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# STATEMENTS AND SPEECHES

INFORMATION DIVISION  
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Speeches delivered by the Minister of Resources and Development, Mr. R.H. Winters, and the Deputy Minister of Resources and Development, Major-General H.A. Young, at the Sixth British Commonwealth Forestry Conference, Ottawa, August 11, 1952.

... Since the end of the Second World War, there has been a tremendous and world-wide increase of interest in the relationship between available natural resources and human welfare. Improved, though as yet imperfect, estimates have been made of the extent of those resources, on which the existence and material well-being of all peoples ultimately depend. These resources, though vast, are not unlimited, and considerable apprehension has been expressed by some that they may not continue to prove adequate to supply the needs of a rapidly increasing world population.

Science backed up by good sound common sense, however, can alleviate fears that irretrievable disaster lies just around the corner. Science may be unable to increase the total area of the world's potentially productive land; but science can do a great deal to increase land productivity whether of food or of timber. It's for this reason that the United Nations and its Specialized Agencies are making great efforts to place scientific knowledge at the disposal of the less fortunate and less highly developed countries who urgently need to improve the utilization of their natural resources. The Commonwealth's own Colombo Plan is doing somewhat the same thing. It is important to note that the appeals for help in forestry occupy a very prominent place among the requests for technical assistance. This is a clear indication of the growing awareness of the importance of our forests and the need to protect them.

Clearly, there is a rapidly growing recognition, throughout the world, that uncontrolled forest exploitation, often resulting in devastation, must be replaced as quickly as possible by sound forest management based on the principles of conservation and sustained yield. This follows the lead given by the First British Empire Forestry Conference, which was convened in England in 1920. There, for the first time, practical recognition was given to the fact that interchange of knowledge and experience between the forest authorities of different countries was likely to be mutually beneficial. That meeting, and those held subsequently in Canada, Australia, South Africa, and again in England, have, I believe confirmed the hopes of their sponsors. I am sure that this, the Sixth Conference, will provide further evidence that co-operation in the field of forestry science, even between countries whose physical and other conditions differ widely, is profitable to all concerned.

## Forests in Canada's Economy

Many of the member countries of the Commonwealth have forest conditions and forest problems of marked similarity because they lie in the tropical and sub-tropical regions of the world. Canada's position is unique in the Commonwealth since it lies in the north temperate zone and a very large proportion of our forests is coniferous rather than broad-leaved. Canada is unique also in the large scale of our forest industries and in the relative importance of forests and forest products in the national economy.

Here in Canada, where forests are our most important natural resource, when viewed in terms of dollars in our overall economy, we are aiming at nothing short of the type of forest management that will result in sustained yield. Those of us who have responsibilities in the field here must see to it that our forests will continue to be capable of yielding at their present or even increased rates in perpetuity for oncoming generations.

Under our system of government, jurisdiction over and responsibility for natural resources is vested in Provincial Governments. But forests are national in scope and they are vital to the overall economy. The Federal Government has, therefore, over the years undertaken a number of measures in this field designed to supplement and encourage the good work all provincial governments are doing.

### Canada Forestry Act

Perhaps the Federal Government's biggest and most important step in this field was the passing by Parliament of the Canada Forestry Act in December 1949. This Act, among other things, authorizes the Federal Government to

"enter into agreements with any province for the protection, development or utilization of forest resources, including protection from fire, insects and diseases, forest inventories, silvicultural research, watershed protection, reforestation, forestry publicity and education, construction of roads and improvement of streams in forest areas, improvement of growing conditions and management of forests for continuous production".

Now it's not possible to say whether our forest resources are increasing or decreasing unless our inventory position is known from time to time. I'm happy to say that since the First Conference, over thirty years ago, we have increased considerably our knowledge of the extent and nature of our forests. Nevertheless, on a national basis our forest inventories are far from complete at this moment and whatever figures we can present regarding them are less reliable than we would like them to be. I'm sure the Conference will be interested to know that, acting under the authority of the Canada Forestry Act, the Federal Government has entered into agreements with the majority of the provinces and is now contributing 50 per cent of the cost of the inventory surveys they are conducting. This program started only last year, but we hope and believe that it will result in the production of estimates, within the next five years, which can be regarded with confidence. In the meantime and in order to encourage reforestation, the Federal Government has entered into agreements with several provinces whereby it contributes 20 per cent of the costs of reforesting vacant Crown lands

and establishing new forest tree nurseries. This form of assistance is available to all provinces who may desire it. Other aspects of Federal forestry policy include intensive research in silviculture and management, forest inventory methods, forest fire protection, forest economics, forest biology, and forest products. In the pulp and paper field the Federal Government subsidizes the Pulp and Paper Research Institute of Canada and in the field of public education we support the Canadian Forestry Association. Moreover, the Federal Government is solely responsible for all phases of forestry activities in the Northwest Territories, the Yukon Territory and our 29,146 square miles of national parks.

#### Extent of Canada's Forests

I would like to lay before you a few broad facts as to the extent of our forests in Canada. As you are aware, a considerable portion of our very large country lies in the far north, where climatic conditions are too severe for forest growth. For this reason it might be somewhat misleading to call your attention to the relationship between forested and non-forested lands for the whole of Canada, including the vast Northern Territories. It is more informative to point out that nearly 60 per cent of the land area of the ten provinces is covered by forests. When one considers the great extent of our wheat fields in the West, it is obvious that in certain provinces the proportion of land bearing trees is a good deal higher than the figure I have just mentioned. A considerable proportion of the total forested area is classed as non-productive because growth is too slow and too poor to permit of the introduction of sustained-yield forest management; nevertheless, the estimated area of productive forest exceeds 700,000 square miles.

You will, I understand, be given more information later regarding the systems of forest land tenure in Canada, but I would like to mention in passing that more than 90 per cent of all the forest land is owned by the Crown - most of it in the right of the provinces.

It is estimated that about 70 per cent of the merchantable timber is of coniferous or softwood species. For many years the growth of our great forest industries was based almost entirely upon the softwood portion of the forest, but more recently increasing attention has been given to the utilization of hardwoods. This is true not only in the manufacture of lumber but also in the manufacture of wood pulp. The increasing possibilities for using profitably the hardwood content of our forest stands is extremely important from the point of view of forest management because it opens up the possibility of treating our natural mixed forests as a whole, instead of removing the softwoods only and leaving residual hardwoods to take complete charge of many areas.

Although detailed statistics regarding our forest industries will be available to you in publications which will be distributed, a preliminary idea of the scale of operations may be gained from the fact that in 1950 in Canada the forests and the industries dependent on them employed more than 346,000 workers, paid out more than 845 million dollars in salaries and wages, and turned out products with a net value close to 1,600 million dollars.

The forest products industries are particularly important to the national economy because of the part they play in Canada's external trade. Exports of these products are very great and imports relatively small. As a result,

external trade in 1951 in the group of commodities which our Customs authorities describe as "Wood, Wood Products and Paper" resulted in a favourable balance in Canada's commodity trade account exceeding 1,200 million dollars.

I hope that what I have said will convince you that Canada's interest in the proper management and in the perpetuity of her forest resources is based upon economic considerations of the greatest importance. We have some distance to go before our overall forest management will be satisfactory, or the protection of our forests against fire and other natural enemies will be adequate. On the other hand, I believe you will find that long strides in the desired direction have been made since the Second Conference met here in 1923. . . .

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. . . The administration of Canada's forests, taken as a whole, has three characteristics of outstanding importance. First, each of the ten provinces owns and administers the publicly-owned forests and other natural resources lying within its boundaries. Second, the Federal Government is responsible for the administration of only 8 per cent of the productive forests of the country, namely, those lying in the Yukon and Northwest Territories, the national parks, the Indian reserves and the forest experiment stations. Third, the principle of public ownership of forest land has been closely adhered to during the historical development of this country, with the result that more than 90 per cent of the total forest area still belongs to the Crown.

#### Provincial Administration

The responsibility for forest administration in each province is centered in a department of government headed by a minister. The permanent head of the department is the deputy minister, and he is responsible for the execution of approved policies and for departmental administration. So far, the arrangement is uniform and will be perfectly familiar to all of you.

The name of the department responsible for forestry varies from province to province, and there are also very considerable differences in organization and in the titles and duties of the principal officers. The similarities, however, are much more important than the differences, and the functions performed by each forest administration are virtually the same. In addition to a head office, located in the provincial capital, district offices are maintained and the districts are further subdivided into ranger districts.

Senior staffs of the forest services are largely made up of men who have received university training in forestry. However, during the past twenty years, several provinces have established special ranger-training schools, which enable field men to receive systematic instruction in the many and difficult tasks they are called upon to perform. There is no doubt that the increase of facilities for ranger-training is one of the most important forestry developments in recent years.

## Forest Fire Protection

Protection of the forests against the ravages of fire is the most difficult, and most costly, of all the functions entrusted to forest administrations throughout Canada. The vast extent of our coniferous forests, lack of adequate road systems in many regions, and climatic conditions, combine to make fire protection especially difficult. Very great improvements in organization and methods have been achieved over the past thirty years, but the fire menace is a major obstacle to the introduction of better forest management.

In Quebec and Newfoundland, fire protection associations have been formed by owners and lessees of forest properties, to provide protection for their own holdings. Elsewhere, the provincial fire-protection services afford protection for all forests except those occurring within organized municipalities. All fire-protection services possess modern equipment such as portable fire pumps, special vehicles, lookout towers, and effective communication systems. Aircraft is used extensively both for reconnaissance and fire detection as well as transport machines to carry men and equipment to the scene of a fire. A large proportion of the efforts of the provinces is directed towards the prevention of the outbreak of fires, and this involves intensive efforts to educate the public regarding fire danger.

## Disposal of Crown Timber

Since it is the general policy to continue public ownership of forest lands, it has been necessary to devise suitable means through which industrial and private users of wood may obtain supplies of standing timber. This is accomplished by granting or selling, to companies or individuals, rights to cut standing timber under prescribed conditions. Title to the land itself, however, remains with the Crown.

The needs of some users can be satisfied if relatively small quantities of timber are made available to them from time to time. Others, such as the great pulp and paper companies, must be assured that large supplies of wood will be available to them for long periods in the future because, without sure access to sufficient raw materials, they could not contemplate the huge capital investments which are needed to erect modern manufacturing plants. All sorts of intermediate requirements exist between these two extremes, and several methods of timber disposal have been devised to meet the needs of the different users. One feature is common to nearly all of them, namely, that the operator pays the Crown for the timber he cuts at the time of cutting. Rates are paid on a unit-volume basis. The unit of volume may be 1,000 board feet, one cord, a cubic foot, or a product such as a railway tie. These rates are described in different provinces as Crown dues, stumpage, or royalties, but they are essentially the same in nature. In addition to Crown dues, the operator usually must pay ground rentals and fire-protection charges, at fixed rates per acre.

## Forest Management

During the past twenty-five years great advances have been made towards systematic management of the larger forest holdings in Canada. Provincial Governments now require occupants of such properties to make inventories of their forests and to prepare long-term and short-term working plans. These plans must be acceptable to the

government authorities, and approval of each year's cutting program is often required before operations commence. It is true that working plans presently in effect are much less intensive than those to be found, for example, in Europe. Nevertheless, progress towards better management has been very encouraging and still greater advances in the not distant future seem certain.

Those of you who visit British Columbia after the Conference will have an opportunity to see some of the newly-established forest management licenses in operation. This is a very interesting new development, through which an operator may obtain rights to cut timber on Crown lands adjacent to his present holdings, in exchange for an undertaking to manage the whole area on a sustained yield basis.

#### Other Provincial Functions

Forest inventory surveys are being conducted by many provinces on a very large scale, and special units within the administrative organizations have been established to direct this important activity. The Minister has already told you that the Federal Government is providing financial assistance to help in these investigations, which provide the information on which management policies must be based.

Several provinces maintain large forest-tree nurseries and carry on important planting programmes. They also furnish planting stock to individuals and to communities who wish to reforest their own properties. Here again, the Federal Government is giving financial assistance in the reforestation of vacant Crown lands and in the establishment of new nurseries.

Increased efforts are being made by Provincial Governments to encourage farmers to improve the management of their farm woodlots. Government representatives are stationed in farm districts and provide technical advice to farm owners. They also assist them in the marketing of their forest products. This work is very important because farm forests are a significant source of industrial wood and wood fuel, and also because improved forest management is capable of improving considerably the economic position of the farm owners.

Another activity of provincial services which is steadily increasing in importance relates to the information and education of the public regarding the value of forests and the necessity for their protection.

In addition to the activities just mentioned, several provinces maintain forest research organizations of their own. Others rely upon the Federal Government for forest research work.

#### Federal Forestry Activities

I have mentioned that the Federal Government is responsible for the administration of forests on limited areas. Its main efforts in forestry, however, are concerned with research and the provision of financial assistance to the provinces.

The Forestry Branch of the Department of Resources and Development is organized in three divisions which are concerned respectively with forest research, forest products

research, and operations. Five district offices are located in various parts of Canada, and there are five forest experiment stations. Forest Products Laboratories are maintained in Ottawa and Vancouver. Also, the Forestry Branch contributes to the support of the Pulp and Paper Research Institute of Canada, which is located in Montreal.

The Division of Forest Biology of the Science Service of the Federal Department of Agriculture, with the co-operation of the provincial authorities, undertakes investigations dealing with forest biology and the control of forest insects.

In a word, most of the federal activities in forestry, including financial assistance under the Canada Forestry Act, are intended to assist those who are charged with the responsibility of administering the forest resources. ...

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