

C No. 2008.

From The Revenue Dept.

Dated 27th July 1892.

FOR ORDERS. with reference to the

suggestion in para 3 of India's letter (which forms an enclosure to the current) that this Government should depute one or more junior Comenanted Civilians of three or four years standing for Forest Settlement Work.

It is submitted that in this Presidency it would be impossible, with the service at its present strength, to spare officers of the standing mentioned by India for duties outside the regular line.

Taking the civilians of 3 years standing at present in the service. Nos. 121 to 125 in the Civil list - it will be seen from pages 116 and 117 of the History of Services that all of them have been acting almost continuously as Head Assistants for the past two years. Looking at those of 4 years standing makes India's suggestion all the more impracticable.

Cf. A compliance with the suggestion of 6.8.92. The Govt. of India is not about to take up the question.

S. S. S.

W. 16 Aug. 13/87
13/87
Absolute
9 Aug.

*Deposited in Simla
in the name of
the Government of India*

For Orders

W. S. & Co.

1892.

GOVERNMENT OF INDIA
REVENUE AND AGRICULTURAL DEPARTMENT.

FORESTS.

FILE NO. 147.
SERIAL NO. 4.

To

THE GOVERNMENT OF MADRAS.

No. 643-F.

Dated Simla, the 28th May 1892.

SUBJECT.

Reviews the Progress Report of Forest Administration in the Madras Presidency
for 1890-91.

[W. S.]

G. C. Press, Simla No. 150 R. & A. D.—7-6-92.—50.

No. 643-F.

FROM

SIR E. C. BUCK, KT., C.S.I.,
Secretary to the Government of India,

TO

THE SECRETARY TO THE GOVERNMENT OF MADRAS.

Rev. & Agri. Dept.
Forests.

Simla, the 28th May 1892.

SIR,

I AM directed to acknowledge the receipt of the Progress Report of Forest Administration in the Madras Presidency for the year 1890-91, as well as the review by the Board of Revenue and the orders thereon of His Excellency the Governor in Council, forwarded with your endorsement No. 1187-A., dated the 12th December last.

2. The total extent of forest land under the control of Government amounted to 17,823 square miles at the close of the year under review. Of this area 5,112 square miles are reserves, the addition to this class of forest during the year having been 1,411 square miles, of which 1,374 were finally notified under section 16 of the Act, and 37 are understood to be due to rectifications of area. Of the areas classed as "reserved lands," 6,467 square miles had, at the close of the year, undergone settlement but not been notified as reserves, while 2,562 square miles were under settlement. In furtherance of the scheme for meeting the requirements of the agricultural population for forest-produce, the selection of additional areas for reservation, estimated to amount in the aggregate to over 5,000 square miles, was under consideration. The Government of India observe that but little progress has as yet been made in this direction, and entertain some doubt whether the increase in the strength of the superior staff of forest officers, recently sanctioned, will have the immediate effect of accelerating the work which the Madras Government seem to expect, as junior or inexperienced officials are unsuited for such work. The remarks of the Board of Revenue to the effect that sterility of the soil has stood in the way of forming large reserves in Chingleput are important, but would seem to require some further explanation. There are doubtless zones where, chiefly for climatic reasons, no natural forests grow, but mere sterility should not, as a rule, be held to be a bar to the formation of reserves, or to the fostering of tree-growth, which of itself eventually may create a more fertile soil.

3. The Government of India observe with satisfaction that the Governor in Council so fully recognizes the necessity of more rapid progress in forest settlements; for though the gross area gazetted as reserved forest under section 16 of the Act was considerable, this is, as pointed out by His Excellency in Council, no measure of the settlement work actually carried out. Moreover, while 1,374 square miles of forest were finally notified as reserves, 6,467 square miles, although settled, remained unnotified at the close of the year. Reasons for the delay in gazettement these reserves have been adduced by the Board of Revenue, and the Government of India trust that the measures adopted for the more prompt execution of such work may speedily bear fruit. The Supreme Government, however, cannot but concur in the opinion expressed by His Excellency in Council that there has been avoidable delay, and they are glad to see that a report on this subject has been called for in connection with paragraph 2 of the letter from this Department marginally noted. With reference to the closing sentence of paragraph 8 of the order of the Government of Madras, the Government of India desire to suggest, for the consideration of His Excellency the Governor in Council, whether it would not be possible to increase the number of Forest Settlement officers by deputing for such work one or more junior covenanted civilians of three or four years' standing. Such officers, it is thought, would as a rule move about the country more quickly and enjoy a life of exposure, such as the work involves, better than Deputy Collectors.

4. The information recorded in the report on the subject of forest demarcation continues to be wanting in uniformity and clearness of detail, rendering it difficult to compare the results achieved from year to year. The orders issued by the Government of Madras on this subject, when reviewing the work done during 1889-90, have not been observed by the Conservator of the Southern Circle; and I am directed to express a hope that the progress made and cost incurred on account of demarcation may be more clearly reported on in future years.

5. The Government of India are glad to observe the considerable progress in survey work made during 1890-91, as compared with the outturn for previous years. Not only was the area surveyed materially increased, but the cost-rate of work conducted by the Imperial Survey Department was reduced by 25 per cent. on the figures of the previous year, and now stands at Rs. 111 per square mile. This rate is still considerably higher than that incurred in similar surveys in the Bengal Presidency; but it may be anticipated that a still further reduction in the rate will be found possible as a consequence of the scheme for concentrating survey operations upon compact areas.

6. The backward condition of the organization of the more valuable forests owing to the want of regular working-plans is a matter for regret, but the Government of India are aware that, both in respect of the establishment available for the preparation of such schemes, and in regard to the settlement demarcation and survey of the forests, which it is clear must be the first steps in the direction of organized working, the administration of the Madras Forest Department is in a state of transition. The provisions of several existing working-plans were, however, not adhered to; and this, in the opinion of the Government of India, indicates either that the schemes were originally unsuited to the forests for which they were drawn up, or that departures from the provisions of such plans are not sufficiently guarded against. Reference to the Madras Forest Code shows that

the procedure for the control of working-plans in that presidency is not so strict as that considered necessary in the provinces more directly subordinate to the Supreme Government.

7. His Excellency the Governor in Council is of opinion that the present actual expenditure on lines of forest communication and export is insufficient, and the Government of India are disposed to concur in this view. The total cost incurred during the year under roads and buildings amounted to 3.8 per cent. on the gross revenue, which rate is in excess by 2 per cent. of the average for the whole Empire. But the cost incurred in Madras under forest roads in the year under review was considerably less than that expended upon buildings, which, as a general rule, have a relatively unimportant influence upon the development of the capital value of forest estates. Should the Government of Madras contemplate any considerable increase in the annual expenditure on account of forest roads, the Government of India desire to suggest, for their consideration, the desirability of forecasting the requirements in this respect of each forest locality, and of preparing a general project for the development of communications extending over a number of years. The Governor General in Council is in favour of such work being undertaken according to a general pre-conceived plan of this description. If roads, and especially forest-roads, be extended piecemeal, there is danger that important considerations may be overlooked, or that the roads themselves, as experience has taught in other Provinces, may be found unsuitable.

8. The result of the police protection of the forests indicates that a considerable improvement has taken place during the year under review. The percentage of convictions obtained on cases prosecuted in Court was increased by 9 per cent. The results, however, are inferior to those obtained in the more important forest districts of the Bengal Presidency. The Governor-General in Council conceives that there is still room for improvement, and concurs in the orders passed by the Madras Government respecting the levying of compositions under section 55 of the Forest Act.

9. The protection of the forests from fire was satisfactory. Of 4,928 square miles of which the protection was attempted, only 228 or 4.6 per cent. were burned. The Government of India entirely agree in the remarks on this subject recorded at the close of paragraph 7 of the Board of Revenue's review; but they are also of opinion that special protective measures should not as a rule be undertaken in the case of reserves likely to be thrown open to grazing.

10. Detailed information in respect to the extent and incidence of grazing in the Madras forests not having been made available in the reports now under review, the Government of India have nothing to add to the remarks conveyed in their letter No. 691-F. of the 17th June 1891 when reviewing the Progress Reports for the year 1889-90. Fuller information on this subject will, it is observed, be hereafter furnished. The concluding remarks contained in paragraph 15 of the orders of the Madras Government on the reports are important, and are in

accordance with the views of the Supreme Government, as expressed in their communications marginally noted.

Resolution No. 177, dated 15th July 1891.
Circular No. 13, dated 20th May 1892.

11. The subject of natural reproduction has been exhaustively reviewed by the Board of Revenue and by Government, and no further observations seem at present called for.

Under "artificial sowings and plantings," the area of regular plantations was increased by 296 acres during the year, and that subjected to cultural operations by 969 acres. The expenditure incurred, or Rs. 56,608, was somewhat less than that of the previous year. Much of the cost was on account of areas in which previous plantings had failed. In such cases it would be instructive to record, if possible, the unproductive capital expenditure originally sunk on such areas. The Government of India observe with satisfaction that the attempt made in the Tinnevely district to introduce *Acacia planifrons* in conjunction with agricultural crops will be continued, for experience in other Provinces, especially in Burma, has fully proved the advantage of such a combination of forestry with agriculture.

12. In connection with the remarks on the subject of forest improvement fellings contained in the Government of India's Review of Forest Administration for the year 1889-90, it is disappointing to observe that the importance of this subject has not met at the hands of the Conservators with the recognition which it merits. While it is probable that it will be found impracticable to carry out such fellings upon an extended scale until forest settlement and demarcation are more advanced, it should nevertheless in the meantime be possible to experiment upon type-areas of forest, and to obtain in this way information which will be of great value in the preparation of regular working-plans.

13. The returns furnished by the Conservators show that the outturn from the forests of all kinds of produce was, with the exception of fuel, considerably increased. This was especially the case with bamboos and minor forest-produce, which produced a revenue of more than 1½ lakhs in excess of that for the previous year. The comparative tables, contained in the Madras Government review, indicating the rates of profit at which produce of the various kinds is disposed of according to the method of working employed, are interesting, though the results, as pointed out by His Excellency in Council, are, to some extent, empirical. They indicate, however, that the enquiry which has been ordered, respecting the reasons for the low prices at present obtaining in Madras for timber and fuel from Government forests, is fully warranted; and the Government of India desire, as the subject is now receiving special attention, to postpone, until the receipt of the consolidated Progress Report for 1891-92, the further consideration of this question.

14. The financial results of the year were as follow:—

Circles.				Receipts.	Charges.	Surplus.	Proportion of surplus to gross Revenue.
				Rs.	Rs.	Rs.	Per cent.
Northern	...	...	...	7,45,547	4,91,555	2,53,992	34
Southern	...	...	...	10,49,861	7,61,729	2,88,132	27
Total in 1890-91	...	...	...	17,95,408	12,53,284	5,42,124	30
" " 1889-90	...	...	...	15,57,627	11,65,358	3,92,269	25
Increase in 1890-91	...	...	...	2,37,781	87,926	1,49,855	5

The revenue realized, as well as the net surplus, were the highest hitherto obtained, and may be considered very satisfactory. His Excellency in Council concurs in the expectation of the Madras Government that, with an augmentation of

the forest staff, the receipts will continue to rise, and it may, indeed, be anticipated that the expansion will be very considerable. As stated by the Madras Government, the Governor General in Council considers that in Madras, as elsewhere throughout India, forest-produce which is the property of Government should be disposed of according to ordinary commercial principles; that is to say, that the consumer should pay a fair and equitable price for the produce he utilizes. In the opinion of the Government of India, and with reference to paragraphs 21 and 22 of the orders of the Madras Government on the reports now under review, a legitimate expansion of the surplus derived from forest sales should obviously not be considered to justify the cheapening of forest-produce, unless or until there is reason to believe that the prices realized for such produce are in excess of its fair market value; the profit should rather be utilized for the improvement of the property and especially in constructing roads, which ultimately will do more to cheapen forest-produce than a reduction in forest rates. This view will doubtless commend itself to the Government of Madras; but I am to say that the remarks recorded in the paragraphs quoted above appear to be to some extent contradictory and require qualification. The subject will doubtless, however, receive careful consideration at the hands of the Government of Madras.

15. In conclusion, I am desired to convey the acknowledgments of His Excellency the Governor General in Council to the Government of Madras for their able and exhaustive review, and to say that he fully appreciates the efforts which are being made in the Madras Presidency towards the progressive development of the Forest Administration in all its branches.

I have the honour to be,

SIR,

Your most obedient Servant,

E. C. BUCK,

Secretary to the Government of India.

Appendix showing the discrepancies noticed in the Madras Forest
Administration Report for 1890-91.

NORTHERN CIRCLE.

Paragraph 48 of Report (statement).

The figures representing the quantity of produce disposed of by Government agency during 1890-91 do not agree with the results obtained from the detailed figures given in Form No. 71 (Sales of timber and other produce cut and collected by Government agency).

SOUTHERN CIRCLE.

Paragraph 24 (page 23) of Report.

In 1889-90 the forest area under the immediate control of the Department (9,876 square miles) yielded Rs. 25, not Rs. 32, worth of minor produce per square mile.

Paragraph 26 of Report (statement).

The figures representing the quantity of produce disposed of by Government agency during 1890-91 do not agree with the results obtained from the detailed figures given in Form No. 71 (Sales of timber and other produce cut and collected by Government agency).

FORM NO. 59.

(Area of Reserved Forests).

The correct equivalent, in square miles, of the 2,094,823 acres on 31st March 1891 is 3,272'53, not 3,273'16.

(Area of Reserved Lands).

5,427'31 square miles are here shown to have been the area on 31st March 1891, whereas in the statement in paragraph 5 of the Report it is entered as 5,428 square miles.

FORM NO. 73-A.

(Abstract showing the value of timber and other produce at sale depôts).
As Rs. 44,908 represented the value of material on hand at the commencement of the year, and at the close of the

year the value was Rs. 56,480, the difference in favour of the year amounts to Rs.* 11,572, and not Rs. 11,562.

* Vide paragraph 26 (last clause) of Report.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read Letter from the Govern

gathas) - ment of India Revenue and agricultural
 Department dated 28th May 1892 No 643-F.
Order thereon. 27th July 1892 No: 762

3. Para 3 of the letter.

The suggestion contained in this
 para will be referred to the Public Department
 for consideration.

True Extract

Amalambell

of under secretary

To.

The Commrs: of L.R.
 .. Public Dept.

Copg to the Supdt Rev Survey.

GOVERNMENT NO. 1
Public Department
Govt. of 1892 Madras.
REVENUE.

To

The Public Dept

C.S.

Encl.

CHIEF SECRETARY
30 JUL 92
GOVERNMENT C

Dated

Recd. 30-7-1892

Regd. 1-8-1

Encl.

Mis. Routine G.O., 27 July 1892, No. 762.

SUBJECT.

Reserving for Consideration
Question of the Govt of
India. Whether it would
not be possible to increase
the no. of F. S. officers
by deputing one or more
junior Commissioned
Civilians of 3 or 4 years'
standing

Order 20th Aug. 92 No. 573

H.E. the Governor in Council
considers that a compliance with
the suggestion contained in
para 3 of the letter from the
Govt. of India, Rev. Agricultural
Dept, dt. 28 May 1892 No.
643.F., is, under present
circumstances, ^{not likely to} ~~unpracticable~~
of the question
(From Orders)

Rev Dept (P. 10) 18 Aug 1892
Ch 1960

The Secy. to Govt, Revenue Dept,
for favour of counter. initials

BACK PAPER, No.

OF 18

FURTHER PAPER, No. 2150

OF 18 93

READ AGAIN ORDER OF GOVERNMENT, DATED
18, No. MISCELLANEOUS.

ENCLOSURE

CURRENT No.

STATEMENT WITH DITTO.

ORDER OF GOVERNMENT.

LETTER OF GOVERNMENT.

STATEMENT WITH DITTO

PAPERS NOT FILED UP, BEING MEANT FOR DESPATCH
IN ORIGINAL (not paged).

N.B.—

A = Copy in full.
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ORDINARY, MS.

*Recd 20/11/92
T 20/11/92*

<i>Public</i> DEPARTMENT.
G.O., DATED <i>20-11-92</i>
No. <i>573.</i>

INDEXED.

When given for copying.

[Despatch Abstract.]

*Re deputations of
junior civilians
for forest settle-
ment work—*