and is of minor importance for the purposes of this act, and the act shall not apply to such areas, provided, however, that if any State extends State regulation to such areas, the Secretary may, in his discretion, cooperate in bearing the cost thereof.

(c) Furthermore, act shall not apply to any single ownership of ^{to} ~~not more than~~ 5 acres. *or less.*

(d) No area of forest land in excess of five acres may be cleared for other uses unless its classification is changed by the appropriate authority upon a showing that the land is more valuable for other than the production of forest crops or that its watershed value will not be unduly impaired.

Sec. 7. Scope and Intent of the Act

(a) This act shall apply to all land classified as forest land, as provided in Section 7 hereof, except within the areas excluded in accordance with Section 7.

(b) It is intent of act to accomplish its purposes by requiring of private forest land owners adherence to rules of forest practice ^{which} to be promulgated under this act, ^{will}

1. ~~insure~~ insure adequate restocking after cutting with trees of desirable species and condition, either by natural regeneration or planting.

2. prevent the use of destructive logging methods and otherwise prevent unnecessary damage to uncut trees or young growth.

3. insure all practicable protection against fire, insects, and disease, including proper slash disposal where necessary to this end.

4. prevent injurious grazing, both as to damage to tree growth and as a cause of erosion or impairment of watershed value.

5. otherwise insure maintaining the land in a productive condition and safeguarding its watershed value.

Sec. 8. Regulation by the State with Federal Aid

(a) Whenever any State adopts and administers regulatory legislation which in the judgment of Secretary will accomplish the purposes of this act, Secretary is authorized and directed to cooperate in appropriate ways, but Federal expenditures in any State in any year may not exceed State expenditure for administration of the State regulatory act, on reimbursement basis as in Clarke-McNary law.

(b) Secretary shall withdraw this aid if state regulation becomes inadequate, but shall give at least six months' notice of intent to withdraw aid in order to allow State reasonable time to meet requirements.

(c) Secretary after consulting National Forestry Board, and after at least six months notice, may curtail, or withdraw, other cooperative funds administered by him for any forestry purpose or for flood control.

Sec. 9. Federal Regulation

(a) Since experience has shown that the failure of one or more States to enact and enforce suitable laws regulating the use of forest land for the purposes enumerated in this act is sure to have adverse effects on other States and on the Nation as a whole through such means as jeopardizing the national defense, impairing the navigability of interstate streams, augmenting floods, and in other important ways, it is essential to the general welfare of the Nation that provision be made for Federal regulation if adequate measures cannot be achieved through State action.

(b) If at the expiration of seven years after the approval of this act, any State has failed to put into effect a system of regulation which in the judgment of the President of the United States will reasonably well accomplish the purposes of this act, the President shall direct the Secretary of Agriculture to establish Federal regulation.

Same if State lapses subsequent to initial establishment of satisfactory State regulation, but State must be given one year to get back to standards before Federal Government establishes Federal regulation.

(c) Federal Government may also assume jurisdiction, in discretion of President, if invited to do so by State.

(d) State may resume control if it can show to satisfaction of President that it is prepared to give adequate performance.

Sec. 10.

when Federal regulation is invoked:

(a) Secretary will establish necessary administrative organization and appoint directing head, who may, with State consent, be the State Forester.

(b) Secretary will appoint a State advisory board to advise and assist State administrator. Board to consist of residents of the State. Not less than six nor more than nine members. Will contain members able to represent adequately the interests of at least the farmers, forest land owners, forest industries, forest labor, the ultimate consumer of forest products and the Governor of the State. Members to be chosen after consulting these groups and Secretary may accept specific designation of representatives by any organization which in his judgment adequately represents any such group. Board to select own chairman.

(c) Secretary to establish suitable administrative districts within State which shall be reasonably homogeneous as to forest types, watershed conditions, danger from fire, insects and disease, administrative convenience and other relevant factors.

(d) Secretary to establish district advisory boards to advise and assist district administrator. To be chosen in same general manner as for State boards, with membership of five, two to represent timberland owners, one forest industries, one forest labor, one the general public, Must be residents of district. Board to select own chairman.

(e) Both State and district board members appointed for 3-year terms, may be reappointed. Receive transportation expense and per diem of \$10, to cover subsistence and services, while at meetings or going to and from.

(f) If only one district in a State, the State board shall function as district board.

(g) State and district boards to meet once annually at call of chairman; at other times on request of State or district administrator; and at least once every sixty days if there are appeal cases provided for in Section 14. To be considered.

Sec. 11.

The Secretary shall adopt and enforce appropriate rules of practice for each district.

These shall first be proposed by the district administrator, with the advice of the district boards and after a public hearing, of which there shall be at least ten days notice, conducted jointly by the district administrator and district board.

The State administrator will then consider the district proposals, with advice of State board. Public hearings jointly by State administrator and State board may be held if deemed necessary in connection with changes in order to correlate between districts, and must be held if demanded by parties at interest.

State administrator submits recommendations on rules of practice to Secretary for approval and promulgation. Secretary shall allow reasonable time before making effective initial rules, additions, or changes.

Sec. 12. Investigations and Records

(a) The Secretary or his designated representatives may go upon and inspect such privately owned forest lands, and such records (and make such transcriptions thereof), and investigate such facts, conditions, practices, or matters as he may deem necessary or appropriate to determine whether any person has violated any provision of this Act, or which may aid in the enforcement of the provisions of this Act.

(b) Every forest operator subject to any provision of this Act or of any order issued under this Act shall make, keep, and preserve such records of forest operations and practices on the forest lands of which he is the operator, and shall preserve such records for such periods of time, and shall make such reports therefrom to the Secretary as he shall prescribe by regulation or order as necessary or appropriate for the enforcement of the provisions of this Act or the regulations or orders thereunder.

Sec. 13. Appeals

(a) Any person aggrieved by operation of act may appeal to district board. If board sustains appeal, or on motion of appellant it goes to State administrator. He consults State board, and if he and board agree the matter ends unless appellant goes on up to Secretary; if State administrator and State board disagree, case goes to Secretary, whose decision is final unless appellant goes to court. State boards to hold hearings on appeals if appropriate, as provided in Section 12.

(b) Provide for appeal to Federal courts.

Sec. 14. - Enforcement Provisions

In order to carry out the policy of this Act through enforcement of the provisions of rules of forest practice in force hereunder, the Secretary may file, in the United States district court or the United States court of a Territory or possession for the district or territory within which the forest lands concerned are situated, a petition praying that the court require the defendant forest operator to perform the work, operations or avoidances required by the applicable rules of forest practice within a reasonable time to be stated in the order of the court, and praying, further, that the court provide in its order that if the defendant shall fail so to perform within such time the Secretary or his designated representatives may go upon the lands, perform the work and operations necessary to bring the lands into conformity with the requirements of the applicable rules of forest practice and recover the costs thereof from the defendant. The district courts of the United States and the United States courts of the Territories and possessions shall have jurisdiction to grant or deny, in whole or in part, the relief herein provided for. The court shall retain jurisdiction of the case until the work has been completed, and may, upon motion of the Secretary, enter judgment for the amount expended by the Secretary in performance of the work, together with interest thereon at the rate of five per centum per annum until paid, together with the costs of suit.

Sec. 15. Penalties

- (a) Fine up to \$10,000.
- (b) And/or imprisonment if allowable (consult lawyer).
- (c) Deny interstate shipment of products cut or manufactured during period of violation (any adverse implications (?)).
- (d) Same for intra-state shipments if practicable (?).

(Consider whether each day of violation, or each different kind of violation, can be alleged and penalized as separate counts.)

Sec. 16. General

(a) Shall utilize the officers, employees, and facilities of agencies within the Department of Agriculture whose functions are related to those provided for in this Act, and may allot to such agencies or transfer to such other agencies of the Federal Government as he may request to assist in carrying out any of the provisions of this Act, any funds available for the purposes of this Act.

(b) May, with their consent and cooperation, utilize the services of State and local agencies and their employees and, notwithstanding any other provision of law, may reimburse such State and local agencies and their employees for services rendered hereunder.

(c) May, subject to the civil service laws, appoint such employees as he deems necessary to carry out his functions and duties under this Act and shall fix their compensation in accordance with the Classification Act of 1923, as amended.

(d) May utilize such voluntary and uncompensated services as may from time to time be needed.

(e) May make expenditures for personal services and rent in the District of Columbia and elsewhere, for the purchase of law books and books of reference, for printing and binding, for the purchase, exchange, operation and maintenance of passenger-carrying vehicles, for supplies and equipment, for traveling expenses and for other administrative expenses.

Sec. 17.

Add separability provision and any other routine sections.

Sec. 18. Authorization of Funds

Authorize appropriation of such amounts as are necessary for administration of act.

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Amelia R. Fry

Graduated from the University of Oklahoma in 1947 with a B.A. in psychology, wrote for campus magazine; Master of Arts in educational psychology from the University of Illinois in 1952, with heavy minors in English for both degrees.

Taught freshman English at the University of Illinois 1947-48, and Hiram College (Ohio) 1954-55. Also taught English as a foreign language in Chicago 1950-53.

Writes feature articles for various newspapers, was reporter for a suburban daily 1966-67.

Writes professional articles for journals and historical magazines.

Joined the staff of Regional Oral History Office in February, 1959, specializing in the field of conservation and forest history.

