Federal Forestry in the 1980s¹

by
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Introduction

It is a pleasure for me to speak at a CIF annual meeting again. I was somewhat reluctant to accept this assignment after having been on the program just last year at Jasper. I was concerned that some of you may view a second speech within such a short period as too much of a good thing. However, the program chairman assures me that while the face may be the same, the message is sufficiently different to warrant a return visit.

I have been asked to speak to you about federal forestry in the 1980s. I think it is fair to say that federal forestry did not prosper in the 1970s. This is especially so as it relates to the Canadian Forestry Service. However, during the latter part of the decade, it became increasingly obvious that if Canada's forest sector is to continue to prosper as it has in the past, a national effort to support forest renewal is required. The federal government is well aware of the need to support forest renewal. It recognizes that the forest industry is vital to the Canadian economy, and that it has an important role to play in fostering that industry. In a speech to the Canadian Forest Congress just two weeks ago in Toronto, the Honourable John Roberts, Minister of Environment Canada, described the federal role as follows:

"The federal government has a key role in areas such as fiscal policy, taxation, industrial regulation and support regional development, research, statistic, manpower policy, trade and tariffs, all of which affect management and use of the forests."

During the past year the federal government has reviewed its role in the forestry sector. As a result of that exercise a number of initiatives have been taken which will certainly affect federal forestry efforts in the 1980s. The major steps initiated to date are the establishment of CFS as a separate service with the department and the setting up of an inter-departmental committee called the Federal Forestry Sector Strategy Committee. Today I am going to talk to you about the significance of these moves. I will tell you something of reorganization underway within the CFS, discuss several of our joint efforts with the provinces in support of forest management, and outline for you our program of forest research.

Federal Forestry Initiatives for the 1980s

Late in 1979, the Honourable John Fraser, who was at the time Minister of Environment Canada, took a submission to cabinet calling for the appointment of an Assistant Deputy Minister for the Canadian Forestry Service and the establishment of a Federal Forestry Sector Strategy Com-

mittee to oversee and coordinate federal activities related to forestry. He argued that the forest sector in Canada is critically important to the Canadian economy and social fabric. He went on to suggest that the federal government has an important role to play in fostering the forest sector and that some improvement is required in the current effort. Happily, his cabinet colleagues agreed with him. His successor, the Honourable John Roberts, has confirmed and strengthened his commitment to carry forward the initiatives. He told the Canadian Forest Congress:

"... The federal government is committed to the forestry sector... We are committed to a policy of supporting the provinces and industry in tangible ways. We are committed to management of the resource for renewal, as well as production; we are committed to creating and maintaining a climate in which forestry can flourish."

The elevated status of the Canadian Forestry Service reflects the increasing importance which the federal government attaches to forestry. It means that the CFS is now represented on Environment Canada's Senior Management Committee, a significant departure from its earlier status as a sub-service of the Department. The appointment emphasizes the government's intention to establish the CFS as the agency responsible for carrying the federal forestry banner.

The Federal Forestry Strategy Committee has representation from Environment, Finance, DREE, Employment and Immigration, Transport, Industry Trade and Commerce, and other interested departments. It is chaired by the ADM for the Canadian Forestry Service. The establishment of the committee constitutes formal recognition of the fact that many different departments have an impact on the forest sector. It will ensure that initiatives in the forestry sector by federal agencies are assessed and coordinated among all of the agencies concerned. This should lead to a considerably more positive economic and regulatory climate in which forestry is practiced and in which the forest sector competes internationally.

The committee is currently reviewing the federal role in forestry and considering new policy proposals. As an initial step, a number of studies have been commissioned. We are looking at funding mechanisms available to the federal government for encouraging private and provincial investment in forestry management. This study is complementary to one sponsored by the Canadian Council of Resource and Environment Minister on funding mechanisms for forestry. We have a study underway on the adequacy of federal support for research and development both inside and outside the government. We are looking at ways to help increase graduate training in forestry. We are studying methods of improving manpower planning in forestry with special reference to woods labour. Transport Canada, in conjunction with the provinces, is reviewing the impact of transportation policies on the forest sector. Industry Trade and Com-

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merce, in cooperation with the provinces, is looking into new initiatives related to forest industry and the development of trade opportunities. These studies are to be completed by the end of 1980 and will contribute to the process of drafting a new Canada Forestry Act for consideration by cabinet.

These steps reflect a commitment to forestry and indicate that the government is prepared to act to better fulfill the needs of the forest sector in the 1980s.

CFS Reorganization

The elevated status of the CFS within the government carries with it the responsibility for performing a more important function than this agency has in the past. Previously, the CFS functioned primarily as a research organization and its organizational structure reflected this. While research is an important component of the CFS, the agency now has additional responsibilities. It must be prepared to act within the government as a force for the promotion of better forest management in Canada.

If the CFS is to carry out its responsibilities, it must have the organization and staff to do the job. Accordingly, my first initiative as ADM was to review the organizational structure of the CFS headquarters. A task force, headed by Dr. Marcel Lortie, a former Director of the Laurentian Forest Research Centre, Director General for the Quebec Region of Environment Canada and currently a professor of Forestry at Laval University, prepared a report on CFS headquarters reorganization. The report forms the basis of our revised organizational structure. We are now in the staffing process.

My own staff will consist of a secretary and an executive assistant. I will also have two public information officers working with me. An inventory of CFS information activities has already been done, and contacts have been made with a number of provinces and private agencies to determine how we can best support a Canada wide program. We must do a better job of promoting sound forest management than we have done in the past. I intend to make this one of my main priorities.

There are four branches in the new organization: Forest Relations and Renewal, Policy and Economics, Research and Technical Services, and Planning and Evaluation. In addition, there will be an administrative section. Each of these branches will be headed by a Director General. The administrative section will be headed by a Director.

The Director General for Forest Relations and Renewal will be responsible for working relationships with other federal departments, the Federal Forestry Sector Strategy Committee, relations with the provinces, with universities, industry, the Canadian Council of Resource and Environment Ministers and non-federal research organizations. His staff will work on federal-provincial agreements for forest renewal. He will provide the secretary for the National Committee on Forest Fire Control, and so on. This is an entirely new branch which can best be described as the operational arm of the service.

The Director General for Policy and Economics will oversee the development of policy initiatives related to federal forestry responsibilities. He will be responsible for forest economics within the CFS. We intend to upgrade our capabilities in this area. He will be working on both domestic and international forestry issues such as wood supply, the outlook for export and trade and Canadian industrial competitiveness. He will also be concerned with environmental issues as they pertain to forestry. It is our intention to meld the policy development and economic analysis efforts into a cohesive program.

He will have a group working on the national data program. He will be producing, in cooperation with the provinces, a comprehensive series of information reports on forest activities in Canada, which will include information on inventory, harvest, silvicultural practice, and industrial ac-

tivity. Establishing an effective program in this area is one of my highest priorities.

The Director General, Planning and Evaluation will be responsible for our long-range planning effort. He will carry out program evaluation in the CFS to ensure that our programs are both effective and efficient.

Finally, he will oversee our support services such as scientific and technical editing and bilingual services.

To summarize, the CFS headquarters structure is built around four main program areas:

1. Intergovernmental and inter-agency relations
2. Policy analysis, economic studies, and national forestry data program
3. Research and development
4. Long-range planning and program evaluation.

To date, we have put our structure in place and we are now concentrating on staffing. The first priority is to staff our senior positions. I expect to have my Directors General appointed very shortly. Bob Bouchier has agreed to accept the position of Director General of Planning and Evaluation. Jim Cayford is acting Director General for Research and Development for an indefinite period. We are currently working on the other two D.G. appointments. These appointments will probably be made from candidates from outside the federal public service.

We are also doing a manpower planning study for the CFS in order to determine the relative strength of various specialized disciplines today and what these will be in five and ten years hence. We have to get our organization structure staffed. We must also work to the future, to identify staff needs and to initiate staff development programs both inside the service and with the universities if we are to ensure that our future needs are met.

If we are to carry out our responsibilities in the 1980s, we will need the organization and staff to do the job. We are well on our way to achieving this goal.

Short-Term Program Initiatives

I would like to mention some initiatives which we are considering in cooperation with the provinces. They are the type of initiatives which we hope will characterize federal-provincial forestry relations in the 1980s.

The first is a series of forestry research agreements with the provinces covering the federal-provincial forestry research effort. With the growing commitment to forest management in Canada, there is an increasing awareness of the need for technology development and biological research to support forest management. There is also an awareness by both the provinces and the CFS of the need to coordinate our respective efforts in forest research. We cannot afford unnecessary duplication and unwise use of our scarce research dollars. In line with this we are considering the establishment of either formal or informal agreements with the provinces which prescribe federal-provincial research efforts.

Currently we have several agreements and accords with the provinces. We participate in research advisory committees with each of the Maritime Provinces. In Ontario we have the Canada-Ontario Joint Forestry Research Committee agreement. This agreement provides for the establishment of a joint federal-provincial committee to review forestry research proposals and activities. It ensures that

research efforts are coordinated and focus on forest management problems related to the provincial forest management effort. This agreement is a possible format we may pursue with other provinces.

We are also examining the possibility of an agreement with British Columbia. In this case, we are studying the possibility of concentrating CFS research efforts in the area of forest protection while the province would handle silviculture research. This type of agreement would also address resource commitments by the respective governments.

Participation in these agreements indicates our intention to ensure that our research efforts are relevant to provincial forest management priorities. It does not make sense for us to work in the field of forest management without a clear link with provincial forest management agencies. We also intend to develop better contacts with the private sector given the fact that they are taking an increasingly important part in research and development.

However, it must be emphasized that as a federal agency we have to repond to federal forestry and environmental research priorities. We will continue to be concerned with and devote resources to issues such as energy from the forest, acid rain and the federal program in Long Range Transport of Air Pollutants and environmental impact studies.

In our approach to agreements with Provinces we recognize that different regions of the country have different problems and research priorities. We are prepared to accommodate these needs and we expect that the agreements will reflect them.

The CFS is also co-chairing committees which negotiate and implement general development and subsidiary agreements related to forestry in the provinces.

We are also considering a recent request from Ontario for federal-provincial discussion regarding forest fire protection activities. During this past year, as you are undoubtedly aware, we had a disastrous fire season in Ontario, Manitoba, Saskatchewan, and Alberta. Forest fires on the scale encountered this year greatly taxed the forest protection resources of the provinces concerned. What we are considering is a national program that would assist fire suppression planning and management activities across the country. Items under consideration are a national fire centre for coordination of fire fighting efforts and special research into fire management.

These are just some examples of the types of initiatives we will be taking in the 1980s. We feel that if there is to be any progress in the area of forest management and renewal, increased cooperation among the federal and provincial governments is essential. We intend to take the initiative in this. As a matter of fact, I expect to visit all provincial capitals by year-end to strengthen those relationships which are so important to our new federal focus.

Forest Research and the CFS

My last topic is the forest research program of the CFS. For many years, research carried out by the CFS has been the backbone of the Service. In a practical sense, our research program is what puts us on the ground in forestry. All of the things I talked about today are possible only if we are a viable forestry organization with contacts beyond those carried out from Ottawa. Our research program is essential to the federal forestry effort and we will continue to support it as strongly as possible.

We also support forest research efforts outside the federal government. We are not preoccupied with who does the work. We are simply concerned that the necessary work be done, and done well. We provide FORINTEK with \$4.5 million per year. The federal government provided the Pulp and Paper Research Institute with its Building. We have con-

tracted with them for specific tasks and we certainly support their fine research efforts. We have provided \$1 million per year in grants to FERIC on a matching dollar basis with the forest industry and have recently agreed to increase our grant by \$400,000 per year. The extra funds are to be used for projects such as research into the mechanization of silviculture. We feel that an organization such as FERIC has the special capabilities required to make breakthroughs in an area critical to our efforts in forest renewal.

The CFS is represented on the boards of directors and program advisory committees of all three agencies I have just mentioned. We play an active role in their program planning efforts. We also provide the Canadian forestry schools with \$292 thousand per year in subvention grants. As I mentioned earlier, we are looking at means of strengthening this support, especially with reference to graduate training programs. In this regard it will be necessary to achieve a higher priority for forestry and forest products research with granting agencies such as NRC and NSERC.

I would like to comment briefly on our in-house research program. We operate six regional research centres and two national institutes, and our annual budget for these establishments is over \$44 million. We have a staff of approximately 900 researchers, technicians and others at the research centres and institutes.

Our in-house research program generally falls into four categories and is supported by a number of research services. Approximately 27% of our effort, as measured by man-year allocations, is devoted to forest production research. We carry out an array of studies in silviculture, mechanization of silviculture, tree growth, genetics, site classification, climatic studies, and so on.

Forest protection research is the largest of our program areas. Approximately 30% of our activities is in entomology and pathology research. The greatest portion of this is devoted to work on spruce budworm and on insect control mechanisms. Fourteen percent of our effort is devoted to the Forest Insect and Disease Survey. Forest Fire Research accounts for about 5% of our research program.

About 7% of our work is concerned with amenity-forestry and environmental studies. In these areas, we have a program on Dutch Elm Disease control, and another on environmental impacts of forest practices on water quality and yields. We have recently started a research program on the impact of acid rain on forest ecosystems in cooperation with other agencies in Environment Canada and with various provincial agencies.

About 17% of our program at the establishments constitutes a mixture of research and service activities which do not fall readily into specific categories. We have a program of research in forest economics; provide extension services in some areas of the country; have a public information program; provide forest management services to federal agencies responsible for federal lands; and also participate in the development and implementation of federal-provincial funding agreements for forestry. Under our new organizational structure, many of these activities will be closely related to work carried out by the Forest Relation and Renewal, and Policy and Economic Branches.

Conclusion

The CFS had some traumatic experiences in the 1970s. However, we must not forget that there is still a large and talented group of people employed at the centres, institutes and headquarters, who have been working for forestry in Canada. In the 1980s we will be doing even more. The federal government in general, and the CFS specifically, will be working for the future of forestry in Canada. The 1970s may not have been the decade of either the CFS or the federal government in forestry, The 1980s will be!