Professional Articles

Elihu Stewart and the Beginnings of Dominion Forestry¹

by

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Abstract

Early proclamations regarding the payment of dues to the provincial governments for timber cut on provincial lands, established the precedent for provincial jurisdiction over the forest resource. But continued exploitation of the forest also gave rise to the conservation movement and a climate conducive to the initiation of forestry practice in Canada. In 1899, in response to public pressure for forestry on Dominion lands the federal government appointed Elihu Stewart Chief Inspector of Timber and Forestry. His forestry philosophy and program emphasized conservation and propagation. Stewart's skills in organizing an effective forestry group were only surpassed by his ability to communicate with farmers, lumbermen and politicians alike. During his tenure in office, he initiated a system of fire guarding, expanded the Forest Reserves, and commenced to regulate the harvest on Dominion lands. He was responsible for the program of tree planting on the plains of western Canada and founded the Canadian Forestry Association and served as its first secretary. Before resigning from federal service in 1907 he supported the establishment of the forestry schools at the Universities of Toronto and New Brunswick and played a key role in organizing the first Canadian Forestry Convention.

Résumé

Les premières proclamations provinciales qui exigeaient des redevances pour les coupes de bois effectuées sur les terres provinciales ont établi la compétence des provinces en matière de ressource forestière. Par ailleurs, l'exploitation continue de la forêt a engendré un mouvement pour la protection des forêts et un climat propice à l'introduction de la foresterie au Canada. En 1899, répondant à la pression publique pour l'application de la foresterie sur les terres fédérales, le gouvernement fédéral a nommé Elihu Stewart inspecteur en chef du bois et de la foresterie. Celui-ci a mis de l'avant une philosophie et des programmes mettant l'accent sur la conservation et la propagation. Son aptitude à organiser un groupe efficace de forestiers n'était surpassée que par sa capacité de communiquer aussi facilement avec les agriculteurs, les bûcherons et les politiciens. Pendant la période où il occupa ce poste, il a introduit un système de protection contre les incendies, élargi les réserves forestières et commencé à réglementer l'exploitation forestière sur les terres fédérales. C'est lui qui est responsable du programme de plantation d'arbres dans les plaines de l'ouest canadien et qui a fondé l'Association forestière canadienne dont il a été le premier secrétaire. Avant de démissionner de la fonction publique fédérale, en 1907, il a appuyé l'établissement d'écoles de foresterie aux universités de Toronto et du Nouveau-Brunswick et a joué un rôle clé dans l'organisation du premier congrès forestier canadien.

Introduction

In 1899, when Elihu Stewart was appointed Chief Inspector of Timber and Forestry, the problem facing the Canadian forestry community was timber supply. The pineries of eastern Canada were essentially exhausted and conservationists were vocal in their condemnation of land use, harvesting practice, the destruction wrought by wild fire and the complete

disregard for forest renewal. The settlement of the western plains, which had begun with the passage of the Dominion Land Act in 1872¹, was now in full progress but prairie fires and unrestricted cutting of timbered lands made homesteading a dangerous and difficult operation.

Canada, in 1899, consisted of seven provinces — Nova Scotia, Prince Edward Island, New Brunswick, Quebec, Ontario, Manitoba and British Columbia — and two territories — Yukon and Northwest. It was to the territories in western Canada that settlers emigrated to build farms and raise families. The land was administered by the federal government and comprised about 2.8 million square miles (7.1 million km²) or 75 percent of the Dominion's land mass. The protection of these lands from

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Figure 1. Elihu Stewart. Superintendent of Forestry 1899-1907. (Public Archives of Canada).

wild fire and the need to regulate the cutting of timber for fuel and shelter were the immediate concerns of Dominion administrators.

This report briefly reviews the history of forest exploitation and describes how Elihu Stewart dealt with Canada's national "forestry" problem.

Timber Exploitation and the Establishment of Provincial Jurisdiction over the Forest Resource

Intendant Jean Talon of New France was the first to exploit the forest resource of Canada. He initiated a trade in masts and planks for the French Government but internal bickering and subsequent wars severely limited its development. Following the conquest of Canada in 1759, the British expanded the trade and instructed the colonial governors to secure all existing stands of oak and pine for construction and maintenance of the British navy. Forest areas that were suited to the growing of these species were to be surveyed, reserved and protected to ensure a perpetual supply of timber for the navy's exclusive use. The statutes of Nova Scotia for 1762² indicate that procedures were already in place that governed the measurements of square timber, masts, and staves that were sold on the export market. A critical shortage of oak and pine for naval construction resulted in the spread of the timbering operation from Nova Scotia to the St. Lawrence River valley. The city of Quebec became the hub of the trade in the early 1800's.

The new Quebec timber trade was given powerful impetus when the French closed the Baltic ports to British trade during the Napoleonic wars. Britain was forced to depend on Canada

for her wood supply and, by 1811, the timber trade in Canada was well under way.

Timbering and settlement were often carried on simultaneously. Settlers had long considered the forest a formidable barrier to agricultural development, but many a backwoods farmer received his only cash payment from potash — the ashes of hardwood timbers that he carried in sacks on his back to the export centres of Quebec, Montreal or York. With the prospect of a cash crop in square timber, many of these backwoods settlers abandoned farming and enthusiastically took to the timber trade.

The results were predictable. Supply expanded rapidly but a fluctuating demand alternately depressed or raised prices in an uncertain timber market. The old system of harvesting the timber reserves, with favoured contractors having exclusive cutting and marketing rights, proved irksome to these new entrepreneurs and the governor's regulations were often violated. The expanding timber trade brought with it the necessity for regulation. Initially, these involved the establishment of quality standards and sizes for export³. Regulations were later drafted to include the payment of timber dues on wood cut on provincial Crown land.

This important step concerning the payment of provincial Crown dues was taken in 1826 when a proclamation issued by Sir Peregrine Maitland⁴, Lieutenant Governor of Upper Canada (Ontario), established the scale of rates to be paid, and specified minimum diameters of the timber to be harvested on Crown lands. Similar legislation was enacted in Lower Canada⁵ (Quebec) and, several years later, in New Brunswick⁶. These proclamations effectively made the forests of the provinces a source of provincial revenue and established provincial control of the forest resource. This jurisdictional right was reiterated in the British North America Act⁷ of 1867 and in the Canada Act⁸ of 1982.

The separation of responsibilities for provincial and national governments in the resource sector, presents a formidable challenge to any leader desiring to influence the conservation of natural resources at the national level. How can the wise use of Canada's forests be encouraged when each province develops its own policy for managing provincial forests? This challenge is faced by every federal administration and every federal director of forestry. In that period preceding Confederation, the need for forest conservation and forestry practice had not yet received general recognition.

Rising Concerns and Government Studies

As the trade continued to develop the farmer-woodsman was replaced by the professional lumberer and the large business concern as the main supplier of square timber, saw-logs and lumber. Government revenues mounted as the harvest continued to expand to unprecedented levels. By 1846, which is considered to be a peak year of production, almost 750 000 pieces of square timber scaled at over 37 million cubic feet (1 million m³) were exported from Quebec. During the 23-year period 1844-1866, an estimated 461.3 million cubic feet (11.8 million m³) of pine and 96.9 million cubic feet (2.7 million m³) of other square timbers⁹ were harvested from Upper and Lower Canada. There was growing concern that the resource was nearing its end.

Sir John A. Macdonald, Canada's first Prime Minister, expressed his concerns in a letter¹⁰ to the premier of Ontario, "the sight of the immense masses of timber passing my window every morning constantly suggests to my mind the absolute necessity there is for looking into the future of this great trade. We are recklessly destroying the timber of Canada and there is scarcely a possibility of replacing it." He requested that the premier, in concert with the premier of Quebec, undertake a study of the harvesting, planting, and protection of

forests. There is no record, however, that such a commission was ever established. After all, forests were a provincial resource and the popular view was that the forests would last forever.

The disappearance of the hardwoods and then the pine forests of eastern Canada were viewed with growing alarm by both conservationists and leaders of the forest products industries. The chief theme expressed at the congress of the American Forestry Association¹¹ in Montreal in 1882, was the need to manage and conserve the forest resource. Two years later, in February of 1884, the Canadian government appointed J.H. Morgan (who had served on the committee that organized the American Forestry Congress) as a one man commission "to examine into and make a preliminary report on the subject of the protection of the forests of the Dominion . . ." Morgan lost no time with his preliminary report¹². He pointed out the disasters in ancient, medieval and modern times that were associated with the destruction of the forest and discussed the duty of the government to adopt measures for replanting and maintaining the forest land base.

Later, in 1887, Morgan was appointed Commissioner of Forestry and recommended federal-local cooperation in establishing forest tree plantations, in the installation of screens on the smokestacks of locomotives, in the protection of forests against indiscriminate cutting and forest fires in the mountains at the headwaters of major water systems, and in the establishment of forest experiment stations and schools to produce trained foresters. But these recommendations, set forth in the 1889 Annual Report of the Department of the Interior, were at variance with the views of J.H. Burgess, the Department's Deputy Minister.

The reaction of Burgess, contained in the same Annual Report, was not encouraging. Nothing further was done concerning Morgan's report nor in regard to forestry at the Dominion level until Clifford Sifton was appointed Minister of the Interior in 1896.

The Western Influence

Clifford Sifton was from Manitoba and had a background of knowledge about the west and its forests. His father had been a farmer and a lumberman and Sifton had firsthand experience in both areas. He was also a man determined to get things done for his home province and for the farming families that were settling in the west.

Sifton soon shifted Burgess to another post and in 1899, appointed Elihu Stewart as Chief Inspector of Timber and Forestry. Stewart's mandate was to establish a bureau to look after the preservation of timber on Dominion lands and carry out policies to encourage tree culture in districts already open to settlement. His starting salary¹³ was \$2500 per annum and total appropriations to operate the bureau were \$10 000.

Elihu Stewart and the Beginnings of Dominion Forestry

Elihu Stewart was born on November 17, 1844 at Collingwood, Ontario. He attended public and normal schools in Toronto. In 1872, he qualified as both an Ontario Land Surveyor and a Dominion Land Surveyor. His first survey for the Ontario government was that of Machar Township in May 1875, and his last, May 21st, 1934 was a survey to establish original monuments in Nottawasaga, Ontario. In 1896 he was the unsuccessful Liberal candidate in the North Simcoe, Ontario Riding, but was elected by acclamation as Mayor of Collingwood, Ontario in the same year. In 1899, when appointed Chief Inspector of Timber and Forestry, Department of Interior¹⁴, he was 55 years of age.

The west was not new to Stewart when he came to the Department of the Interior in 1899. In 1875 he had been engaged on surveys for the Dominion Government in Battleford, Saskatchewan and had a good appreciation of the problems facing the people and the government in opening the west to settlement. His first report on the purpose of his organization appeared in the annual report of the Department for 1899. He defined the lands owned by the Dominion of Canada as "all the lands in Manitoba and the Northwest Territories and about 40 miles in width along the Canadian Pacific Railway through the province of British Columbia. In addition to this the federal government is charged with the administration of Indian reserves in the Dominion as well as in all of the provinces."

Stewart recognized that the forest lands under the control of the Dominion covered nearly a million square miles (2.6 million km²), three-fourths of which were not suited for agriculture and consequently should be left for the growth of timber. The vast northern forests of spruce extending as a zone from ocean to ocean, if properly protected and utilized, would be the world's main supply for timber in times of scarcity. Estimates of the quantity and quality of timber were required to plan for future timber and pulp utilization. This northern forest could provide employment for a considerable population, and with proper management could be a permanent source of wealth to the country.

Proper management would necessitate the control of forest fires on Dominion lands. He blamed human carelessness and irresponsibility as the prime cause of these fires. Stewart called for a system of guardianship to protect this vital resource from further devastation, and proposed an organized fire fighting system, similar to those set up by Ontario and Quebec.

In the same annual report, Stewart expressed regret that scientific management of the forests of Canada and the United States had not started earlier. He proceeded to list what was being done in this respect in other major countries in the world, and wrote exhaustively on the subject of tree planting on the plains. Summing up, he stated "the whole forestry problem in our northwest may be concluded in two words — conservation and propagation. Conservation . . . involves preventing destruction by fire, and secondly, a judicious system of cutting the timber so as to retain for all time a continuous supply . . . With regard to propagation, its importance is so great to the present settlers on the plains and so far reaching in its effects to the country . . . as to warrant an earnest effort being made to encourage the planting of trees by the settlers."

Perhaps the single most important part of Stewart's first report and one of his outstanding achievements was his role in the founding of the Canadian Forestry Association. This portion of his report, reveals the astuteness of Stewart and the importance he placed on public awareness of forestry problems.

"Recognizing the importance of having the strength of public opinion behind the efforts that were being made to inaugurate and carry out a forestry policy suited to the varied conditions of the country . . . I took the liberty of inviting a number of gentlemen to meet at my office for the purpose of considering the matter of forming a Forestry Association . . . A committee was appointed to carry out the proposition and on the 8th of March (1900), a meeting was held in the Railway Committee Room of the House of Commons, and the Constitution and By-laws were adopted, officers appointed and several interesting papers on the subject of forestry read.

"It is exceedingly gratifying to observe the interest this movement seems to have awakened in all parts of the country. In British Columbia, no doubt through the efforts of our

esteemed president, who is now the Lieutenant Governor of that province, a branch of our Association has recently been formed . . . and on the other side of the continent, at the opening of the Provincial Exhibition in Halifax a few weeks ago . . . the new Lieutenant-Governor of Nova Scotia, devoted a considerable part of his address to the subject of forestry, and made special reference to the aims of this Association."

Then, no doubt with his tongue well stuffed into his cheek, Stewart concluded:

"Of course the Association has no official connection with any branch of the government service, but it is believed that the deliberations and advice of such a body of men will be of great assistance to this Branch in its efforts to inaugurate and carry out a judicious system of forestry in Canada, and with this in view the Department has rendered very valuable assistance to the Association."

In his report, Stewart neglected to mention that at the first annual meeting of the Canadian Forestry Association, he had been elected Secretary and that his colleague in the Department and Stewart's successor, R.H. Campbell, had been elected Assistant Secretary Treasurer. It was a master stroke of diplomacy and had much to do with the success of forestry in Canada and the success of the fledgling Forestry Branch of the Department of the Interior over the next 20 years.

Conservation, Propagation, Communication

Stewart had declared from the first that he saw the job of the Forestry Branch summed up in two words: conservation and propagation. Conservation began first, with firefighting and later with the expansion of the timber reserves; propagation began with the tree planting program on the prairies. He achieved success in both fronts through a program of good communication.

Conservation

Stewart initiated a system of forest fire guarding. Forest fire rangers were selected from men residing in or near the district where they were to be employed. They were under the direction of a supervising officer for the district and employed during the spring to autumn periods of high fire hazards. The fire rangers provided their own horses when these were required and received a wage of \$3 per day, which covered both ranger and the horse. By 1904, there were 40 forest fire rangers regularly employed and despite the unusually dry seasons, the system kept down losses. Those fires that did break out were completely brought under control. Thus, by 1906, Stewart's reports on "Fire Guarding" had become almost perfunctory. The system was established, and had proved itself to be efficient in controlling wild fire. He could cover the subject in three brief paragraphs in his annual report, not because he minimized the importance of this activity, it was simply that he had another major target in his sight — forest management. As far back as 1901, he had been agitating for increased timber reserves and the need for selecting and setting apart certain areas of the country for producing timber.

"The practice of setting aside and reserving certain tracts for timber purposes, known as timber reserves, has been in force for some time, but the object of intelligent forestry is not simply to preserve the forest, but to utilize it so as to produce the greatest benefits to the public . . . any timbered district unfit for agriculture should be so set aside. As soon as possible these reserves should be carefully examined and an inventory taken of the different varieties of timber growing on each reserve and also of the dead timber. Regulations should then be made to suit each individual case and carried out under the supervision of the Forestry Branch. A commencement has been made in this direction . . ."

Although not a trained forester, Stewart's grasp of the elements of forest management was firm and he communicated his views with clarity and vigor.

" . . . a sound forest policy is one that recognizes the elements of growth and decay and takes means to harvest the crop at maturity, and even on those reserves whose chief value is in forming a natural water reservoir, there is no reason why the mature timber should not be cut and it will be a matter for consideration as to the best policy to adopt in this respect . . ."

The Dominion Forest Reserve Act, developed under Stewart's guidance, was passed in 1906 and placed some 5 392 square miles (14 000 km²) of forest reserves under the management of the Forestry Branch. This act was followed by an order-in-council that provided regulations for the cutting of timber on these federal reserves.

In 1905, seeking to expand the basis for forest management in Canada, Stewart was able to take a trip to Europe in search of information. He reported that he had visited the forests of Germany and France and also the forest schools at Cooper's Hill in England, Nancy in France and Munich in Bavaria. He noted that conditions were so different in Europe from those in Canada that it would be unwise at that time to adopt their methods although much valuable information could be obtained from them.

Then, he made an important observation: "It is, however, necessary for us to have skillfully trained men and at present, as we have no forestry schools in Canada we are compelled to engage those who have been educated in other countries. I believe the day has now come when a number of practical foresters could find employment in Canada if they had an opportunity of gaining technical knowledge in a home forestry school and a practical knowledge by spending their winter vacations in our lumber camps. In addition to those who would obtain employment by the governments of the Dominion and the provinces, the lumbermen of the country would probably find it to their advantage to employ such men to examine their timber limits and make recommendations regarding their cutting of them and in many cases to superintend the work. The establishment of a forestry school combining theoretical and practical instruction, should be the next step in our educational advancement."

At the time of his retirement in 1907, Stewart had five graduate foresters on staff and had provided employment to at least two students of forestry*. It was more than a coincidence that the University of Toronto offered the first Canadian forestry course in 1907, and the University of New Brunswick followed suit in 1908. Stewart's implied promise of federal employment for graduates of the forestry schools was faithfully kept by his successors in the Canadian Forestry Service.

Propagation

Propagation of the forest was effected through the program of tree planting on the Prairies. His program of education and publicity informed the settlers that the Forestry Branch of the Department of the Interior was prepared to assist settlers in growing forest plantations and shelter belts. It also offered federal cooperation to municipal corporations, railway companies and other corporate land holders along similar lines to assist them in growing trees along the public highways, railway tracks, and in streets and parks in the cities, towns, and villages.

*Graduates: Norman M. Ross, B.S.A., B.F.; R.D. Craig, F.E.; Hugo Claughton-Wallin, F.M.; A.H.D. Ross, M.A., M.F.; F.W.H. Jacombe, M.A., M.F. Students: H.R. Mac Millan, Yale School of Forestry; J.R. Dickson, Ann Arbor School of Forestry

Stewart enjoyed the full support of his Department. In his successful efforts to bring about the formation of the Canadian Forestry Association, he had shown an acute political sense and this same talent was evident in this 1901 report, "Tree Planting on the Plains." Here he set out to demolish opposition that had developed towards the new government policy. Much of this opposition stemmed from commercial tree nurseries that saw a lucrative market on the prairies disappearing with the offer of technical assistance and free planting stock from the federal government. Stewart phrased his arguments persuasively with the obvious intent of having them used as ammunition against the opposition. He made it clear at the outset that tree planting was indeed an essential part of government policy.

"Ever since the inauguration of the Forestry Branch, it has been recognized that the complement to the preservation of the forest . . . was the propagation of them . . . that preservation and propagation were equally worthy of the active attention of the office."

He then examined the case against the policy:

"Exception has been taken to the policy of assisting the settlers on the open prairie in the growth and cultivation of shelter belts and forest plantations. Is the government of this state exceeding its function in giving instruction to the settlers regarding tree culture, in the first place, or secondly, in furnishing them with seeds or seedling trees with which to plant limited areas on their homesteads? . . . It has long been recognized as the duty of civilized countries to aid in the dissemination of knowledge on all subjects by which the people would be benefited. Grants to schools, mechanics institutes, agricultural colleges and agricultural societies, and farmer's institutes, and others . . . are annually made, the object being the education of the people of the country in the various pursuits of life in which they are engaged. Now, if it is wise to expend money in instructing the people in the growing of grain or grasses which can only be of benefit to the individual that grows the same, surely it cannot be contended that it is unwise to do so in the growing of trees which in addition to the benefits they confer on the owner or occupant on the land in which they grow, are beneficial in various ways to the whole community."

He then pointed out that the present method was one of cooperation with the settler and it was the only method that would work.

The first report on Norman Ross, Stewart's assistant, described the type of assistance the Department provided. It is something of a historical document when one considers what has been accomplished over the past 80-odd years in Prairie tree-planting and how the grim face of the plains around many farms and hamlets has been softened and altered by that program. It is a simple, practical document, setting forth in plain terms just what was done. Addressed to Stewart, it was dated at Indian Head, Northwest Territories, September 16, 1901.

"When visiting applicants I inspect the ground which they wish to plant up, to see that it is in suitable condition for growing trees, and also to note which varieties are best suited to the soil and locality, and, where necessary, make a rough sketch or plan to show the manner in which the trees are to be planted out.

"The inspection of the ground before allowing trees to be set out is, I think, one of the most important features in the present scheme. At least 50 percent of the settlers visited have, at one time or another, attempted to grow trees around their buildings, and in most cases the lack of proper preparation of the soil in the first place is to blame for the non-success attending their efforts. Many applicants with whom I have had correspondence . . . have stated in their letters that they have land

well prepared for tree planting, and on visiting their farms I have often found that the soil is very far from being in a suitable condition for tree growth. The prevailing idea is that trees should grow anywhere so long as their roots are in the soil, but unluckily this does not hold good on the prairies. Very few indeed of the applicants have any knowledge as to the details of planting and setting out trees to the best advantage, and a few minutes' conversation with these men is much more instructive to them than the reading of circulars to which many do not seem to pay much attention.

During the next five years of the program over 5 million seedlings — maple, ash, poplar, birch, elm, larch, pine, spruce, fir — were distributed from the nurseries at Indian Head and Brandon. Stewart built up a small team of professional foresters that covered the Prairie provinces, inspecting farms, showing farmers how to prepare and develop shelter belts and woodlots, and spreading the story of the program like a blanket over the Prairies. They took part in exhibitions and spoke to farmer's institute meetings whenever they could find a platform. By 1907, about 8.5 million seedlings had been distributed to 3328 settlers.

Communication

Communication was one of Elihu Stewart's great strengths. Despite the many activities and the considerable travelling involved in setting up his fledgling branch, he never lost sight of the essential task of keeping the public informed about the kind of problems that existed in forestry and the specific areas where public support was needed. He saw the Canadian Forestry Association as a means of developing national support for an enlightened policy. During the years he served as Superintendent of Forestry, Stewart used the Canadian Forestry Association as a sounding board and political lobby group for his expanding forestry program. As a result, the public's awareness of forestry, and the need for forest conservation and propagation, rose appreciably.

Elihu Stewart had the ability to speak with people of all social status and to capitalize on the mood of the settlers to the benefit of the Forestry Branch. Always the political strategist, he recounted how, before making a public announcement of a new policy, "I made a visit to Manitoba and the North-west, and had the opportunity of attending about twenty meetings in the country where an outline of the scheme was laid before the people and discussion invited regarding it. These meetings were well attended throughout, and the line of action proposed met with such favour as to warrant the Department in taking active measures to carry it into effect."

One wonders how Stewart ever lost that election in Ontario!

Elihu Stewart was able to communicate his forestry philosophy to the men of position who could influence government policy in favour of forestry. Among his personal friends were many industrialists and several lieutenant-governors of the provinces. He also enjoyed the confidence of Sir Wilfred Laurier and was frequently consulted by the Prime Minister on forestry matters.

The event that crowned Stewart's career as a public servant was the first Canadian Forestry Convention held at the request of the Prime Minister, Sir Wilfred Laurier, in January 1906 at Ottawa. Stewart was on the executive committee and R.H. Campbell was its secretary.

The convention itself was an expression of the general awareness on the part of government, the forest industries and the concerned public of the growing importance the forests and their preservation had for the future of the country. The 276 delegates met in the Railway Committee Room of the House of Commons from January 10th to 12th, 1906. More than 50 contributions were made by speakers, on topics rang-

ing from forest fire to forest land, irrigation, the lumber industry and the pulp and paper industry.

As chairman of the Resolutions Committee, Stewart's influence on the convention was apparent. Resolutions dealing with the need for a general forest policy for Canada, increases in the Dominion Forest reserves, increased fire ranging systems, and replanting of waste lands in eastern Canada were all debated and passed.

Stewart's influence on the government of Canada and in particular, on the Prime Minister, were best expressed in Laurier's concluding words to the convention: "... we are dispersing now. Our labours are at an end — no, I am mistaken. Our labours are just commencing. ... We have worked as a collective body — and I desire every man in this audience as he goes away to his home and to his own avocation to become a missionary in the work of forestry. It is not sufficient that we should feel strongly upon this subject ... we must interest the nation, interest the individual, the farmer, the settler, the lumberman, everybody in the great work which is involved in forestry ..."

Conclusion

Stewart's last full year as Superintendent of Forestry saw the achievement of a number of goals he had sought; the work of tree planting on the prairies was well launched and more than 8 million seedlings had been produced and distributed to the settlers. The program also expanded to the forest reserves where 40 000 coniferous seedlings were planted on cut-over lands. A system of forest fire protection involving 52 rangers was effective and its worth was well recognized. The work of measuring the resource and the reserves, begun in Turtle Mountain, had extended to Moose Mountain and now would continue in the Riding Mountain and Cooking Lake Forest Reserves. By 1907, forest reserves totalling 5392 square miles (14 000 km²) were under the control of the Forestry Branch for timber disposal as well as fire protection.

Stewart's resignation as Superintendent of Forestry, took effect March 1, 1907 and he returned to private life as a lumber merchant. He left behind him a record of achievement in forestry and a small but well organized branch with a mandate to develop and implement forestry practice on Dominion lands.

In 1884, J.H. Morgan failed where Elihu Stewart succeeded. Why? It is a truism of government that the vision of public servants is only as effective as the existing political, social and economic climate permits. Morgan, too, had a vision a quarter of a century earlier, but the climate then had not been ripe for its realization. For Elihu Stewart however, the climate had altered favorably, and he was quick to take advantage.

Elihu Stewart was a man of action. Promoter and confidant of a Prime Minister, he had the ability to sell forestry to the public and politician alike. In carrying out his programs, he established an organizational framework for the continuing development of forest management in Canada. Men such as Stewart are rare in any land, and forestry in Canada blossomed under his guidance.

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