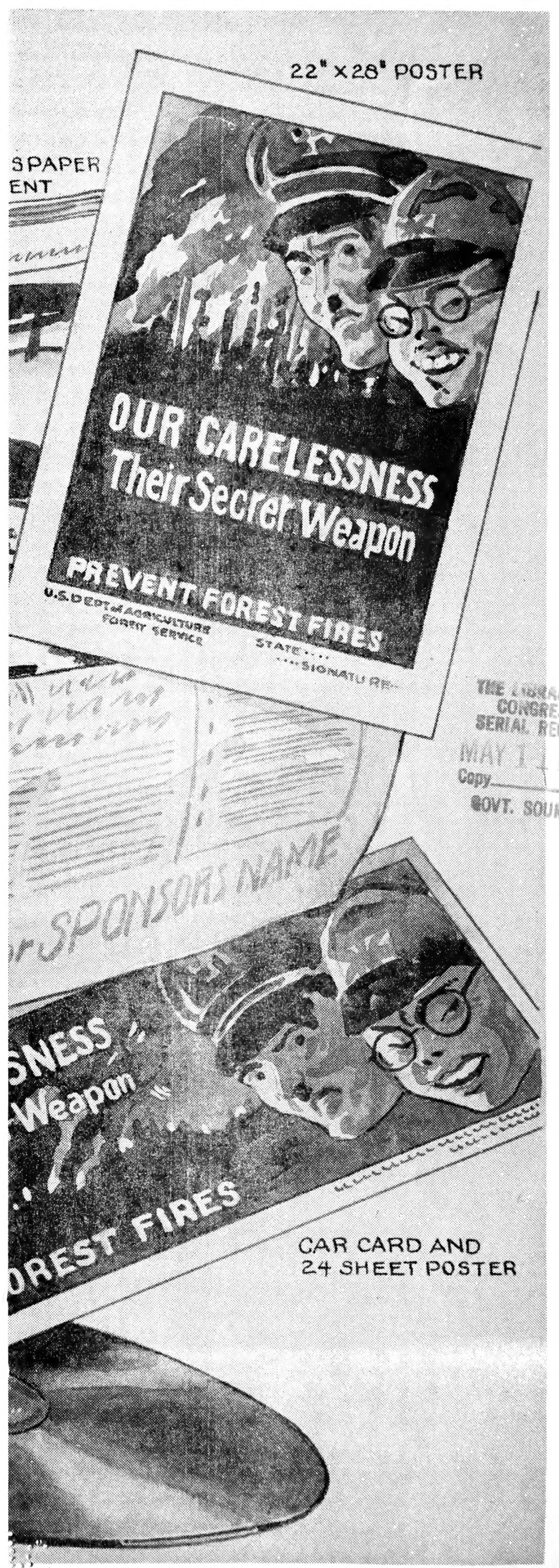


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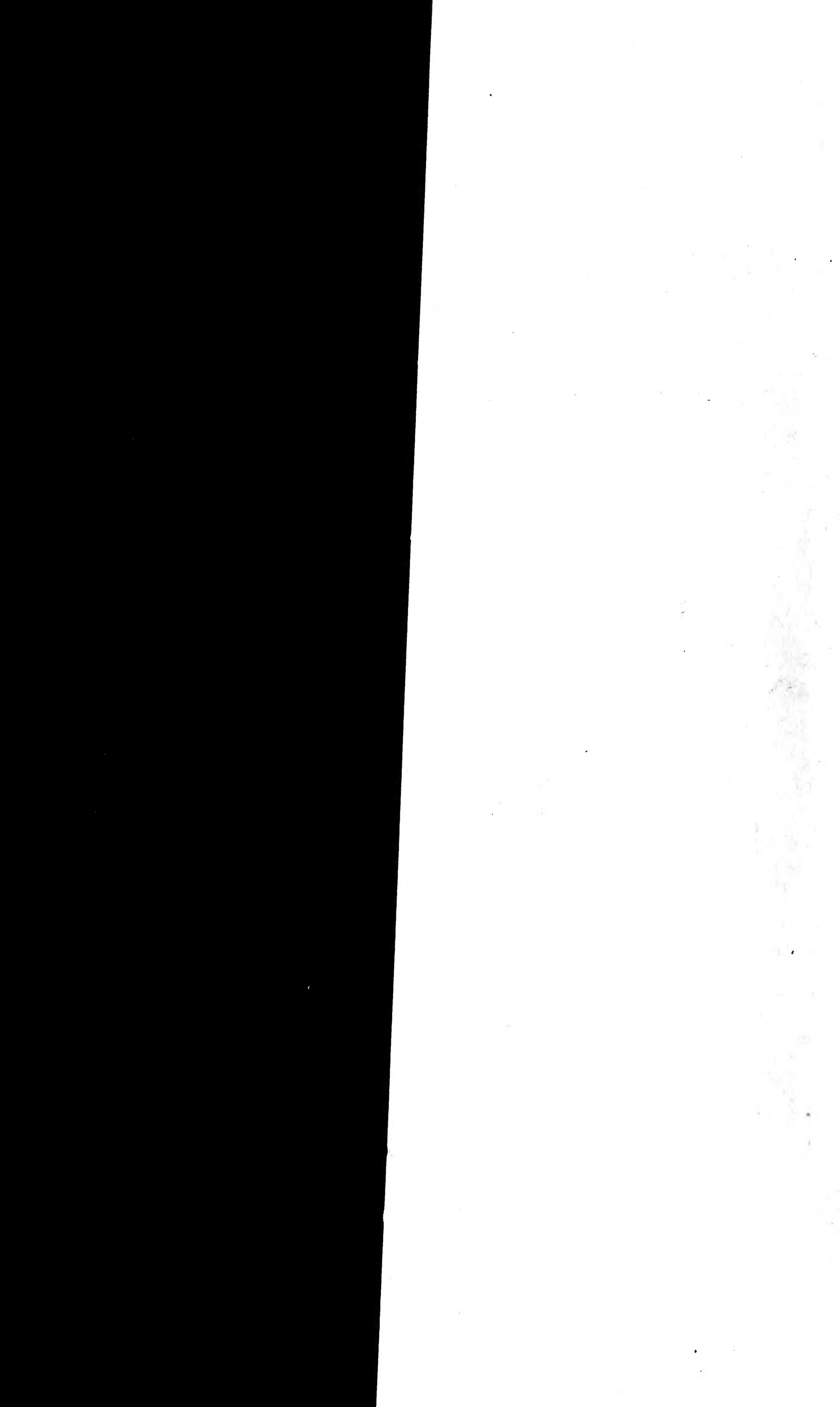
U. S. GOVERNMENT CAMPAIGN PLAN
 for
 WARTIME FOREST FIRE PREVENTION
 for 1943

Prepared by the
 U. S. Department of Agriculture
 Forest Service,
 in cooperation with the
 Bureau of Campaigns
 Office of War Information



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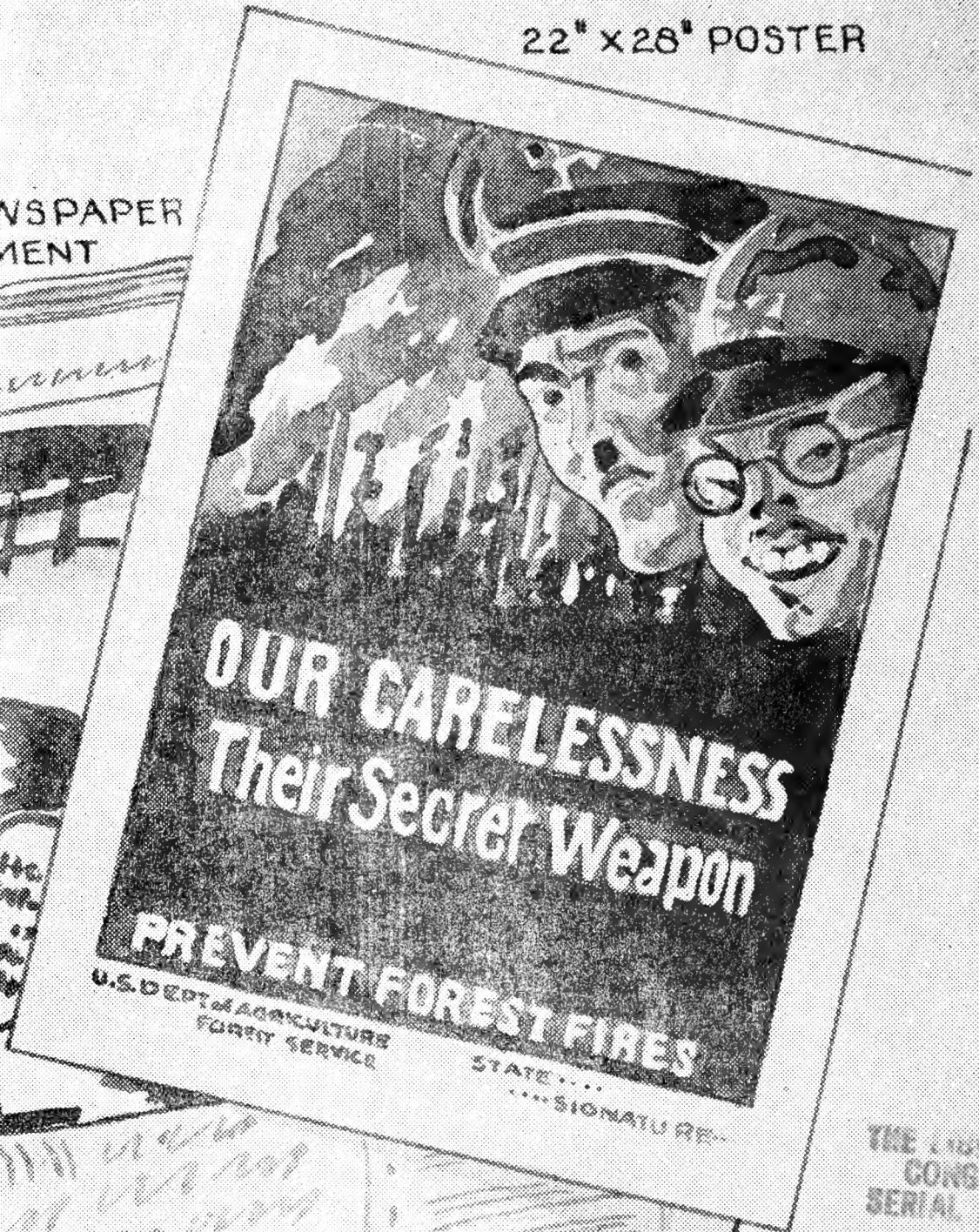


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I. STATEMENT OF THE PROBLEM

The overall problem is the need for a comprehensive plan to address the various issues related to the forest sector. This plan should be based on the following principles:

1. The plan should be based on the principles of sustainability and equity.
2. The plan should be based on the principles of participation and transparency.
3. The plan should be based on the principles of efficiency and effectiveness.
4. The plan should be based on the principles of accountability and responsibility.
5. The plan should be based on the principles of flexibility and adaptability.
6. The plan should be based on the principles of innovation and creativity.
7. The plan should be based on the principles of collaboration and partnership.
8. The plan should be based on the principles of leadership and vision.
9. The plan should be based on the principles of integrity and honesty.
10. The plan should be based on the principles of respect and dignity.

The plan should also take into account the following factors:

1. The current state of the forest sector.
2. The needs and expectations of the various stakeholders.
3. The available resources and capabilities.
4. The potential risks and challenges.
5. The opportunities and benefits.

II. OBJECTIVES OF THE PLAN

1. To ensure the sustainable management of the forest resources.
2. To improve the livelihoods of the forest-dependent communities.
3. To enhance the ecological and environmental services provided by the forests.
4. To promote the economic growth and development of the forest sector.
5. To strengthen the institutional framework for forest management.

III. STRATEGIC ACTIONS

1. Conduct a comprehensive assessment of the forest sector.
2. Develop a detailed action plan for each of the objectives.
3. Implement the action plan in a timely and effective manner.
4. Monitor and evaluate the progress of the plan.
5. Report on the progress of the plan to the relevant stakeholders.

IV. CONCLUSION

I. STATEMENT OF THE PROBLEM

The over-all problem, in a nutshell, is to:

REDUCE THE NUMBER OF MAN-MADE FOREST FIRES
THAT ARE STARTED CARELESSLY AND INTENTIONALLY.

Major elements of the over-all problem include:

1. Forest fires

A. Number, area burned, damage

Each year the United States has from 140,000 to 220,000 forest fires.

In one of the biggest forest fires (Tillamook, Oregon, in August of 1933), 267,000 acres - two-thirds being virgin timber - were burned over, and enough trees to build 800,000 five-room frame homes were killed. Figuring 4 people per home, 800,000 homes would have housed the entire populations (1940 census) of the following 10 cities: Portland, Oreg.; Oakland, Calif.; Denver, Colo.; Omaha, Nebr.; Columbus, Ohio; St. Paul, Minn.; Memphis, Tenn.; Ft. Worth, Tex.; Atlanta, Ga.; and Boston, Mass.

Fire in forests (including farm woodlands, which are 40 percent of all privately owned commercially valuable forest land) is therefore a factor which must be reckoned with Nation-wide.

National averages of the number of forest fires, area burned, and damage, over the 5-year period 1936-40, are:

210,970 forest fires per year.

31,233,000 acres burned per year - almost as many acres as there are in New York State.

\$37,831,000 in damage, per year.

B. Man-made forest fires

90% of all forest fires are man-made (10% are lightning fires)

30% of all forest fires are started by careless smokers and campers

40% of all forest fires ARE INTENTIONALLY SET

(a) for purposes like clearing plow-land, burning off logging slash and other brush or debris (many of

(Over)

(some) these fires are started lawfully, but get out of hand because of carelessness or ignorance or willingness to "take a chance", and

(b) by incendiaries.

C. Man-power to fight forest fires (estimates based on reliable basic data)

For all fires in one (the average) year

970,000 man-days

For all fires in the whole five-year period

4,403,000 man-days

2. Forest fires sabotage the war effort

A. Timber, a critical war material according to W.P.B.'s Donald Nelson, is damaged and destroyed by forest fires.

B. Production of lumber for 1942, estimated to be 6 billion feet, board measure, below requirements for that year, is slowed down every time woods and mill crews - already affected in the Pacific Northwest by a partial freeze order issued by the War Manpower Commission - must fight fires.

C. Forest fires are real and potential threats (1) to plants, equipment, etc., of war industries, cantonments, etc., many of which are located in and near forest, woodland, and brush-covered areas; (2) to the efficiency of defensive air and sea patrols, training of air pilots, etc.; (3) to the diversion of man-power from war industries, training camps, and farms to the fighting of forest and farm woodland fires.

D. In a January 1942 budget message the President said

"It is part of our war effort . . . to . . . maintain fire protection in our forests."

E. Lt. Gen. John L. DeWitt, Headquarters, Western Defense Command, has listed 12 reasons why every patriotic citizen should look on helping to prevent forest fires as an essential war-time duty. Among them:

Smoke-palls from forest fires along coastal areas limit visibility for defensive air and sea patrols and invite off-shore operations by the enemy.

Smoke haze reduces visibility from aircraft warning stations and fire lookouts.

Many defense plants and military establishments are located in or adjacent to forest areas and might be damaged or destroyed by major conflagrations.

Forest fires serve as beacons for the enemy.

F. According to Lt. Gen. H. A. Drum, Headquarters, Eastern Defense Command,

"Protection of our forests is one of the most important duties a citizen may perform in time of war. Wood like oil is essential to our war machine. Forest fires destroy a priceless source of raw materials and also serve the enemy by endangering vital installations. In protecting our forests in time of war we preserve a national heritage for the days of peace."

G. Because of smoke from forest fires at least 10,000 flying hours were lost at one airplane training school near Tuscaloosa, Alabama, in 1941, the chief pilot there has estimated.

H. Anti-aircraft training at Camp Davis, North Carolina, is said to have been seriously interrupted (during the spring of 1942) by nearby forest fires, and in a number of instances trainees were used to combat those fires.

I. Secretary of Agriculture Wickard says "Until we smash the Axis every man-made forest fire is an enemy fire."

3. Geographical aspects of the wartime forest fire prevention problem

A. Three broad zones. After bringing war industry and national defense angles of the forest fire prevention problem very definitely into the picture, the United States has been divided into three broad zones, each of which has been weighted to indicate relative importance.

As indicated on the map - which also shows Forest Service administrative regions - which follows page 4

Zone I, with relative importance 60, includes (a) 3 Pacific Coast States plus western Montana and northwestern Idaho; (b) most of the 3 Great Lakes States; (c) a strip 100-150 miles wide along the Atlantic Coast and the Gulf of Mexico.

Zone II, with relative importance 30, includes (a) the area lying east of Zone I and west of the Great Plains States; (b) the area lying between the Great Plains States and the Atlantic Coast-Gulf of Mexico part of Zone I.

Zone III, with relative importance 10, includes parts of Montana and Minnesota, and all or parts of the Great Plains States of North and South Dakota, Nebraska, Iowa, Missouri, Kansas, Oklahoma, and Texas.

B. Highlights by Forest Service Regions. Major highlights of the war-time forest fire prevention problem by Forest Service Regions (see map for boundaries of regions) include:

Region 1: Montana and northern Idaho. White pine timber important, with fires (90 percent lightning) doing heavy damage. Resident problem more important than visitor problem. Appeal for care with smoking, clearing land, and burning logging slash and debris.

Region 2: Colorado, Wyoming, South Dakota, Nebraska, Kansas. Man-caused fires total 34 percent. Visitor problem probably more important than resident one, with carelessness more of a factor than intentional. Appeal - care by smoker and camper.

Region 3: Arizona, New Mexico. Less fire problem than any other Region. Appeal to careless smoker and camper.

Region 4: Utah, Nevada, most of Idaho. Man-caused fires run from 17 to 57 percent, varying with locality. Appeal to careless smokers, logging operators, campers, land-clearing farmers and ranchers. Fires often cause serious erosion and widespread problems in many localities. Grass fires important.

Region 5: California. Man-caused fires 73.7 percent of total. Big influx of war workers, but residents causing more fires than newcomers. Appeal should be to smokers, ranchers clearing land, burning brush on logging operations, and incendiaries. Forest fires may help enemy forces to orient themselves.

Region 6: Oregon, Washington. Careless smokers, etc., cause the most forest fires, but forest industries (with incendiaries a close second) cause biggest area burned, and damage. Appeal mainly to local residents and industries to take no chances with fire, to help prevent smoke from interfering with discovery of enemy bombers, etc. Forest fires may help enemy forces to orient themselves.

Region 7: New England and Middle Atlantic States plus Maryland, West Virginia, and Virginia. Again the local resident, and the smoker, mainly. Also the farmer who burns to clear land, and the incendiary. Forest fires help reveal ships to enemy submarines.

Region 8: The South, from North Carolina south and west to and including Texas. The intentional burner - who has believed in burning for years - is the biggest problem. He is the local resident, not the visitor, the white man rather than the negro. Appeal to patriotism; smoke interfering with aircraft warning service, etc. Forest fires help reveal ships to enemy submarines.

Region 9: The Great Lakes States, North Dakota, Iowa, Missouri, Illinois, Indiana, Ohio. Widely diverse conditions with large number of fires and big acreage burned. Ninety-seven percent of all fires man-caused. In order of importance, the smoker, the incendiary, the debris burner. Best appeal probably the patriotic one. Local people know that man-power for war production is a real problem.

C. Forest fire seasons. Dates on which, in average years, Regional Foresters believe the WARTIME FOREST FIRE PREVENTION campaign should start, peak, and close in their regions are:

Region 1: One season; to start June 1, peak August 1, end September 15.

Region 2: One season; to start June 1, peak August 1, end September 15.

Region 3: One season; to start April 15, peak June 1, end July 15.

Region 4: One season; to start June 1, peak August 1, end September 15.

Region 5: Two seasons:

Southern California to start March 1, peak August 1, end October 30.

Central and northern California to start May 1, peak July 1, end October 1.

Region 6: One season; to start March 1, peak August 1, end September 30.

Region 7: Two seasons - spring (major) and fall (minor).

Spring season to start February 15, peak March 15, end April 30.

Fall season to start September 1, peak October 1, end November 15.

Region 8: One season; to start October 15, peak January 15, close March 15.

Region 9: Four seasons, including spring (or major) and fall (or minor) in Great Lakes States, and spring (or major) and fall (or minor) in southern part of region as follows:

Lake States, in spring - April 15 to May 31

Southern part in spring - February 15 to May 1

Lake States in fall - August 1 to September 30

Southern part in fall - September 15 to December 1.

Region 10 (Alaska): One season; start March 1, peak August 1, end September 1.

II. ORGANIZED FOREST FIRE PREVENTION

1. On the national forests

160 of them, with about 178,000,000 federally owned acres in 42 States and 2 Territories. Under 10 Regional Foresters (1 in Alaska) and their staffs, national forests are protected from fire, etc., by a decentralized organization in close and constant touch with local conditions, problems, people, etc., of about 4,000 year-long forest supervisors, forest rangers, forest guards, etc., and another 4,000 short-term smokechasers, lookouts, etc. (see preceding map).

2. On State and privately owned forest land

On 281,000,000 acres of State but mainly privately owned forest land, Federal aid (through the Forest Service) goes to 41 States to help State Foresters and (through them) private owners give organized cooperative forest fire protection. (State and private funds total more than Federal.) But there are 146,000,000 acres still lacking but needing (funds and) forest fire protection.

3. The work of preventing forest fires

With Federal and State governments it has been by way of regional, State-wide, and local educational efforts through newspapers, radio stations, motion picture theaters, civic organizations, etc.; has used exhibits, lectures, pamphlets, admonitory signs; has involved the closing of many Federal and State-owned areas of high fire hazard to the public during unusually critical periods; has restricted to improved campgrounds camping in many Federal and State forest areas; has invoked State laws against starting forest fires and letting them spread, etc.

Many local efforts have indicated progress. Efforts by a number of States are very effective. One seems to be the "Keep Oregon Green" campaign. It is financed in large part by private land owners, with encouragement and cooperation from Region 6 of the (Federal) Forest Service. But until 1942 there has never been a Nation-wide over-all campaign with a central theme to which local campaigns should be able to tie; one on which Regional Foresters, State Foresters, and private owners and operators (lumber, pulp and paper, turpentine, etc.) should be able to capitalize through local efforts aimed at local problems or local variations of Nation-wide problems.

III. OBJECTIVES OF THE CAMPAIGN

1. What the public as a whole should do

Basically, above all else, and Nation-wide, the need is for the public to remember - and to tell others

- to be careful with matches (and with cigarettes, pipe ashes, and campfires)
- to help prevent incendiaries from starting forest fires
- *- to put out small forest fires
- to report all forest fires to the nearest ranger or fire warden
- and to remember that "Until we smash the Axis every man-made forest fire is an enemy fire."

2. Groups (of the public) to be influenced

A. Broadly

First: People who normally live in or near, or work in, forest areas.

Second: Visitors - urban, rural, and from other forest areas.

B. Major avocational and occupational groups:

Smokers - including fishermen, hunters, and people travelling in trains, busses, and autos - who carelessly or thoughtlessly throw away matches, cigarettes, pipe ashes before they are dead out.

Campers, who through carelessness or thoughtlessness leave without putting their campfires dead out.

Forest industries and their workers that "take a chance" or are careless or negligent with respect to (a) burning brush, etc., from logging operations, or (b) equipping or operating donkey engines, locomotive, etc., with spark arresters or other safety devices, or (c) putting out warming fires and lunch-fires.

Farmers and ranchers who let land-clearing fires get away; who set fires to green up woodland pastures and forest ranges.

Incendiaries, who start fires that, deliberately and maliciously started, do more damage, and are a greater menace to war industries and the war effort, than are other forest fires.

3. Specific things the groups should
be asked to do

Smokers

- (1) Observe "no smoking" rules in forest, brush, and grass areas that are closed to smoking.
- (2) Stop to smoke: - in safe places that are cleared of dry or inflammable materials.
- (3) Put your match dead out before throwing it away.
- (4) Crush out your cigarette stub and pipe ashes; be sure - dead sure - they are also "cold" before throwing them away.

Campers

Before building a campfire

- (1) Observe the State laws: If a permit is necessary, get it from a ranger or State fire warden.
- (2) Scrape away all inflammable material from a spot at least 5 feet in diameter.
- (3) Dig a hole in the center, build your fire in it, and keep your fire small.

Before leaving your campfire

- (1) Stir the coals while soaking them with water.
- (2) Turn sticks and drench both sides.
- (3) Soak the ground around the fire.
- (4) Be sure the last spark is dead.

Forest industries

- (1) Be smart . . . be alert . . . be careful.
- (2) Build and maintain safe fire lines around mills, logging camps, etc.
- (3) Keep efficient spark arresters on locomotives, tractors, etc.

- (4) Comply fully with State laws.
- (5) If you burn slash or debris - be safe rather than sorry.
- (6) Keep fire patrols on the fire job - especially during dangerous fire weather.
- (7) Make frequent inspections for fire hazards.

Farmers and ranchers

Never burn to clear crop land

- (1) Without getting a permit from a ranger or fire warden, if State laws require it.
- (2) Without scraping a trail or plowing around for safety.
- (3) Without having plenty of help on the job.
- (4) Or during unusually hot or dry or windy weather.

IV. COPY THEME

1. Maintain the long-established and widely used admonitory theme PREVENT FOREST FIRES (but give grass and brush fires a place in copy, etc.)
2. Tie this theme in with the war, and patriotism.
3. Point it at man-made forest fires, and careless ones, but give recognition to fires that are intentionally set to clear plow land, burn logging slash, etc.; and thus provide points of departure for local campaigns aimed at forest fires started by farmers and ranchers, forest industries, etc. In order of importance, nationally (for regions, see Appendix A): Smokers; clearing land, etc., by farmers and ranchers; brush and debris burning by forest industries and others; incendiaries; campers.
4. Provide for a carry-over from the 1942 campaign to that of 1943 (in reality, consider the 1943 campaign a continuation of the one for 1942 with refinements, new window dressing, etc.).
5. Bring the States into the copy. "Secure a permit to burn brush from your State ranger or fire warden." "Report forest fires to the nearest Federal or State ranger or fire warden."

THE UNIVERSITY OF CHICAGO

PHYSICS DEPARTMENT

REPORT ON THE PROGRESS OF WORK

FOR THE YEAR 1954

BY

ROBERT S. SHULL

AND

WALTER T. W. H. ...

Submitted to the Faculty of the Division of Physical Sciences

in partial fulfillment of the requirements for the degree of Doctor of Philosophy

at the University of Chicago

CHICAGO, ILLINOIS

