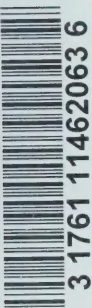


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Department of Mines and Resources  
LANDS, PARKS AND FORESTS BRANCH  
DOMINION FOREST SERVICE



FORESTRY AND RECONSTRUCTION

BY

D. ROY CAMERON

DOMINION FORESTER



OTTAWA FEBRUARY, 1942







## FORESTRY AND RECONSTRUCTION

The opinion is widespread that post-war Canada, if it is to survive, will have to be organized on a basis altered in many fundamental respects from the present loose federation of nine provinces with all the deficiencies exposed in the Report of the Royal Commission on Dominion-Provincial Relations. The struggle for existence will demand a strong central government with powers and functions cutting across former provincial prerogatives.

One of the duties of this expanded national administration will be to cope with the Canadian forestry problem in an intelligent and effective way. Almost 38 per cent of the land area within the provincial boundaries is suitable only for the growing of trees. The production of forest products on a stable and continuing basis must in the very nature of things be a main objective in the national economy. The forest industries today represent a very important item in that economy. They subsist largely on the sale of products in world markets and are subject to the violent fluctuations that this position necessarily involves. It must be the concern of the Government of Canada to put the forest industries in as impregnable a competitive position as possible.

The Dominion Government has not to date shouldered its responsibility for the proper use of the forest resources or the wellbeing of the forest industries. It has been left to the provinces, who happen to be the owners of the forest lands, to go their own separate ways. For financial and other reasons the results have not been satisfactory.





It may be pointed out that this attitude on forestry affairs has not been taken with regard to mining which has received substantial support from the Dominion, although the minerals are also a provincial resource and the mining industry is a wasting industry.

Canada's forest problems must be dealt with as a whole. Woods labour works on similar tasks in the different provinces, and, presumably, for the same living conditions. As regards export trade, the competitive position of industries as between the provinces is the same. There must be an end to the present unconformities that harass them.

#### A National Forestry Policy

The first essential in planning the role of forestry in post-war reconstruction is a realization by the Dominion authorities of the necessity for a national forestry policy-- a policy oriented to the needs of the whole country and not devitalized by the inhibitions of provincial autonomies. For the purposes of this statement it is not necessary to examine in detail the essential elements of that policy. Briefly, the main requirements are:

##### Forest Inventories

We do not know what we have got or to what extent annual growth is replacing depletion from all causes.

##### Land Classification

True forest lands should be separated from agricultural land and reserved for their proper purpose.

##### Forest Protection

Losses from fire, insects, and disease are appalling. They can be prevented in large measure.

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### Forest Research

Canadian problems both in timber production and utilization differ from those of Europe. They can only be solved by adequate silvicultural and forest products research.

### Forest Management

To reap the full use value of our forest lands results of research must be applied in woods operations. Canada is fortunate in that climatic conditions favour natural regrowth given fire protection and the exercise of some care in cutting methods. In places planting of waste lands is indicated. Farm woodlots can be made a prolific source of raw material supplies for industry. The establishment of community forests would give work for local populations and provide a continuous flow of raw materials for small wood-using industries. Thought must be taken of other forest values, their importance in the tourist trade, in fish and game conservation, watershed protection, and erosion control.

### Forest Education

The public must recognize the value and necessity of a forest policy. It is essential that the activities and objectives of all forest authorities be brought to the attention of the public through sustained publicity, and that the younger generation be taught the elements of our forestry situation.

### Forest Administration

Over 90 per cent of the forest lands are owned by the people of Canada. The public authorities must guide development of our forest industries in the light of future as well as of present needs. There is need for better integration of these industries so that all the products of the forest may be used, and not as at present one





or two species only. There is need for rationalization of timber supplies to guarantee raw materials for existing industries under secure conditions of tenure. Regulations governing operating conditions as between the provinces must be adjusted.

### Markets

Most important of all, there must be sustained effort to secure stabilized markets without which the forest industries cannot prosper. Canada is today taking the place of the Baltic countries in supplying the emergency war needs of Great Britain for timber supplies. Forest industries are working at peak production, but that production can be sustained and increased by proper organization if stable markets are available. It is highly desirable that negotiations should be entered into with the British authorities looking to the retention under preferred conditions of the British market for Canadian wood goods after the war. Britain will undoubtedly be asked to assist in the rehabilitation of European countries, but surely her first interest should be the rehabilitation of the component parts of the British Commonwealth. Canada should be placed in the position of supplier of U.K. needs for forest products. Difficulties will arise in this connection. British capital will be depleted and British investments in Canada largely liquidated. The U.K. will have to buy where it can sell and Canada will have to decide to what extent British merchandise is to be allowed to compete with the products of her own industries.







Post War Employment

The problem of the rehabilitation of the returned soldier will be affected by two other problems. First will be the placement of excess labour no longer required in industry when wartime peak production terminates. Second, there will be the ever-present problem of finding work for the new generations reaching man's estate. If forest industries suffer severely from market recessions there will be no jobs available in them for any of these classes. So far as forestry work is concerned, there will then remain only the establishment of work camps on a relief basis financed by public funds and maintained in the hope of tiding over a depression period until industry can rehabilitate the unemployed.

Regarding the special problem of the returned soldier, it may be stated that his normal desires on discharge are approximately as follows:-

- (a) to be free of discipline
- (b) to secure a job he likes
- (c) to have a feeling of security in that job
- (d) to provide a home for himself and his family,  
or, if a singleman, to get married in due course.

Work in industry can provide these essentials. Work in relief camps is the negation of all of them. It may be necessary to provide forestry work camps. It is essential that entry into these camps should be on a strictly voluntary basis. Any scheme of regimentation would be disastrous. Returned soldiers freed from a strict military discipline to the milder discipline of a compulsory work camp would be restless, would exaggerate minor incidents of supposed unfair



THE HISTORY OF THE

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CHARLES THE FIRST  
BY JOHN BURNET  
OF THE UNIVERSITY OF OXFORD  
IN TWO VOLUMES  
THE SECOND

Printed by J. Sturges, Printer to the University, in Great Britain.  
1734



treatment and injustice, and would prove refractory, if capable of being held at all. The longer the duration of the war, the more real would this danger be.

Assuming the necessity for work camps, and assuming voluntary enlistment therein by returned soldiers at regular wages as a means of tiding them over a transition period, there is, of course, much useful work in the woods needing to be done.

Extensive forest protection improvements will have to be made before the fire menace can be brought under control. There are large areas of second growth stands in provincial forest reserves and on crown lands in which cultural treatments of one kind and another would pay dividends in the future. In many cases products could be extracted which would go a long way towards offsetting present costs. Particular reference might be made to the use value of forest roads. The Dominion Government has for years financed the construction of roads into mining areas. Roads into forest areas would be equally valuable. Accessibility is the governing factor in extraction costs. With the advent of truck logging small jobbers can go into the woods and take out at a profit diverse forest products otherwise of no commercial value. This is good business from the standpoint of utilization and forest roads also facilitate fire protection. The Timber Controller is of the opinion that one of the great lessons learned during the present war is the fact that Eastern Canada can get along using common grades of lumber. These are the grades that can be obtained from second growth stands made accessible by road development.







While some of the work above mentioned could be done on national parks and forest experiment stations, the great bulk of the effort would here again have to be on provincial lands.

Forestry work camps would also provide favourable opportunity for the placement of labour released from war time production. In this case no mental readjustment from war to peace psychology would be involved. Factory workers, particularly of the younger age classes, would fit into work camps in the woods, and could probably live happily there for a considerable time. The experience of the National Forestry Program has demonstrated that forestry work camps are of major value in looking after youths coming of employable age.

Forestry work camps would serve only as stop-gaps to bridge a difficult time. They cannot provide a means of livelihood or any approach to normality in living conditions. Industry itself can best meet these requirements and the ideal solution lies in planning to provide a stable and prosperous forest industry. It may be expected, however, that this ideal will be long and difficult of attainment. Given vision, given initiative and determination not to let local considerations supervene, and particularly given provincial co-operation, the following interim solution is presented for consideration.

#### Civilian Forestry Corps

This proposed solution rests on two assumptions. First, that the Dominion Government will follow the recommendation of the Royal Commission on Dominion-Provincial Relations and assume responsibility for the full cost of unemployment



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relief of employables. Second, that the Dominion will recognize the necessity of a full measure of assistance to the provinces in the handling of their forestry problems. On these assumptions it is proposed that a Civilian Forestry Corps be created. Entry into this corps should be by enlistment for a period of not less than one year. Wages should be at the rate of \$2.00 per day, plus board; uniforms to be provided, half the cost of which would be payable by the enrolees. Initial strength might be set at 10,000 with provision for expansion as organization develops.

The functions of this corps would be to improve transportation and communication facilities in forest areas; to provide necessary treatment to young growth stands in order to increase and accelerate yield; to carry out reforestation when necessary; to undertake extraction of forest products on selected areas, and where conditions require to operate portable sawmills.

It is proposed that the corps should be organized in three main divisions, namely:

Forest Improvements

Silviculture

Utilization

Training should be an integral part of the program and instruction should be provided in logging, operation of mechanical transport, scaling, sawmilling, woodworking, duties of rangers' assistants, construction of forest improvements, and related subjects.

It is proposed that the services of the corps should be made available to Dominion and Provincial forest authorities free of cost for fire fighting, forest improvements, and





silvicultural operations. Responsibility of the provinces would be limited to the provision of materials required in construction. Logging and sawmilling operations would have to be on the basis of special agreements.

It is proposed that the Civilian Forestry Corps should be placed under the control of a Commission, responsible direct to Parliament and reporting through the Minister of Mines and Resources of Canada. The Commission should consist of one representative of the Dominion, one representative of the provinces, and one representative from the forest industries, of whom the first-named should be chairman. The commission should have full authority and control over the appointment of a director and staff, working conditions, and pay thereof, enrolment, and program of work.

It is suggested that the basis of organization should be companies, each having a strength of 40 men, plus necessary supervisory overhead. These companies would be housed under canvas or in temporary structures where duration of work covers an extended period. Each company should be provided with the proper tools and mechanical equipment to tackle the job it has in hand in a workmanlike manner, using up to date methods.

A long-term program of work should be formulated by the commission in co-operation with the provincial authorities and, subject to such special conditions as the Governor-in-Council might prescribe, with private individuals or corporations.

The cost to the Dominion treasury for such an organization, including capital costs for materials and equipment, mechanical transport, tractors, etc., for the first year of



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operation might be estimated at \$18,425,000. This calculation is based on an estimate of \$4.50 per day to cover the over-all expense of enrolees including supervisory staff, ordinary camp equipment, etc. It also provides \$8000 for special mechanical equipment for each of the 250 camps.

It is recommended that the Civilian Forestry Corps should be created by Act of Parliament and that the funds therefor should be provided by statute.

#### Conclusion

It is assumed that the Committee on Rehabilitation will not be desirous of concerning itself with general problems affecting the development of a national forestry policy for Canada. It may be interested in the proposal for the creation of a Civilian Forestry Corps. In the working out of details of this or alternative forestry programs the Dominion Forest Service can be of assistance through its wide knowledge of forest conditions in the country and its contacts with the provincial forest authorities.

It is respectfully suggested that if forestry is to play an important role in reconstruction plans the Dominion Forest Service might well be represented on the Committee itself.

D. Roy Cameron,  
Dominion Forester.

Ottawa,  
Feb. 12, 1942.











