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MADRAS RECORD OFFICE.

Government of Madras.

Revenue

DEPARTMENT.

G.O. No.

*844*Press
Mis.

Dated

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1890.

*Original*Not to be folded or roughly handled

29TH OCTOBER 1890, No. 844, REVENUE.

GOVERNMENT OF MADRAS.
REVENUE DEPARTMENT.

READ—the following Proceedings of the Board of Revenue, dated 21st October 1885,
No. ²⁹⁴⁰ Forest 583 :—

Read—again the following Proceedings of the Board of Revenue, dated 8th July
1885, Mis. No. ⁶²⁰² Forest 21-A :—

Read—the following letter from J. S. GAMBLE, Esq., Conservator of Forests,
Northern Division, to the Secretary to the Board of Revenue, dated Madras,
28th June 1885, No. 666 :—

In reply to Board's Proceedings, No. ¹⁸⁵⁷ Forest 352, of 22nd June 1885, I have the honor to say that the Berar arrangements for light grazing in reserved forests are precisely those which I have set before myself for adoption in my division, as far as they are suited to the very various circumstances of different forests, as soon as the reserved forests are constituted.

2. The only district in which some immediate action is possible is in Nilgiris, and in regard to that district I propose to consult the Collector and submit the special report called for by the Board on or about 1st September next. In no other district has forest settlement work proceeded yet sufficiently far.

Resolution—dated 8th July 1885, Mis. No. ⁶²⁰² Forest 21-A.

Recorded, pending submission of report.

(A true Copy and Extract.)

(Signed) C. F. MacCARTIE,
Acting Sub-Secretary.

To the Conservator of Forests, in charge of Northern Division.
Copy to the Examiner of Forest Accounts.

Read—also the following letter from J. S. GAMBLE, Esq., Conservator of Forests,
Northern Division, to the Secretary to the Board of Revenue, dated Coonoor,
28th September 1885, No. 1239 :—

In continuation of my No. 666 of 28th June 1885, and with reference to Board's Proceedings, Mis. No. ⁶²⁰² Forest 21 of 8th July 1885, I have the honor to report that, in communication with the Collector, the forests of the Ootacamund and Coonoor settlements so far constituted reserved forests have been made available for grazing or closed as follows :—

Ootacamund—

Aramby.
Cairn Hill.
Baikie.
Governor's Shola.

} Under reproduction and in course of cutting and planting; must be closed.

Dodabetta No. 1.
Do. " 2.
Craigmere.
Elk Hill.
Marlimund.
Lovedale.
Bathri Shola.

Have been opened. They contain together more than half the area in the station.

The first two have been overgrazed in parts and badly require rest. The others are sholas in which improvement thinnings are about to commence and will be closed in consequence.

Coonoor—

Coonoor Peak.
Sim's Park.
Bandy Shola.
Bleakhouse.
Brooklands.
Tiger Hill.
Ghat Reserve.
River Reserve.
Town Shola.
Black Bridge.
Lamb's Rock.

Are plantations in full working and reproduction and have to be closed.

Are under improvement thinnings and besides have some of them been overgrazed. The closing of Tiger Hill already shows an improvement in the growth; in 3—4 years more it may probably be opened in parts.

Three pieces of special grazing land not yet reserved.

Have been opened. They are the largest forests in the station.

Kotagiri—

Longwood Shola.

Will be closed; others left open at present.

Round each of the settlements there is plenty of open grass land where it is not proposed to restrict the grazing at all; it is even doubtful, therefore, if graziers will resort much to the forests where they will have to pay. The number of cattle to be allowed will not be fixed unless the demand for licenses is likely to exceed 3 acres per head of cattle, i.e., 600 head for the open reserves in Ootacamund and 400 head for those in Coonoor.

2. In regard to forests in other villages, the grazing fees will be gradually introduced as one forest after another is taken in hand for protection and working—till then it is not proposed to place any restrictions—it is much better to introduce such a change by degrees. Considering that the Badagas have special grazing grounds allotted to each village for free grazing under the settlement and besides use the portion of their cultivation area which is allowed to lie fallow and amounts to quite as much again, that the Todas have full free access to the downs about their munds, that these downs and other waste lands so far as they are not parts of reserved forests are free to all comers, there seems little reason to think that even were all the reserved forests of the plateau closed there would be any want of pasture land. However, it will never be necessary, I hope, to close more than at most one-third of the reserved forest area, and thus I think that unless the number of Nilgiri cattle is allowed to increase at an extraordinary rate as it is doing in Cuddapah, there is no need for apprehension regarding the pasture.

Resolution—dated 21st October 1885, No. 2940 Forest 583.

Submitted for the information of Government with reference to G.O., dated 10th June 1885, Mis. No. 2957, Revenue.

2. The Conservator states that there is still plenty of open grazing ground round each of the settlements, but the Board understand that in Coonoor cattle-owners are loud in their complaints of the extensive area which has been closed. The Conservator will inquire and report whether there is any truth in these complaints.

3. The Board also note that the Conservator states that the Todas have full free access to the downs about their munds, and that these downs and other waste lands, so far as they are not parts of reserved forests, are free to all comers. The

Board presume that the exception which Mr. Gamble chiefly has in view is that of the Kundah's reserve where an area of about 100 square miles, including grass and forest lands, has been reserved and is now under forest settlement, and the Board trust that in settling the Toda grazing rights included in that reserve, the full free grazing of all downs near their munds will be at least secured to them.

(True Copies and Extract.)

(Signed) E. S. LAFFAN,
Acting Sub-Secretary.

To the Secretary to Government, Revenue Department.

" Collector of Nilgiris.

" Conservator of Forests, in charge of Northern Division.

Copy to the Conservator of Forests, in charge of Southern Division.

" " Examiner of Forest Accounts.

READ—the following Proceedings of the Board of Revenue, dated 17th November 1885, No. 3141 Forest 630 :—

Read—the following letter from Lieutenant-Colonel I. CAMPBELL WALKER, Conservator of Forests, in charge of Southern Division, to the Secretary to the Board of Revenue, dated Manantoddy, 29th October 1885, No. 1634 :—

Referring to Board's Proceedings, No. 1857 Forest 352, dated 22nd June, I have the honor to report that the scheme for light grazing in the State (reserved) forests of this division commends itself highly to me and I have been in communication with the Collectors of Coimbatore, Madura, Tinnevely, Malabar and North Arcot on the subject.

I have only as yet been favored with the views of the Collectors of Coimbatore and Tinnevely, who concur in my suggestions, but, in view of the reminders received from the Board, I do not think it necessary to await the replies from other Collectors, which will, I feel confident, be favorable.

2. It is now generally admitted that, whilst unrestricted and unregulated grazing in forest areas does much harm, not only by the destruction of the grass and treading down of the soil, which renders natural reproduction of trees almost impossible, but by the breaking off and tearing down of branches by the herds, destruction of seedlings and saplings, and danger of fire, which sooner or later destroys the forest, denudes the hill sides, and is followed by erosion and floods, limited and regulated grazing in areas not closed for reproduction or special fire-protection does little damage and, in some respects, is positively advantageous inasmuch as it checks the rank growth of grass and undergrowth generally, thereby decreases the risk of fire, and enlists the co-operation of the owners of cattle and their servants in the protection of the forest area.

3. Acting on the above principles, my proposals amount to permitting grazing throughout the reserved forest, except in the areas closed for reproduction and special fire-protection; the latter will not necessarily be closed during the whole year on the basis, to start with, of not less than five acres per head of cattle, rocks and inaccessible parts of the forest being excluded from the calculation, the forests being divided into convenient blocks, and arrangements being made to spread the cattle over the whole open area, not concentrated in a few favored spots, and for preventing the introduction of bill-hooks and knives by the cowherds.

Conditions will also be made as to prevention of fire, the occurrence of which will render the beneficiaries liable to the immediate exclusion of their cattle for the year or term of years and forfeiture of amounts paid for them in addition to the punishments provided by the Forest Act.

4. I propose that the District Forest-officer, after making preliminary arrangements, should notify that he is "prepared to admit so many head of cattle to graze in the reserved forest during the year , and will receive and register

applications up to a certain date subject to certain conditions," which should be briefly stated.

The applications would state the number of cattle which the applicant desires to pasture, his acceptance of the conditions, and the amount which he is prepared to pay for the privilege.

The District Forest-officer will consider the applications, give a preference to neighbouring cultivators, and not necessarily accept the highest offers, as it is not our object so much to make revenue (though it will be useful to provide for an efficient protective staff and the thorough protection and improvement of the closed areas) as to improve the forests and pasture, which will be best secured by dealing with responsible men, especially ryots and planters resident in the neighbourhood whose interests are really identical with those of Government.

5. Having considered the applications and decided which to accept, in communication with the Collector, the District Forest-officer will grant permission under section 21 (a) of the Forest Act to A. B. "to graze cattle in the block of the reserved forest from to on payment of and subject to the conditions set forth in an agreement dated ."

The cattle will be censused in the kraals, from time to time, by the resident forest officers and any breaches of the conditions promptly brought to notice.

6. I am convinced that a system somewhat on the above lines, if introduced and worked with tact and judgment, will gradually revolutionize the whole question of reservation and the attitude of those interested in grazing and the supply of manure towards the Forest department; but to ensure success and the maintenance and improvement of the forest areas, as one primary consideration, it must be clearly understood that the permission to graze is a privilege, not a right claimable by any one, unless such right has been admitted at settlement, which, I am glad to say, has not yet been the case in my division; that the arrangements are left entirely to the District Forest-officer, subject to the Collector's approval, and that nothing in the shape of general rules for the regulation of the grazing or fees to be levied be attempted. Any such interference or hard-and-fast rules would ensure failure.

7. The District Forest-officer must regard the matter from a professional point of view as regards his forests and also with regard to general expediency and the comfort and welfare of the people, which will doubtless be impressed upon him by the Collector. Guided by these considerations, the arrangements and agreements must be voluntary and unfettered, it being optional to the people to take their cattle to graze in the reserved forests on payment, or not, and to the Government to admit as many or as few as it chooses, the question of rights having been determined at the settlement and free grazing being provided for, as far as possible, outside the reserved forest by areas set apart under rule 7, section 26 of the Act.

8. I do not propose to admit buffaloes, goats, or sheep, but arrangements can and ought to be made, under which grass and the leaves of unreserved and unclassified trees for fodder and manure may be applied for and removed on permits at moderate rates from areas set apart for the purpose by the District Forest-officer.

9. I solicit the attention of the Board to the remarks with regard to grazing in my annual report for 1884-85 (paragraphs 126 to 139).

Future reports will contain information regarding the progress made and results obtained under system of limited grazing in reserved forests now sketched out, of which, I trust, the Board and Government will signify their approval.

Resolution—dated 17th November 1885, No. ³¹⁴¹ Forest 630.

Submitted for the information of Government with reference to G.O., dated 10th June 1885, No. 2957, Mis., Revenue.

2. The Board approve generally of the Conservator's proposals, which are in close conformity with the views recently expressed by them in reporting on cattle grazing

in the Madras Presidency for the information of the Bombay Government, *vide* Board's Proceedings, dated 11th November 1885, No. ³⁰⁹⁸ Forest 617.

(A true Copy and Extract.)

(Signed) E. S. LAFFAN,
Acting Sub-Secretary.

To the Secretary to Government, Revenue Department.

Copy to the Conservator of Forests, in charge of Southern Division.

" " of Northern "

" " Examiner of Forest Accounts.

REAR—the following Proceedings of the Board of Revenue, dated 28th March 1887, No. 182, Forest:—

Read—the following letter from J. S. GAMBLE, Esq., Conservator of Forests, Northern Circle, to the Secretary to the Board of Revenue, dated Cocanada, 11th January 1887, No. 2513:—

I have the honor to forward copy of letter, No. 1543 F., dated 15th December 1886, with enclosures from the Collector of Cuddapah, in reply to paragraphs 2 and 3 of Board's Resolution, No. 416 F., dated 30th August 1886, and to submit a few remarks on my own account.

2. The Collector points out in his paragraph 2 that if the order of Government, conveyed in the Board's Proceedings above referred to, is carried out, the statistics of waste land in the district will be—

	SQ. MILES.
Reserved forest	1,200
Unreserved forest, i.e., unassessed and uncultivable waste	2,800
Total	4,000

In my recent letter, No. 2259, of 3rd January 1887, I have already begged the Board to recommend Government to cancel the order arbitrarily fixing 1,200 square miles as the maximum area of reserved forest in the district, and these figures will show that, assuming that our present calculation of 1,650 square miles (see page 6 of the Proceedings referred to) is correct, and it probably is really more than the truth, the order can safely be cancelled and the area of reserved forests be allowed to fix itself by the gradual settlement of the forests already proposed and notified, and the determination of their accurate area by demarcation and survey. As I have already pointed out, the arbitrary reduction of 450 square miles of this area will be most difficult and is unnecessary, even for the provision of additional lands for village requirements, for which as much as 2,350 square miles already exist independently of the 450. I venture again, therefore, to urge the withdrawal of the order fixing the exact maximum area of reserved forest for the Cuddapah district, and to express the hope that the settlement may be allowed to proceed without being hampered by the necessity of finding somewhere 450 square miles to be thrown out in order to satisfy the order of Government, but without any other real reason of necessity.

3. In his paragraph 3 the Collector explains that his view of the intention of Government in respect to "village forest" very widely differs from mine. The Collector is quite right in assuming that the definition of village forests as "limited areas of good forest land which should be handed over to the villagers for communal use under communal management" is that which I have always considered to be the true one. I may be completely wrong, but it is under that definition that the Collector of Nilgiris and I have selected the village forests of the upper nads of that district (my report is now with the Collector with the full list of areas selected), and a reference to the correspondence printed in Board's Proceedings, No. 234, of 5th May 1886, will show that it was certainly our view that "village forests" should be really "forest" as far as possible, and not merely large stretches of waste land more or less covered with forest growth. I have always had in my mind the establishment of

(3) *Dead-wood*.—Dead-wood of trees, of all kinds, except reserved trees, may be cut or collected free and without permit by villagers and by all other persons resident in the villages to which the village forest is assigned.

(4) *Leaves*.—Leaves for manure may be cut by villagers free and without permit from all trees except reserved trees.

(5) *Grazing, &c.*—Bullocks and cows, buffaloes and sheep may be grazed free by villagers, and fodder grass and thatching grass may be cut free and without permit by villagers and all persons resident in the villages to which the village forest is assigned, but no goats may be grazed by any person.

(6) No person shall be allowed to cut more wood or to gather more fuel, grass, &c., than is required for his domestic use.

(7) No person shall sell any wood, fuel, grass, &c., cut or gathered in a village forest, except to persons entitled to cut or gather such wood, fuel, grass, &c., under these rules.

(8) Grazing may be stopped by order of the Collector in any village forest, if it should be necessary to do so for the purpose of protecting young trees or coppice. Such order shall be published in the District Gazette, and a copy thereof shall be posted at the village chavadi, or at some other conspicuous place in the village and shall come into force on a date to be fixed therein, not being less than one calendar month after publication as aforesaid. From and after such date no person shall graze any animals or permit any animals to be grazed in such village forest.

(9) All disputes among villagers and other persons regarding the produce of village forests and appeals against the refusal of village magistrates to grant permits under subsidiary rule (2) shall be settled by the tahsildar whose decision shall be final.

(10) The village magistrate of the village (or if there be more than one village, the village magistrates of the villages comprised in the group) to which the village forest is allotted will be held responsible for the proper conservancy of the village forest, and it will be his (or their) duty to report all breaches of these rules to the tahsildar. In issuing permits under subsidiary rule 2, village magistrates will be held responsible that the wood for which the permits are issued is not in excess of the quantity actually needed by the person to whom the permit is granted for his domestic use, and that wood removed and checked by them on removal from the village forest is not in excess of that granted in the permit.

(11) Whoever contravenes any of the provisions contained in subsidiary rules 1, 2, 3, 4, 5, 6, 7 and 8 will be liable, on conviction before a magistrate, to be punished with imprisonment which may extend to one month, or fine which may extend to 100 rupees or both. Village magistrates who fraudulently issue permits contrary to the provisions of the last clause of subsidiary rule (10) or pass more wood than the quantity granted in the permit will be liable to prosecution under sections 166 or 409 of the Indian Penal Code.

(12) The following will be the form of permit to be issued under subsidiary rule (2) above:—

(1) Serial number and date of permit.

(2) To whom granted—

(a) Name.

(b) Father's name.

(c) Residence.

(3) Name of village forest.

(4) Description of trees and quantity of wood allowed to be cut.

(5) Purpose for which cut.

(6) Date of expiration.

(7) Village where permit is to be checked.

(8) Signature of officer issuing permit.

Draft Notification.

His Excellency the Governor in Council is pleased to notify that in the district of Cuddapah the following exceptions to rule 10 of the rules under section 26 of the Forest Act shall be in force in respect of all unreserved and unoccupied lands which may not be formally notified as village forest under rule 7 of those rules:—

(a) All persons may cut and remove free of charge dry firewood for their own domestic use, but not for sale nor for the manufacture of jaggery or indigo or the preparation of turmeric.

(b) Cultivating ryots and inamdars may cut and remove free of charge the leaves of trees (other than reserved trees) and of shrubs and herbs for manure, and shrubs and small trees (other than reserved trees) for fencing their fields or for field platforms or stack platforms,

and may also cut and remove free of charge the wood of trees (other than reserved trees) for the manufacture of such agricultural implements as they may require, and for building their own houses or cattle sheds, but not for sale or barter.

Resolution—dated 28th March 1887, No. 182, Forest.

Submitted to Government in reference to G.O., dated 24th July 1886, No. 619.

2. The Collector proposes, in the place of special "village forests," which the Conservator rightly supposes were intended to be actual forests and not mere waste lands, and which the Collector in that aspect finds it difficult to create, that all unreserved and unoccupied lands outside "reserved forests" should be simply managed by the Collector under rule 9 of the general rules, and that the customary privileges which the villagers would otherwise expect to obtain from their "village forests" should be continued to them over these lands by the publication of a list of exceptions under rule 10. This will be simple and easy, he says, and it will in fact be a continuance of present arrangements; the Board, therefore, submit it for the approval of Government in substitution of previous orders on the subject. The list of exceptions, which will then require to be notified, forms enclosure No. 3 to the Collector's letter.

3. The Conservator at the same time begs that the Board will recommend Government to cancel their order (paragraph 1 of G.O., dated 24th July 1886, No. 619) that 450 square miles of proposed reserves should be given up; he shows by figures that so far as mere extent goes, the land can be spared, and so far as the tree growth on it is concerned, it may be taken for granted, the Board think, that such growth is likely to be more efficiently conserved if the forest be "reserved" than if it be "unreserved."

4. The Board have already pointed out in their Proceedings, dated 28th March 1887, No. 181, Forest, that the mere act of reservation of itself is no hardship to the villagers, but that on the contrary—provided that definite provision is made in the working plan, which follows the reservation, for the continuance to the villagers under the necessary control of the customary privileges which they would enjoy if the land were not reserved—such reservation is an unmixed benefit to them; for it preserves to them, unimpaired and in perpetuity, the timber and pasturage which without it and without the professional management which accompanies it, would most certainly in a few years be destroyed and lost to them.

5. Accepting, therefore, the fact that reservation of itself merely clears the way for more efficient management, and that after such reservation and with such management it is still more open to Government than it would be, before such reservation and without such management, to continue to the villagers the privileges which Government may deem it expedient to continue to them, the Board beg to support the Conservator's present recommendation that the 450 square miles now in question should be "reserved," and that the conveniences which Government evidently wish that the villages should continue to enjoy over them, should be definitely continued to them in the working plans, which after reservation it will be possible for the Conservator to frame; the arrangement then made will be the same as that which the Board proposed for the North Coimbatore forests in paragraph 9 of their Proceedings, dated 1st November 1886, Forest No. 597.

(True Copies and Extract.)

(Signed) M. HAMMICK,
Acting Secretary.

To the Secretary to Government, Revenue Department.

Copy to the Conservator of Forests, Northern Circle.

" " Collector of Cuddapah.

" " Conservator of Forests, Southern Circle.

" " Examiner of Forest Accounts.

READ—the following Proceedings of the Board of Revenue (Land Revenue), dated 14th April 1887, No. 218, Forest:—

Read—the following letter from J. S. GAMBLE, Esq., Conservator of Forests, Northern Circle, to the Secretary to the Board of Revenue, dated Kurnool, 13th July 1886, No. 973:—

I have the honor to submit letter, No. 4, of the 26th February last, from the Collector of Kurnool relative to the question of the constitution of village forests in that district. This is the letter which was referred to in Board's Proceedings, No. 78, Routine, of the 12th June last, and in regard to which I asked permission of the Board to defer report till I should be able to confer with the Collector regarding parts of his letter with which I disagreed. My disagreement, I wish to say, was more due to my not having thoroughly understood his proposals than to any very great objection. I have now had the advantage of meeting Mr. Johnson and personally discussing the subject and hearing from him regarding matters which I had not quite understood.

2. In paragraph 3, the Collector distinguishes between the two main areas of land not as yet included in reserved forests. There are (1) the forest area outside village limits around the Nallamalais and lying between the village limits and the proposed reserved forest boundary, and (2) the waste lands elsewhere but within village limits. The Collector proposes that the whole of (1) and selected portions of (2) should be constituted "reserved lands" subject to certain restrictions enumerated in paragraph 7 which are shortly (1) limiting the number of cattle to be grazed by any one owner, (2) power to the Collector to close certain areas at will, (3) power to the Collector to forbid the exercise of privileges when necessary as a punishment, (4) restriction of the practice of barking trees. I may mention that, if I rightly understand the rules and the subsidiary orders which may shortly be expected to issue with the rates, he has already under them power to make all the restrictions alluded to with due consent of the Conservator. From paragraph 9, however, it would seem that the Collector refers in restriction (1) to *free* grazing and not grazing on payment, so that that restriction would require the alteration of rule 9 of the rules under section 26.

3. If this could be done, or if an order can issue giving the Collector of Kurnool power to modify rule 9 so as to allow grazing to be either free or on payment at his discretion, I see no great objection to his proposals with the proviso, however, that out of the lands which he makes "reserved lands" the department shall be at liberty to select and constitute as "reserved forests" for a permanent forest estate such parts as it deems necessary. This will put the waste lands in a similar position to those of Bellary and the eastern and southern taluks of Cuddapah (and Anantapur also probably) as has already been arranged for those districts, with this exception that in those districts we should have "reserved forests" and "unreserved lands" only, while in Kurnool it would be "reserved forests" and "reserved lands" with a further extent of unreserved besides. There is no doubt but that most of the waste lands of Kurnool contain better growth than those of the other districts.

4. I think I should have preferred in modification of the Collector's scheme for the areas called (2) the waste lands in village limits to adopt the modified proposals made by Mr. Galton when Collector of Bellary and approved by the Board. It will be remembered (Board's Proceedings, No. 169 of 21st January 1886) that Mr. Galton first proposed to divide the district into reserved lands and unreserved lands, and afterwards in view of the better control, greater latitude of authority, firmer position and other advantages offered by chapter II of the Forest Act, to make the reserved land areas reserved forests instead, and so have only two classes, reserved forests and unreserved lands. The area he proposed to make reserved forests was 100 acres per village, which would come to 246 square miles for 1,572 villages. In Kurnool, the area should be somewhat larger as much more land with fair scrub, if not forest, is available and the villages are, I think, larger in area. I should say one square mile per village ordinarily should be the rate, but the forests would be in blocks as intended in Bellary and the Cuddapah sub-division. The adoption of the "Bellary scheme" as a uniform system in the districts of Bellary and Anantapur, the western parts of Kurnool and the sub-division and western taluks of Cuddapah would, in my opinion, be an advantage and the reserved forests so formed, if fairly evenly scattered over the

country, could be worked for village requirements chiefly and opened for light grazing whenever such could be done without too great damage. They will be the best possible fuel and fodder reserves, and being permanent Government could afford to fence them and spend more money in their reconstitution as forest. Grass cutting should, I think, be always free at present, at any rate as allowed in Muchukota, for it is useful to have the grass removed when it can be done without also removing the seedlings in order to lessen the danger of damage from fire. If this is done, I believe village forests, which would generally be only forests in name, would be unnecessary, and in this respect I agree with local officers in thinking that village forests are unsuited to the Deccan country.

5. The proposals of the Collector for a *settlement* of the grazing and especially for the better distinction between cultivator's cattle and shepherd's cattle are, I fear, somewhat impracticable practically, however right they may be theoretically. If the Collector can carry them out, I have no objection to offer to his arrangements.

6. The constitution of the "Terai" land referred to the western part of which is very well described by saying "the forest land between the boundary of village assessed lands in the Nandikótkur, Nandiyál and Sirvel taluks and the demarcation line of the Nallamalais reserved forest as reserved land" was always intended, and I recommend permission being given to the Collector to issue the necessary notification at once.

7. This letter having been shown to the Collector, he has added a note, which is included in original.

ENCLOSURE No. 1.

From E. C. JOHNSON, Esq., Acting Collector of Kurnool, to the Acting Conservator of Forests, Northern Circle, dated Kurnool, 26th February 1886, No. 4.

The Board of Revenue having approved and Government having sanctioned the scheme for forest and grazing reserves proposed by Mr. Galton for the Bellary district, I have the honor to submit proposals for this district, based on somewhat similar lines, and avoiding the necessity of setting apart and making over altogether to the villagers "village forests" under rule 7, a plan which I consider altogether unsuited to the conditions obtaining in the district and likely to result in nothing but mischief.

2. When our forest reserves on the Nallamalais, Veligondas and Yerramalais are complete, their area will amount to some 2,000 square miles. The area of the Nallamalai "forest reserves" alone will be between 1,500 and 1,600 square miles. In the "reserved forests" no grazing will be permitted except on payment.* The greater part of these "reserved forests" were formerly open to free grazing, and considering the large area now reserved in curtailment of privileges hitherto enjoyed, I do not

consider it advisable that any charges should be made for grazing elsewhere throughout the district except in the case of animals held not to be entitled to free grazing at all, which case I treat of in paragraphs 7 and 9.

3 The area not comprised within the "reserved forests," which now forms the grazing ground of the district, may be roughly divided into two categories—

(1) A strip of varying breadth along the edge of the Nallamalai and Veligonda hills between the boundary of the "reserved forests" and the limit of "surveyed lands." (The hills and adjoining "terai" were excluded from the revenue survey). These tracts afford excellent grazing, contain a good deal of fair timber, and have hitherto been open for grazing purposes to all comers.

(2) The waste lands within the ordinary limits of villages, including large unsurveyed areas on the Yerramalais. The grazing on these is as a rule poor, the jungle, if any, little more than thorny scrub. The grazing on these is usually restricted to animals of the village within whose limits the lands lie; in the cases where the extent is large, neighbouring villages share in the grazing.

4. The privileges which villagers have hitherto been accustomed to exercise free of charge on such lands are the following:—

Without permit.

- (1) Grazing without restriction.
- (2) Collecting and removing (in head-loads only) dead-wood as firing.
- (3) Collecting and removing for manure, leaves (of 4th-class trees only).

- (4) Cutting and removing thorns for fencing.
- (5) Do. and removing grass for thatching.
- (6) Taking leaves for plates.
- (7) Do. bark for fibre.
- (8) Collecting minor fruits.
- (9) Taking stone and earth for building.

On permit only.

- (10) Timber for agricultural instruments and for field watch platforms.

5. I consider it of the first importance that our arrangements, whatever they may be, should interfere as little as possible with the established customs of the district, and with privileges to which the people are attached, while at the same time reserving such powers as are necessary for the gradual improving of the lands over which the exercise of the privileges is permitted.

6. My proposal is that the whole of the "Terai" * (No. 1, paragraph 3) and selected portions of village waste be constituted "reserved lands" to be under the control of the Forest department, but within which the exercise of the admitted privileges of the villagers mentioned in the next paragraph. The selection of these areas was inaugurated by Mr. Glenn, and has been already roughly completed for the whole district. It still requires revision, which is gradually proceeding. The talukwar areas hitherto "provisionally selected" are shown in schedule A annexed.

* This is unsurveyed, but its extent may be roughly estimated at 500 square miles.

7. The restrictions I propose are as follows:—

(1) A limit to be placed to the number of animals to be grazed free as the property of one owner. (This matter is further discussed in paragraph 9).

(2) Power to the Collector to close from time to time against all grazing an area not exceeding 20 per cent., and against browsing by goats and sheep, a further 20 per cent. of the reserved lands within the limits of any one village.

(3) Power to the Collector to forbid the exercise of all or any privileges in cases where rules have been broken or privileges abused to the detriment of the reserves.

(4) Privilege 7, paragraph 4 (taking bark for fibre) to be restricted to bark of creepers and of 4th-class timber, as this privilege is a very mischievous one, many valuable trees, especially "yepi" (*Hardwickia binata*), being destroyed for the sake of the bark.

8. The power to close a specified proportion of the reserved area in rotation will enable us to do something towards reforesting the district in general, and the Yerramalai hills in particular; the latter a work which I look upon as all important for climatic purposes. Any area after having been closed for about five years, or perhaps less, could be thrown open again without fear of deterioration, while its utility, both for timber and for grazing, would have been incalculably increased. A fresh area could then be closed in turn, and similarly improved. Meanwhile in any year of special need the closed areas would, of course, be thrown open. Should the Board of Revenue or Government consider that the proportions of 20 and 40 per cent. set down above are too high, they can be reduced; but I think this is inadvisable as there is but little probability of the permitted maximum being in fact closed, owing largely to probable want of funds for fencing, &c. The power to close the reserves as a punitive measure is, I believe, in force in other Provinces and has been found to work well; it would be most useful, and I hope but seldom have to be resorted to.

9. The question of placing a limit on the number of cattle, goats, &c., which one owner should be entitled to free pasturage for, and the defining of what classes are to be so entitled, is a very difficult one; but the difficulty is one which will have to be faced sooner or later, and the solution of which is not likely to be rendered easier by delay. To determine that each cultivator (whether of Government or inam land) should be allowed free grazing in proportion to the extent of his holding is a comparatively simple matter. I consider that one pair of ploughing cattle and one animal for milk for each patta, or when the holding exceeds 15 acres, for each 15 acres of holding, would be a fair allowance, slightly in excess of average requirements. The difficulty is with respect to Lambadis, cowherds, shepherds and others who keep cattle, &c., without contributing anything to land revenue. In these cases I should be inclined to absolutely limit the privileges within existing bounds and to cases of established long standing custom making a "record of rights" for each village, requiring payment for the grazing of any increase of stock in the future, and taking advantage of all lapses of title. I do not think that these classes deserve any special consideration, and do not see why when a ryot pays full assessment for what he cultivates, a shepherd should be entitled to the grazing of reserved lands for nothing. It must not be forgotten that there will remain a very large area of waste which we do not propose to reserve, over which grazing and privileges now exercised will be absolutely unrestricted. The formation of a record, such as I suggest, would not be a matter of any great difficulty, but would

Fide No. 5 of 27th February 1886.

necessarily take some time; supposing my proposals to be sanctioned at an early date, and the Divisional officers to be entrusted with the settlement, I think the definite selection of areas for reserve and the "record of right" could be completed by the end of fasli 1296.

10. My District Forest-officer, Mr. Sim, considers my proposals too liberal to the non-cultivating classes, and thinks that, regardless of the number now being grazed, a limit should be arbitrarily fixed per house. I do not see my way in principle to halting anywhere between refusal to recognize any claim by these classes and admitting all existing and established privilege. In the case of cultivators, I propose an arbitrary limit, because I believe that it will cause no hardship, while it will save a vast amount of inquiry and record. Any arbitrary limit in case of others could not but involve much hardship. The restrictions imposed on them by my proposal would take effect very gradually, except in the case of Lambadis and others whose exercise of privilege was but of recent date, and would not involve much immediate hardship; while in the long run it would bring most animals not owned by cultivators to pay for their grazing on reserved lands.

11. It will be time enough to propose rates for grazing charges after my other proposals have been disposed of.

12. The scheme which I put forward seems to me to have the advantage of combining a minimum of interference with vested privileges of the people and an effective power of control over the more valuable part of the grazing lands. That power it is intended to exercise in such a manner as to benefit the villagers; and I hope that it will not be long ere they recognize the fact and render us willing assistance; nor do I think that, as long as the Collector remains the head of the Forest Department in his district, there is any fear of such power being wrested to their disadvantage.

13. Should you consider these proposals feasible, and be able to concur with me on the subject, I request that you will forward them to the Board of Revenue with as little delay as possible and give them the benefit of your support.

Schedule A.

Taluk.	Number of Government villages in the taluk.	Total area of taluk in acres.	Number of villages from which lands have been previously selected as reserved lands.	Areas so taken in acres.
Nandyál ...	107	328,938	88	38,468
Nandikótkur ...	110	510,828	95	54,866
Sirvel ...	89	272,560	86	42,066
Cumbum ...	77	339,313	52	32,185
Márápur ...	67	367,449	62	50,344
Rámallakót ...	110	506,198	82	89,888
Pattikonda ...	109	680,000	95	80,074
Koilkuntla ...	86	337,492	20	76,508
Total ...	755	3,342,778	580	464,399

ENCLOSURE No. 2.

Memorandum to accompany Conservator's letter of 13th July 1886.

My objection to the constitution of reserved forests only, as proposed by the Conservator, is that there is a very much larger area of land available which will furnish useful reserves for fuel, fodder, &c., and which will benefit by conservancy than he is prepared to take up as reserved forests. There is no reason why any part of the "reserved lands" should not be subsequently transferred to "reserved forest" should such a course be found advisable.

2. If paragraph 9 of the rules under section 26 can be modified, so as to give the Collector the option of permitting free grazing, my proposals can be very much simplified, as under the rules with that one alteration the Collector will have all the powers I have proposed to take. What a Forest-officer has the discretion to allow in reserved forest (free grazing in reserved forest the Conservator gives me to understand is not barred by either law or rule) it may surely be permitted to the Collector to allow in "reserved lands."

3. The settlement of grazing rights which I have proposed would no doubt be a matter of considerable labor, and I must admit that it is questionable whether the gain would be proportionate. Should the Board be of opinion that it would not, a discretion vested in the Collector to permit or forbid free grazing in "reserved lands" (as proposed in paragraph 2) would give

all the necessary power to that officer to refuse free grazing to Brinjaris, Lambadis and others whom he might consider not entitled to it.

KURNOOL,
16th July 1886.

(Signed) E. C. JOHNSON,
Collector.

Resolution—dated 14th April 1887, No. 218, Forest.

Submitted to Government in reference to paragraph 5 of G.O., dated 14th July 1885, No. 817.

2. The Board would prefer for Kurnool the same arrangements as in their Proceedings, dated 28th March 1887, Forest No. 182, they have proposed for the adjoining district of Cuddapah, that is to say, that the lands which the Collector in his letter proposes to make "reserved lands" should continue as "unreserved lands," and that they should be managed by the Collector under rule 9 of the general rules, the privileges, which the Collector enumerates in his paragraph 4, being continued to the villagers as exceptions under rule 10.

3. It must be remembered, however, that these lands, though unreserved, will yet be the equivalent of "village forests" throughout the district, and they should therefore be entered as such in the village diglots, and not be given out for cultivation without the Collector's permission; and, further, should the Collector and Conservator think it necessary in the future to constitute any portion of them "reserved forests," they should be permitted and indeed encouraged to do so, on the express understanding, of course, that in the working plans which will follow such reservation, due provision for the continuance of the exercise of the ryots' privileges, subject to the control of the Collector, shall be distinctly made. With this power of more complete reservation to fall back upon, in case of necessity, the restrictions enumerated by the Collector in his paragraph 7, and the somewhat complicated cattle census, referred to in his paragraph 9, will probably not be found necessary.

4. The Board, therefore, submit the following draft notification for the approval of Government and for publication:—

NOTIFICATION.

Under rule 10 of the rules framed under section 26 of the Forest Act, the Governor in Council is pleased to notify that the exercise of the following privileges is permitted free on all unoccupied and unreserved lands, in the district of Kurnool, for *bonâ fide* home use only, and not for sale or barter:—

Without permit.

Grazing.
Collecting and removing dead-wood, in head-loads only, as fuel.
Collecting and removing for manure leaves of 4th-class trees.
Cutting and removing thorns for fencing.
Cutting and removing grass for thatching.
Taking leaves for plates.
Taking the bark of creepers for fibre.
Collecting minor fruits.
Taking stone and earth for building.

With free permit.

Cutting and removing timber for agricultural purposes.
Cutting and removing timber for field watch platforms.

(True Copies and Extract.)

(Signed) M. HAMMICK,
Acting Secretary.

To the Secretary to Government, Revenue Department.

Copy to the Conservator of Forests, Northern Circle.

" " Collector of Kurnool.

" " Conservator of Forests, Southern Circle.

" " Examiner of Forest Accounts.

READ—the following Proceedings of the Board of Revenue (Land Revenue), dated 27th April 1887, No. 235, Forest:—

Read—the following papers:—

Ganjam	...	From the Conservator of Forests, Northern Circle, dated 18th April 1886, No. 238.
Vizagapatam	...	From the Collector, dated 30th June 1886, Forest No. 280.
Godavari	...	Board's Proceedings, dated 28th April 1886, Forest No. 130 (Mis.).
Kistna	...	" 20th May 1886, Forest No. 177 (Mis.).
Nellore	...	" 18th March 1886, No. ¹⁰⁴⁹ / _{Forest 40} (Routine).
Kurnool	...	" 4th May 1886, Forest No. 142 (Mis.).
Cuddapah	...	" 14th April 1887, Forest No. 218.
Bellary	...	" 31st March 1886, No. ⁷⁹⁹ / _{Forest 155} .
Anantapur	...	" 28th " 1887, Forest No. 182.
Nilgiris	...	" 21st January 1886, No. ¹⁶⁹ / _{Forest 30} .
Chingleput	...	" 5th March 1886, No. ¹⁷⁴⁸ / _{Forest 50} (Mis.).
North Arcot	...	From the Collector, dated 5th September 1885, No. 239.
South Arcot	...	Board's Proceedings, dated 28th April 1886, Forest No. 132 (Mis.).
Tanjore	...	G.O., dated 24th March 1887, No. 323, Revenue.
Trichinopoly	...	From the Conservator of Forests, Southern Circle, dated 20th April 1886, No. 175.
Madura	...	Board's Proceedings, dated 29th April 1886, Forest No. 219.
Tinnevely	...	From the Conservator of Forests, Southern Circle, dated 14th November 1885, No. 1739.
Salem	...	" 19th November 1886, Forest No. 631.
Coimbatore	...	" 28th April 1886, Forest No. 131 (Mis.).
Malabar	...	" 20th March 1886, No. ⁶⁷⁰ / _{Forest 119} .
South Canara	...	" 8th June 1886, Forest No. 310.
	...	" 24th November 1886, Forest No. 640.
	...	" 21st June 1886, Forest No. 252 (Mis.).
	...	From the Conservator of Forests, Southern Circle, dated 28th January 1886, No. 2178.
	...	Board's Proceedings, dated 8th March 1886, No. ⁹²² / _{Forest 36} (Routine).

Resolution—dated 27th April 1887, No. 235, Forest.

The above file of replies will be submitted to Government. They relate to the formation of village forests. For facility of reference a précis is subjoined.

Ganjam.—The Collector considers that the selection of village forests must lie over pending the settlement of reserved forests. The Conservator, Northern Circle, agrees with the Collector, but states that an area of forest land has been left round most villages between the village cultivation and the forest boundary. He considers that once reservation of forests is completed, village forests can be set apart, but that it will be a work of time. Meanwhile, he suggests that free grazing and materials be allowed on all forest land.

Vizagapatam.—The Collector thinks that the village reserves contemplated may be completed by the end of June 1886. The Conservator thinks their selection must await the selection and demarcation of reserved forests.

Godavari.—The Collector does not think his divisional officers will be able to complete the selection of village forests before the end of 1886-87. The Conservator thinks village forests unnecessary in the Bhadrachalam taluk. In Rajahmundry and Peddapuram he recommends their being set apart by the Revenue Department. In Tuni, village forests may be selected after the reservation of forests is complete. In the other taluks he thinks that if the Revenue Department could prepare a schedule of lands available for forest purposes, it would be easy to say if any are required for reserves and apportion the rest to the villagers.

Kistna.—Owing to the death of Mr. Boileau and the delay in appointing his successor, nothing was done in connection with village forests up to the date of the Collector's letter, and though further report was promised, none has yet been received.

Nellore.—The Collector says that the District Forest-officer's proposals for forming village forests will be submitted along with his proposals for forming reserved forests and reserved lands. No such proposals, however, have been yet submitted, though the proposals relating to reserved forests have been received.

Cuddapah.—The Collector expresses a hope that the settlement of village forests may be completed before the end of 1886. At the same time he proposes the adoption of a scheme somewhat similar to that approved by Government for the Bellary district. The Board disposed of the Collector's letter in their Proceedings of 31st March 1886, No. ⁷⁹⁹ Forest 155, which was submitted to Government. He subsequently submitted a further report which the Board disposed of in their Proceedings of 28th March 1887, Forest No. 182, and also submitted to Government. In this report he proposes to throw open about 450 square miles of proposed reserved forests for the exercise of the villagers' customary privileges, though still retaining them as reserved.

Bellary.—The Collector suggests an alternative scheme of leaving such an extent of unreserved land outside the reserved forests and fuel and fodder reserves for the free use of villagers as will render the formation of village forests unnecessary. His proposals were strongly supported by the Conservator and Board, and were approved by Government in G.O. of 5th January 1886, No. 3, Revenue Department. This arrangement is known as the "Bellary scheme."

Kurnool.—The Collector makes proposals which the Board have reviewed in their Proceedings of 14th April 1887, Forest No. 218, and submitted to Government. The proposals are somewhat similar to the Bellary scheme, but the Board suggest a plan similar to that approved by them for Cuddapah in their Proceedings, No. 182, dated 28th March 1887.

Anantapur.—In February 1886 the Collector promised to submit full proposals relative to village forests, but up to date no further report has been received.

North Arcot.—The Collector submitted a report in June 1886, in which he proposed the adoption of the Bellary scheme for his district. Subsequently the Conservator, in consultation with the Collector, proposed to reduce largely the areas of proposed reserved forests, the "Bellary scheme" principles being brought into force 1887, No. 323.

Chingleput.—The Collector states that the formation of village forests would be a work of time, and recommends the adoption of the Bellary scheme. The Conservator agrees, but points out that in Chingleput areas of jungle for free grazing and plan of setting aside village forests in all villages would be, he says, a Herculean task and take years to carry into effect.

South Arcot.—The Collector thinks it would take five years to carry out the Government scheme of village forests throughout the district, and therefore proposes, as an alternative, the adoption of the Bellary scheme, as the cutting up of the existing woodlands into village reserves would in a few years result in the denudation of the greater part of the district. If the formation of village forests is still insisted on, the Collector begs for definite instructions on certain points. The Conservator, Southern Circle, concurs generally with the Collector.

Tanjore.—The Collector proposes to adopt the Conservator's suggestion that the Bellary scheme should be introduced into the district instead of attempting to carry out the Government plan of forming a village forest in every village.

Trichinopoly.—The Collector recommends the adoption of the Bellary scheme. The Conservator concurs and thinks it impracticable at present to set aside areas for village use under rule 7 of the Forest rules.

Madura.—In his letter of 22nd November 1885, No. 682, the Collector thought the village reserves in his district might be completed in six taluks by the 1st July

1886, but from his letter of 20th August 1886, No. 410 (printed in Board's Proceedings of 19th November 1886, No. 631, Forest), he seems to have found the task a much more difficult one than he thought, and accordingly proposed to push on with the constitution of reserved forests and to defer setting aside areas for particular villages from the unreserved lands in the district, meanwhile leaving such lands free for the exercise of customary privileges. This scheme was approved by the Board in the Board's Proceedings above quoted.

Tinnevely.—The Collector says there is no woodland which can be made into village forests except the forest lands already notified as proposed reserved forests and reserved lands, in all of which, however, arrangements will be made for grazing free or on payment of fees; while as to fuel, the circumstances of the district, which provide abundance of palmyra leaves and cotton and cholum stalks, render it unnecessary to form village reserves for fuel as in other districts. He considers the Bellary scheme most suitable for the district.

Salem.—The Collector in his letter of 27th February 1886, No. 4768, printed in Board's Proceedings, dated 20th March 1886, No. ⁶⁷⁰ Forest 119, recommends the adoption of the Bellary scheme for his district, and says he is arranging certain free privileges for the people in unreserved lands, and in his subsequent letter states what these are. The Board approved the Collector's arrangements as a temporary measure (Board's Proceedings of 8th June 1886, No. 310, Forest), but the Government in G.O. of 21st October 1886, No. 6324, Revenue Department, ordered some of the rules drafted by the Collector to be cancelled and expressed disapproval of the multiplication of special rules for Salem.

Coimbatore.—The Collector considers that for villages in the plains and away from the hills in his district no village reserves are needed. In the north-western taluks they may be formed concurrently with the settlement of the reserved forests, while as regards the villages near the Anaimalais, they long ago lost their rights of free grazing. The Board in subsequent Proceedings (dated 1st November 1886, No. 597, Forest) have made other proposals for North Coimbatore similar to those made for Kurnool and Cuddapah.

Nilgiris.—Writing on the 5th September 1885, the Collector reported that the selection of the village forests in Merkunád had already been completed, and that of the forests in Paranginád, would be completed in a few days. Since then the Board believe the selection of village forests throughout the plateau has been finished.

Malabar.—The Conservator states that village forests are not required in Malabar as there are few villages and land is for the most part private property.

The Collector thinks it would take three years to carry out the selection and demarcation of village reserves in the district. In Wynaad it would proceed *pari passu* with the settlement of the land revenue. In Pálghat and Wálayár such forests are not required, nor at Nilambúr. In Walawanád, if any are required, he thinks they can be selected in a fortnight or three weeks. The heavy work of selection would apparently be in the rest of the district.

South Canara.—This district has forest rules of its own, so that rule 7 of the general Forest rules does not apply to that district and village forests are not required there.

2. The Board regret the great delay which has occurred in submitting these papers to Government, but they wished to send them up in a complete form. This, however, they are not, even now, able to do, as the final reports from two or three districts have not been received. To avoid further delay, however, they submit them as they are.

3. From the above papers the Government will see how little Collectors generally have been able to do to give effect to the Government scheme, not from any desire not to carry it out, but from its impracticable nature. The Board therefore think that the only chance of meeting the wishes of Government is to make a new departure, by classifying lands into only two classes for forest purposes, viz., (1) reserved forests and (2) unreserved lands. Under the former head would come lands notified as "proposed reserved forests," and during the process of settling these they might be regarded as "reserved lands" to which modified rules under section 26 of the

Forest Act should apply. All other waste lands (not private property) would then come under the classification of "unreserved lands," and over these the customary privileges of the villagers would be maintained intact. In point of fact at the present moment no villagers have any right or title to any more free forest privileges than they can obtain within the limits of their own village, so that an arrangement of the above kind would give them all that it is possible to give with due regard to the rights and privileges of others.

4. The conservancy of large blocks of jungle, wherever they can be found, is still, in the interests of the villagers of the villages where they may exist, a matter of the first importance, but the Board are satisfied that for such a purpose the village is far too small an unit to be of any use, and that the taluk should be taken instead and large blocks of what have lately been called "fuel and fodder reserves" (but what should in future be simply "reserved forests") formed, so as to provide an average area of about 100 acres of forest for each village in the taluk. This scheme was sketched by the Board in their Proceedings of 14th June 1883, No. 1722, and the Board think that nothing better can be devised, either for the purpose of giving effect to the wishes of Government or of securing to the people those privileges which are of so much value and prolonging their enjoyment.

(A true Copy and Extract.)

(Signed)

M. HAMMICK,
Acting Secretary.

To the Secretary to Government, Revenue Department,
with a file of papers (to be returned).

Copy to the Conservator of Forests, Southern Circle.

" to all Collectors, except Madras.

" to the Conservator of Forests, Northern Circle.

" " Examiner of Forest Accounts.

READ—the following Proceedings of the Board of Revenue (Land Revenue), dated 26th April 1887, No. 233, Forest:—

Read—the following letter from J. S. GAMBLE, Esq., Conservator of Forests, Northern Circle, to the Secretary to the Board in the Department of Land Revenue, dated Madras, 6th April 1887, No. 79:—

In reply to the orders conveyed in G.O., No. 2838, of 12th May 1886 (Board's Proceedings, No. 36, Forest, Routine, of 5th April 1887), calling for my opinion in reference to the question of the alteration of the Forest rules under section 26 proposed by the Board of Revenue in Resolution, No. 46, Forest, of 31st January 1887, I have the honor to submit the following.

2. The Board and Government are, I think, aware that I have never believed that the present rules were suitable ones. I have always considered them much too intricate, and have never thought that they would be found capable of full introduction, certainly not in all districts. And I have from the beginning avowed my preference for local rules, which could be made to suit the varying requirements of the different districts of this Presidency. I believe that local rules are just as much wanted for Cuddapah or Godáviri as they are for South Canara, and I can only hope that *eventually* we shall come either to purely local rules, or to rules, at any rate, for groups of districts of similar character.

3. What I consider has been the mistake in respect to rules is that we were not ready for such elaborate arrangements, and we are somewhat in ignorance of first definitions. For instance, who is there who fully understands what a "fuel and fodder reserve" is? Have I not recently had to report a difference of opinion between myself and the Collector of Cuddapah as to what was a "village forest" and ask for a ruling?

4. The "joint report on forest legislation of 10th June 1882" in paragraphs 23 to 28 fully treats of the subject of the rules under section 26, and deserves to be again studied at the present moment. The chief point of it is the advice that, while the

selection and settlement of reserved forests was in progress, the lands from which selection should be made should be secured against alienation and too great damage. It was in view of this and of the further recommendation near the end of paragraph 26 that "full allowance should be made for diversity of local circumstances" that I submitted in 1883 with the full concurrence of the Collectors concerned the drafts of simple rules for the Ceded Districts which the Board refused to accept and characterized as bad.

5. I believe that had these rules been accepted everything would have gone quite smoothly until the time came when after the completion of the settlement of reserved forests we were able to take stock of what remained and make more detailed provision for its management.

6. As the Board would not accept my proposals, the only thing to do was to try and accept theirs, and I have only now to express the opinion that as we may hope that in two or three years time at latest the settlement and demarcation of the reserved forests will be completed, we had much better try and continue to work under the present rules till that time comes, and then, with full information before us of what lands there are which require legislation under section 26 and their real requirements, frame such rules as will really prove suitable.

7. The present rules provide for various categories of forest land which may thus be classified.

(1) Reserved lands including—

(a) Fuel and fodder reserves.

(b) Grazing grounds.

(c) Areas under special fire-protection.

(d) Lands not specially under rule 8.

(2) Unreserved lands including—

(a) Village forests under rule 7.

Speaking for my own circle so far we have only got—

(1) Reserved lands, the proposed reserved forests and a few, very few additional areas.

(2) Village forests.

But surely it does not follow that because the rules authorize Collectors to make "grazing grounds" or "village forests" that therefore they *must* make them. If they find they are not required, all they have to do is to let them alone. And this would be done were it not that orders of Government insisted on their universal formation.

8. In the rules appended to their Resolution, No. 46, Forest, of 31st January 1887, which have not however been communicated to me officially, the Board proposed, I understand, to abolish rule 7. I think certainly that this would be an unnecessarily drastic remedy for the failure to establish village forests in some districts. As is known we *have* made village forests in the Nilgiris. I fully believe in the possibility of making them in Nellore and Cuddapah, and perhaps in other selected places, but that they can be made straight off in all districts, even under the strongest and strictest orders of Government, I do not believe. If Messrs. Vincent and Higgins were remaining in India this year and had fully completed the definite selection and demarcation of reserved forest, I feel sure that they would be able to select and hand over, not by any means to *all* but to *some* of the villages, good pieces of forest land for "village forest." In the Northern Circars the forests lie chiefly in the interior in the hill country, and besides the needs are not so pressing. In Kurnool I think Mr. Hooper could find it fully possible to give the villages fairly good pieces and so on. But whatever is done can only be done by degrees in places where *forest* really can be got and where competent officers are available to do the selection. Then, too, the speedy completion of the work depends a great deal on the position of affairs as regards Revenue Settlement and Survey. In Nilgiris where a new revenue settlement had just been completed and new village maps and registers published, it was easy to define areas. But in other districts where the maps and records are often very difficult to work with it is not so easy.

9. The first work to do is to settle and demarcate the reserved forests. When that is done the next thing is to take stock of the rest, see if the village forests can be constituted and set apart reserved lands if any such seem called for. In the meantime my own opinion is that we had much better not meddle with the vague category of lands outside reserved forests, but leave them as unreserved lands. To put my meaning more clearly, the order of procedure I advise is—

(1) To select, settle and demarcate the reserved forests, keeping the areas selected as "reserved lands" and the areas outside "unreserved lands" till it is done, district by district.

(2) To set apart in the forest land remaining "village forests" for those villages for which they are available.

(3) To make "reserved lands" of such large blocks as can be so made without interfering with the village forests on the one hand or the open pasture supply on the other.

(4) To leave the rest as "unreserved lands."

When (1), (2), (3) and (4) have been done district by district, (1) and perhaps (3) should remain under the control of the department, (2) under that of the villagers with such restrictions as Government may order, and (3) under that of the Collector alone.

10. The work has been to some extent completed in Nilgiris, and there we have (1), (3) and (4). I would advise that (1) only be left under the department, and the control of (3) and (4) at once transferred to the Collector. But in other districts we are not yet quite ready to go so far, though before I return to India I expect we shall be. As I am going away perhaps I may here usefully indicate what my own aims are in respect to the other districts.

Ganjam.—We have, outside the agency, selected the reserved forests; what is left consists of (1) in Goomsur, a large area of comparatively fine forest near the villages much of which will be wanted for extension of cultivation. I advise its being left as "unreserved land" under rule 10, the villagers being allowed, free of charge, to graze cattle, cut grass and collect dry firewood, other produce being sold, as now, under permits of the Forest Department; (2) in the Mohiri hills, the lands outside the reserved forests must remain "unreserved land" chiefly for the "podu" cuttings of the Khonds, who should be allowed to get all forest produce they require for home consumption free of charge and free of permit. But all exports should be regulated by sales on permits as at present.

Godavari.—The forests already selected for reservation lie chiefly in the hill country, and as in Goomsur there is a good deal of forest land outside which is good, but mostly wanted for extension of cultivation. I see no need whatever for village forests, and I advise that the department restrict itself to the management of the reserved forests, and let the rest of the forest area remain as unreserved land, as described for Goomsur.

Kistna.—In the Kistna district the reserved forests, mostly old jungle conservancy reserves, occupy a larger proportion of the forest area than in some other districts, but the grazing is regularly sold by auction. I think there is no need for anything outside the "reserved forests," except "unreserved lands."

Nellore.—The selection of reserves has been carefully made. I think that much, if not most, of the village forest land left should be made "village forest," and I know of no areas which will usefully be made "reserved lands."

Cuddapah.—My recent proposals which have met with the Board's approval (Proceedings, Forest No. 461, of 30th August 1886), explain my views thoroughly. When the reserved forests have been settled selection should be made from the rest of "village forests," then of "reserved lands," if any can be got, and the rest should be left as "unreserved land."

Kurnool.—The same procedure should be adopted as for Cuddapah. I think the strip at the foot of the Western Nallamalais may perhaps be made "reserved land" till wanted for cultivation.

Bellary.—For Bellary it has already been settled that the land outside the reserved forests should be left as "unreserved land"—Board's Proceedings, No. ¹⁶⁹ Forest 30, of 21st January 1886.

Anantapur.—The same should be done, except that possibly in the eastern side near Pomdurti and Bukkapatnam some few villages may have "village forest" assigned to them.

Resolution—dated 26th April 1887, No. 233, Forest.

Submitted to Government with reference to G.O. of 30th March 1887, No. 341.

2. The only remark which the Board feel called on to make has reference to Mr. Gamble's proposal in paragraph 9 of his letter that reserved forests after settlement, and perhaps reserved lands, should remain under the control of the department, by which expression the Board understand Mr. Gamble to mean executive and administrative control.

3. The forest policy of the Madras Government, as based on the report of the Forest Committee of 1882 and on the proposals of Dr. Brandis, and as embodied in the Forest Code, is that the forest revenue is a branch of land revenue; that the Collector is, as the head of his district, responsible for the executive management of the forests in it, his Forest Assistant being called the District Forest-officer; and that the duties of the Conservators are purely those of inspection and advice and of control in matters of finance and establishment, but not in any way either executive or administrative. This position both Conservators appear to dislike, and it seems to the Board from certain expressions lately used by them in official correspondence such as the above expression of Mr. Gamble's and a complaint of Colonel Walker's that he is not the real head of the department, that they are striving to acquire for the Forest-officers of Government a separate position as a department independent of the Revenue Department, and that after getting all the reserved forests throughout the country settled by Revenue officers and for the most part at the cost of the Land Revenue Department, they should themselves confine their attention almost entirely to those forests which they wish to keep under their executive and administrative control free from all interference on the part of the Collector; and further that all the trouble and cost of collecting the bulk of the forest revenue from such small produce on reserved and unreserved lands in villages all over the country shall continue to be borne as at present by the Land Revenue establishments, while all that revenue is to be credited to forests. The point has been fairly raised by Mr. Gamble in connection with the reserves near Coonoor, and the Board have expressed their opinion on it in their Proceedings of 25th March 1887, No. 181, Forest.

4. The Board protest strongly against any such position being sanctioned by Government. The object of reserving forest (apart from the influence of the reservation on the water-supply of streams) is to give the people more and better timber, fuel and grazing, not that they should be excluded rigidly and at the fancy of a Forest-officer from the forests, and the end in view can only be obtained by acknowledging the Collector's supremacy over all descriptions of forests in his district in the most absolute manner. It is in the working of the forests on a system that the experienced advice of the Conservators will come in so usefully, but it is most essential that the true position of the Forest Department, as a branch of the Revenue Department, should be clearly defined and maintained, and that Conservators should not be permitted to assume executive or administrative functions in respect of any descriptions of forests or forest land.

(A true Copy and Extract.)

(Signed) M. HAMMICK,
Acting Secretary.

To the Secretary to Government, Revenue Department.
Copy to the Conservator of Forests, Northern Circle.
" " " " Southern " "
" " Examiner of Forest Accounts.

Read—the following Proceedings of the Board of Revenue (Land Revenue), dated 15th April 1889, No. 218, Forest:—

W. S. WHITESIDE, Esq., C.S.

Read—the following letter from C. KOUGH, Esq., Collector of Kurnool, to the Secretary to the Commissioners of Land Revenue (through the Conservator of Forests, Northern Circle), dated Kurnool, 5th September 1888, No. 2842:—

With reference to paragraph 3 of G.O., No. 51, Revenue, dated 16th January 1888, embodied in Board's Proceedings, No. 278, dated 6th June current, I have the honor to report that 1,677 square miles of the Nallamalais and Veligondas or 28.0 per cent. of the total area of the district is already under the management of the Forest Department.

2. Forty square miles of the Yerramalais have also been selected and notified under section 4 of the Forest Act (*vide* G.O., No. 184, Revenue, dated 2nd March 1888, embodied in Board's Proceedings, No. 154, dated 28th idem).

Proposals for the reservation of another 60 square miles of the same hills will soon be submitted.

3. I therefore beg to state that an area sufficient for the requirements of the district has been brought under the control of the Forest Department.

Endorsement by A. W. PEET, Esq., Acting Conservator of Forests, Northern Circle, dated Rayachoti, 14th September 1888, No. 1398.

Forwarded.

Reference on the above, dated 2nd October 1888.

Collectors were asked, in paragraph 6 of Board's Proceedings, dated 6th June 1888, No. 278, to associate the question of reserved forests with that of reserved lands and village forests and to suggest some more or less complete scheme of forest organization for their districts.

2. The Collector of Kurnool has, however, reported only on the extent of lands under the control of the Forest Department and has omitted all reference to the other questions.

3. It should be stated if the 1,777 square miles now referred to includes the "terai" and village waste mentioned at the top of page 3 of Board's Proceedings, dated 14th April 1887, Forest No. 218: if not, the forest area of the district will consist of the hill ranges, the terai, and the village waste and the Collector should report how he proposes to deal with these three areas: in the Board's Proceedings quoted, it was proposed that the hill ranges should be under strictly professional management, while the other two areas should be simply protected from the plough and left open to the exercise of free privileges. The Collector should report if he wishes to propose any change.

(Signed) H. A. SIM,
Acting Secretary.

To the Collector of Kurnool.

Copy to the Conservator of Forests, Northern Circle.

Read—the following letter from C. KOUGH, Esq., Collector of Kurnool, to the Secretary to the Commissioners of Land Revenue, dated Kurnool, 21st December 1888, No. 3769:—

I have the honor to reply to Board's Reference on Forest Register No. 1422, dated 2nd October 1888.

2. The area of 1,777 square miles referred to in my letter, No. 2842, dated 5th September 1888, does not include the "terai" and village waste mentioned at the top of page 3 of Board's Proceedings, dated 14th April 1887, Forest No. 218.

3. As surmised by the Board the forest area of the district consists of hill ranges reserved (1,777 square miles), (2) "terai" and small hills or slopes of hills lying outside the reserve (about 500 square miles), and (3) village waste (700 square miles).

4. The hill ranges including the "terai" are now under professional management and as the final notifications of our forest reserves have not as yet been published, no difference is at present observed between the "terai" and the hill ranges. Instructions of the Board conveyed in paragraph 3 of the Board's Proceedings quoted above with regard to the prohibition of cultivation in the (3) village waste are generally carried out.

5. As orders of Government on the Board's Resolution of 14th April 1887, No. 218, are awaited, I do not think that there is any necessity on my part to propose a change now, unless the Board mean, by the last sentence of the Board's Reference under reply, that I should do so in supersession of those submitted by Mr. Johnson in his letter, No. 4, dated 26th February 1886, printed in Board's Proceedings above quoted.

Reference on the above, dated 29th January 1889.

The two letters from Mr. Kough on the subject of bringing an additional area of his district under forest control will be referred to Mr. Gamble for the favor of an early expression of his opinion.

(Signed) M. HAMMICK,
Secretary.

To the Conservator of Forests, Northern Circle.

Copy to the Collector of Kurnool.

Read—the following letter from J. S. GAMBLE, Esq., Conservator of Forests, Northern Circle, to the Secretary to the Commissioners of Land Revenue, dated Madras, 14th March 1889, No. 2973:—

In reply to the orders conveyed in Board's Reference on Forest Register No. 1997 of 1888, dated 29th January last, I have the honor to report as follows, for the Kurnool district, regarding the question raised by Government in paragraph 3 of their order, No. 51, Revenue, of 16th January 1888 (Board's Proceedings, Forest No. 278, of 6th June 1888), and adverted to in letter, Forest No. 668, of the Government of India in the Revenue and Agricultural Department, dated 26th June 1888 (Board's Proceedings, Forest No. 589, of 5th November 1888), viz., proposals for bringing a reasonable, though not excessive, extent of the waste land of each district under Forest Department control.

2. The Collector of Kurnool reports that 1,677 square miles of the Nallamalai hills and Veligondas have been proposed for reservation as well as 40 square miles of the Yerramalais, while proposals for another 60 square miles of the same hills will shortly be submitted. It will be best to give more definitely the area which has already been proposed for reservation. The following is the list, taluk by taluk, with areas approximately allotted to each:—

	ACRES.	ACRES.
Pattikonda taluk—		
Jaladurgam {	...	18,340
Pyapali {	...	1,500
South Dhone (part)	...	19,840
Koilkuntla taluk—Nil.		

Rámallakót taluk—					ACRES.	ACRES.
Kamalapur	...	...	...	...	2,000	
South Dhone (part)	...	...	...	...	2,500	
North do. (do.)	...	...	...	...	7,000	
Lanjabanda	...	...	...	...	2,000	
Rámallakót	...	...	...	...	2,000	
Yapalapad...	...	...	...	...	3,500	
						19,000
Nandikótkur taluk—						
Gadibhennadugu	...	...	...	...	3,000	
Nallamalais (part)—(Nandikótkur)	...	...	...	...	256,000	
						259,000
Nandyál taluk—						
North Dhone (part)	...	...	...	...	3,000	
Nallamalais (part)—(Nandyál)	...	...	...	...	192,000	
						195,000
Sirvel taluk—						
Nallamalais (part)—(Sirvel)	...	...	...	...		128,000
Márkapur taluk—						
Nallamalais (part)—(Márkapur)	...	...	...	...		243,200
Cumbum taluk—						
Nallamalais (part)—(Cumbum)	...	...	...	...		
Do.	...	...	...	...	122,880	
Veligondas	...	...	...	...	81,920	
	...	...	...	...	49,280	
						254,080
						1,118,120

or 1,747 square miles.

The Collector gives 1,717, but since his letter was written a few areas in the Yerramalais have been proposed for reservation and entered in the list, though the Board has not yet submitted the proposals to Government.

3. In the proposals made by the Collector of Kurnool and myself and submitted to Government with Board's Proceedings, Forest No. 218 of 14th April 1887, it was proposed, as regards reserved forests, that selection should continue. There were other proposals in that letter which apparently have not so far met with the approval of Government, and I think that, as they have remained in abeyance for two years, it will be best to let them so remain till the reserved forests are all selected, and we can settle with more definite knowledge of requirements before us what is to be done with such areas as the "terai" and the unreserved lands in general left after the final constitution of reserved forests.

4. I shall, therefore, confine myself to my opinion as to what areas of land it will be advisable to take up to add to the area of "reserved forest." It must always be remembered that the Nallamalai forests are, so to speak, an area apart from the general forest area of the district, and that in treating of Kurnool in the same way as we should treat of Bellary, Anantapur or Kistna, we should consider chiefly what areas it is necessary to reserve among the waste lands in the cultivated portion of the district for the maintenance of the supply of the material for local requirements. There are also the areas along railways which the Government of India desires to have reserved for fodder and fuel. We should have the following three categories of reserved forests:—

1. The timber forests of the Nallamalais.
2. The local supply forests.
3. The railway side fodder and fuel forests.

5. In the Pattikonda taluk there are a number of areas which it will be useful to reserve. First of all, some additional area can be secured in the Yerramalais hills; then there are a number of isolated hills all over the taluk, some of which should be reserved. The growth on these hills is, so far as I know them, better than that on those in the adjoining taluks of Adóni and Gooty, and under proper protection will improve. Good specimens occur on both sides of the railway line between Guntakal and Dhone. Then there are, besides, some babul areas, and especially near the

railway lines about Nancherla and Tuggali, which ought to be reserved as is being done with similar areas in the Bellary district. The selection of areas for reservation in the Pattikonda taluk is then one of the chief works to be done and especially is it necessary near the line of the Southern Mahratta Railway.

6. In the Koilkuntla taluk no selections have as yet been made. The taluk is a peculiar one in its scenery and the tree vegetation is very poor. Still it will be worth while to reserve areas on the hill slopes to the west of Owk, on those bordering the Tadpatri taluk near Timmayanipet, and on those adjoining the Cuddapah district near Nossam, and to endeavour by protection to see if an improvement cannot be effected in the vegetation. Since my return after an absence of nearly two years I have been surprised by the growth of trees in some places in the Ceded Districts which at first looked anything but promising, and, as the Collector of Anantapur remarked to me, if the Muchukota hills can be got to grow trees, one need not despair altogether of any kind of country.

7. In the Rámallakót taluk the case is the same as in Pattikonda; some further selections may be possible in the Yerramalais and there are some areas in isolated small hill ranges, which it will be useful to try and improve. I would also advise one or two pieces of salt swamp land with date scrub, such as are common in Rámallakót, being taken up for the cultivation of the edible variety.

8. In Nandikótkur, Nandyál and Sirvel, there is not much prospect of an increase to the forest area except by some additions in the Yerramalais. It is on the side of the Nandyál valley that the best areas occur and there are some good pieces likely to be valuable especially near the railway line.

9. In the Márkapur and Cumbum taluks there are several isolated hill ranges, which, as I reported in my Inspection Note of 5th April 1887 (Board's Proceedings, Forest No. 339 of 13th June 1887), ought to be examined, and most especially is this necessary near the railway line. These isolated ranges have a local value not only in their capability of supplying materials near at hand and obviating the necessity of going to the Nallamalais for them, but they may have under protection a use in causing a more regular flow of water in the river channels.

10. I am unable to make any estimate of much value of the area which may finally be brought under Chapter II of the Forest Act in Kurnool, but I should say that the area will be raised to 2,000 square miles, perhaps a little more. Of this, the chief part will always be the Nallamalai hills, say 1,600 square miles, and the additional 400—500 square miles in other parts of the district is only about as much as can be reserved in each of the districts of Anantapur and Bellary.

11. I think I have shown that there is still room for a more detailed and careful selection than the Collector has recommended, and if the Board approve of my proposals, steps will be taken to make the selection as soon as possible.

Resolution—dated 15th April 1889, No. 218, Forest.

Submitted to Government with reference to paragraph 3 of G.O., No. 51, dated 16th January 1888. The Board agree with Mr. Gamble in his proposals as regards further reservation in Kurnool district. They involve the formation of reserves to the extent of 250—300 square miles. The reserves will be chiefly for local supply and along the railway lines. If the Government approve, the Conservator will be requested to take early measures for the selection of the required areas.

(True Copies and Extract.)

(Signed) M. HAMMICK,
Secretary.

To the Secretary to Government, Revenue Department.
Copy to the Conservator of Forests, Northern Circle.
" " Collector of Kurnool.
" " Conservator of Forests, Southern Circle.
" " Examiner of Forest Accounts.

ORDER—dated 29th October 1890, No. 844, Revenue.

Forest, No. 262.

The foregoing papers relate to various questions connected with the provision of pasturage, fodder, fuel and small timber for the agricultural population, and to the curtailment of the privileges which villagers have hitherto enjoyed in the forests and unoccupied lands of the State. In disposing of these important matters the Government considers it desirable to examine at some length the forest policy of the past and to lay down the general principles upon which it intends to proceed in the future.

2. The object of the Forest Legislation of 1882 and the reorganisation of the department which followed it, was not merely to obtain power to deal more effectively with the State timber-producing forests, but also to improve the sources of fodder-grass and fuel, and with this end in view, power was expressly taken to regulate the rights or privileges which the villagers possessed over waste lands. This is made very clear by the report of the Committee appointed to draft the Forest Bill. After pointing out the baneful results of the absence of regulation, the Committee make the following statement of their views:—

“A forest law is required to enable Government to check this process, and to constitute forests to be permanently maintained as the forest domains of the State; to prevent further deterioration in wooded tracts, where the exercise of the rights must be allowed to continue; and to re-establish forest growth in places where it has disappeared. The result of these measures will be the formation of well-defined areas stocked with compact masses of forests which will furnish a much more abundant supply of wood and cattle fodder than the present open and imperfectly-stocked jungles.”

“There are also large extents of waste land which should be retained mainly with the view of securing a larger and more certain supply of pasture, chiefly during seasons of drought. In order to improve the productiveness of these lands efforts will be made to increase the growth of trees and shrubs upon them.”

The position which the State ought to take up in this matter was also set forth at length by Dr. Brandis in his able and exhaustive report on forest administration in this Presidency, from which the following extracts are taken:—

“It must now be distinctly recognized,” he says, “that not only does the provision of timber and firewood come within the legitimate scope of forest administration in India, but one of its most important duties will in future be to increase the supply of cattle fodder, particularly during seasons of drought in the drier districts. The importance of this feature of Indian Forest Administration has by no means yet been sufficiently recognized. On the bare and dry hills of Ajmere and Merwara an area, aggregating 100 square miles, has been demarcated and placed under strict protection; these operations were undertaken, in the first instance, with the view of improving the water-supply in tanks and wells, upon which cultivation in these districts chiefly depends. The principal advantage, however, which has manifested itself up to date, is that the supply of grass has increased largely. The conditions under which these reserves are established permit the people in the vicinity to cut grass in them, and, during the several seasons of drought which have occurred, the increased supply of grass, under the shade of the trees and brushwood which have grown up under protection, has been extremely useful. These reserves in Ajmere are only a beginning on a small scale and operations of a similar character should be undertaken in all districts which are situated in the dry regions of India.”

“It is in this manner chiefly that forest conservancy may be expected to mitigate the disastrous effects of seasons of drought and famine. The importation of grain can be facilitated by the additional roads and railways, but cattle fodder cannot to the same extent be distributed over the country; it must either be produced on the spot in the vicinity of villages, or the cattle must be driven away to places where pasture is available. The want of grass, and the consequent mortality among cattle, has always been one of the principal evils attending famines in the drier districts of India, and this evil can, in many cases, be mitigated by forest conservancy.”

“In seasons of drought pasture is available in the forest lands, when there is none in the open grazing grounds. It is not only that in such seasons there is more grass under the shelter of the trees, but the leaves of the trees themselves serve as fodder. In most cases it will be an advantage to get grazing grounds stocked with groups of trees. This, however, cannot be attempted on an adequate scale until forestry has advanced much further in this Presidency than it has at present. The growth of trees on grazing grounds, combined with

closing them against cattle in rotation, and the establishment of grass preserves to furnish cut grass during the dry season, in which cattle will only graze after the grass has been cut and which will be protected against fire, these measures should eventually have a trial, and in the allotment of free grazing grounds nothing should be done to impede future action in this direction.”

3. Dr. Brandis's Report is dated 10th January 1883, and on the 1st March of that year, the Government of India issued an important Resolution on the subject of establishing fuel and fodder reserves.

It was first pointed out that there was a growing decrease in the area of grazing lands and wooded tracts in many parts of Upper India, and that they had not only diminished in extent, but had also deteriorated in quality and changed in character. Then, after a reference to the droughts to which India is subject and the important difference which is thus introduced between Eastern and Western systems of agriculture, the Resolution continues as follows:—

“The history of the famines and droughts which have occurred during the present century, and especially in late years, is replete with painful accounts of the wholesale destruction of cattle by starvation and the failure of the fodder supply. It may be doubtful whether the loss which the agricultural population has thus sustained has always been fully appreciated. At a time when they have been deprived by failure of the rains of a great portion of the produce of one or more seasons, they have also had taken from them, in the destruction of their plough labour, the means of recouping their loss in succeeding years. The late famine of 1877 has furnished many examples of this kind. Accounts have reached the Government of India of the serious deterioration of the agricultural prosperity of many tracts which, there is every reason to believe, would now be in a flourishing condition if the cattle could have been saved. On the other hand, instances have been brought forward in which the existence of a sufficient area of grazing land has, in districts most affected by the drought, both preserved the cattle and secured the agricultural population from prospective loss.

“It is desirable at this point to explain that the ‘term grazing land’ as herein used is not to be restricted to land which provides nothing but the ordinary pasture of a grass plain. Such land is often affected just as seriously by a drought as the unirrigated area of cultivated land. Grazing land is here intended to include those wooded tracts and jungles which provide bushes, trees and herbs from which cattle can obtain a plentiful supply of fodder, even at times when the grass on open ground is dried up and destroyed. There are many trees and many bushes which, drawing upon a supply of moisture below the surface of the earth, can maintain their life and vigour when the shallow rooted crops and grasses are parched and withered. And this is not all. It has also been ascertained that the grass itself which, on an exposed surface, would succumb to the drought, is, in the cooler atmosphere occasioned by the shade and protection of trees and shrubs, saved from destruction.

“As, moreover, there is, apart from the question of fodder, a distinct agricultural advantage in maintaining throughout the plains of Upper India a supply of wood for fuel and domestic purposes, the term used in the following paragraphs of this resolution to designate grazing lands will be that of fuel and fodder reserves.”

A number of instances are next given of the great mortality among cattle which droughts have occasioned and of the manner in which the evils of famine have been met where there were fodder reserves to fall back upon, and the conclusions at which the Government of India had arrived are summed up in the following passage:—

“The examples to which reference has now been made are sufficient proof of the necessity of taking some action for the protection of the cattle of the country against drought. The facts brought forward seem to prove that at present the agricultural population will not or cannot themselves take sufficient precautions to provide against exceptional occurrences. They trust to accident or to assistance from the Government. But in this matter little or no help can be afforded, unless systematic arrangements are made in advance and continuously maintained, under which a supply of fodder in a year of drought may be secured.”

4. The Indian Famine Commission also laid great stress upon the importance of preserving and improving the sources of pasture and dwelt especially upon the necessity for measures being speedily undertaken in Madras for protecting the existing forest tracts from denudation and for obtaining power to reserve suitable areas for pasture which may be so important in their relation to future seasons of drought.

“We have evidence,” the Commissioners write, “from all parts of India that the mischievous practice of indefinite trespass on the public forests has sprung up from shortsighted eagerness for immediate profit and ignorance of the conditions under which alone the reproduction of forests is possible; and the public interest evidently requires that any reasonable

privilege of this kind, which it would be harsh to abolish, should be enjoyed only within defined limits and under salutary rules. Village communities may thus be brought to avail themselves of forest produce in a manner consistent with its reproduction, and not with a license recklessly destructive of the public property, and we think it probable that some of the least productive tracts now under the plough might be managed with greater benefit to the community as protected forest for village uses than as arable land.

"So far as any immediate advantage is to be sought from the extension of forest in respect to protection against drought, it will, in our opinion, be mainly in the direction of the judicious enclosure and protection of tracts such as have just been alluded to, from which improved and more certain pasture may be secured for the cattle of the vicinity, a supply of firewood secured which may lead to a more general utilisation of animal manure for agriculture, and a possible addition made to the power of the subsoil to retain its moisture, and to the prospect of maintaining the supply of water in the wells. In all cases existing communal rights of pasturage should receive careful attention, and, as far as possible, efforts should be made to extend facilities of this description, and to add to their value by a suitable system of protection."

5. Lastly, much evidence was given before the Madras Agricultural Committee to the effect that the wretched condition of the cattle in the greater part of this Presidency, which will be generally admitted, is due to inadequate supplies of fodder.

6. The question of the provision of fuel is hardly less important than that of pasture. In many parts of the Presidency the supply of firewood is so scanty that the people suffer considerable inconvenience and discomfort. But this is not the worst; wood being dear the dung of cattle is used in its place and the soil is thus deprived of the manure of which it stands in such urgent need. Any measures, therefore, which tend to improve the supply and lower the price of firewood would be of immense advantage to the cause of agriculture in this country.

7. For the reasons set forth in the preceding paragraph, His Excellency in Council is of opinion that the establishment of fuel and fodder reserves is most desirable in the interests of the cultivating classes. The next question for consideration is the manner in which they are to be provided and worked. It will be well to first give an account of what has been done in this direction in the past.

8. In 1859 the Jungle Conservancy Department was started with this object, but its operations were never sufficiently extensive and were conducted in a listless, fitful, and unmethodical manner. It would serve no useful purpose to give a detailed history of those efforts, but certain proposals for forming fuel reserves in Coimbatore, which were made by Mr. A. J. Stuart, the Collector of that district in January 1882, just on the eve of the abolition of the Jungle Conservancy Department, are deserving of notice, as they contained the germs of a plan of action which was afterwards put forward by the Board of Revenue, and this in its turn was subsequently used as the basis of the measures known as the Bellary scheme.

9. Mr. Stuart asked for permission to set aside as reserves an area equivalent to not less than 10 per cent, and not more than 20 per cent. of the cultivated extent so as to obtain "a fair proportion of forest and jungle evenly distributed over the country." He calculated that the adoption of his proposal would give an average of a little over 100 acres of reserved lands for each village in the district. The Board accepted the scheme with the proviso that the selections should be made from lands which had been unoccupied for more than eighteen months, "so as to avoid the danger of taking up for fuel lands that ought more properly to be allowed, in process of time, to come under the plough, and bear food or fodder." The Board further expressed a desire to see the principle extended to all districts, and meanwhile called upon the Collector to furnish a detailed statement regarding the lands which he proposed to take up in each village.

10. The scheme was referred to Dr. Brandis, who was then in Madras, and he reported decidedly in its favour; he suggested, however, that no maximum or minimum be fixed, but that the Collector should be instructed to consider the circumstances of each village, and to enter in the list of reserved lands all areas which are likely to be useful for the purpose in view. Dr. Brandis was opposed to the Board's proviso that the selections should be made from lands that had been unoccupied for more than eighteen months, as this restriction would result in only the poorest lands being taken up and the task of converting these into forest would be exceedingly difficult. "It will not," he wrote, "be an easy matter to attain success in the hot and dry climate of

the Coimbatore district, and unless the operations are commenced under the most favourable circumstances, failure is unavoidable," and he concluded by urging that the best lands at the disposal of Government, and those most likely to yield good results, should be selected.

11. The Government, however, accepted the Board's opinion that only lands which had been unoccupied for eighteen months should be reserved, but effect was ordered to be given to Mr. Stuart's proposals in other respects (G.O., 13th May 1882, No. 503), and in a subsequent order (G.O., 21st December 1882, No. 1464) it was directed that the question of forming village fuel reserves should be considered in each district by the Collector in communication with the Conservator of the Circle, and that action should be gradual and well considered, as nothing would be gained by the submission of wholesale proposals relating to an entire district.

12. Shortly after this the Resolution of the Government of India, to which reference has already been made, was issued and upon this the Government of Madras observed that the scheme sketched therein was in fact that which this Government had set before them. The Board, however, issued explicit orders for the formation of reserves of the nature suggested by the Government of India; the more important passages of the Board's order are here quoted at length:—

"(3) The object of the formation of fuel and fodder reserves is to preserve and so to increase the supply of fuel for villagers and of fodder for their cattle, and to this end it is desirable that there should be formed, by degrees, a series of such reserves in every taluk of every district in the Presidency.

"(4) The Government have pointed out in G.O., dated 21st December 1882, No. 1464, that action in the matter of fuel reserves should be gradual and well considered, and that nothing is gained by submitting wholesale proposals relating to an entire district. Collectors will, therefore, submit their proposals for one taluk at a time, and when all that is necessary in the way of constituting reserves in that taluk has been sanctioned, another may be taken up and proposals submitted with respect to it, and so on, taluk by taluk, until each district is fully provided for.

"(5) The first step to be taken towards forming reserves is the selection of the areas to be reserved. The Board consider that the formation of a small reserve for each village, situated within its own limits, is out of the question, owing to the expense that must necessarily be involved in its formation and conservancy, and that the taluk is the proper unit of conservancy, all the villages within its limits being considered as having an equal right to share in the benefits arising from the formation of the reserves situated therein. In the selection of the areas to be reserved, Collectors should endeavour so to arrange them that no village in a taluk is more distant than ten miles, at the most, from a reserve. This may sometimes be impracticable, but this principle should as far as possible regulate the selection of areas to be reserved.

"(6) The next point is that the areas selected should be in large compact blocks, and should in their total area comprise an extent equal to about 10 per cent. of the unassessed waste land in the taluk; or a standard of 100 acres for every village in the taluk may be taken, and if the total areas of the reserves are equal to that extent, it may be assumed that a sufficient area has been selected for the use of the whole taluk. In some districts it may be impossible to secure anything like this amount of waste land. And in such cases the Collector must do the best that he can, bearing in mind that as far as possible the principle sought to be maintained is that each taluk should supply its own population with fuel and their flocks and herds with fodder, but when this cannot be done, other taluks must supply those that cannot supply themselves.

13. The Government stated * that it had no objection to the general tenor of these instructions, but it is believed that very little effect was given to them by Collectors. This scheme of the Board's was, moreover, thrown into the background by the issue of rules under section 26 of the Forest Act, in which an attempt was made to deal with the question of the supply of fuel and fodder by the formation of village forests. This method of meeting the wants of the ryots seems to have originated with Sir Dietrich Brandis, who had proposed the constitution of such forests in Mysore so far back as 1868. His proposals, however, were not accepted; but he again put them forward in connection with Madras Forest Administration, his object being to save the expense which would be entailed on the State if it itself undertook the protection and improvement of the required area.

"A glance at the area statement appended to the present report," he writes, "and at the forecast of annual forest revenue recorded in a subsequent chapter will show that it will be quite impossible for the State to provide the means for the protection and improvement of the whole of the waste lands at its disposal. * * * * * Certain proposals are, it is true,

submitted in this report which will have the effect of eventually increasing the revenue. But so much is certain, that financially it is out of the question for the State to undertake the task of efficiently protecting and steadily improving the whole of the forests and grazing grounds. * * * * Hence the plan has arisen to form village forests, which will include the village grazing grounds, and which it is intended shall be protected and managed by the people yielding to them a permanent supply of wood and fodder without any expense to the State."

Dr. Brandis was, however, most strongly opposed to any attempt to form village forests being made at the outset. He considered that the staff which the Department would have at starting would be found barely sufficient to deal with the more urgent work of the constitution, protection, and management of reserved forests, and for this reason he did not recommend that a chapter on village forests be included in the Madras Forest Act, and no reference was accordingly made to such forests in the Madras Act, which, in this respect, differed from the India and Burma Acts.

"Under existing circumstances," he says, "all that can be attempted with reasonable prospect of success is to constitute reserved forests under the Act, and then to manage them by the Government forest officers. Later on when experience has been gained, and when the cost of efficient protection and good management of Government waste lands and jungle in the plains has been determined by actual experience, then the project of village forests must be taken in hand, and if it should be found necessary to give such project the support of a legislative enactment, it will not be found difficult to frame such an enactment. I submit an emphatic warning against any attempt at present to undertake several things at the same time."

14. Notwithstanding this protest the Board submitted and the Government approved of rules contemplating the formation of both village forests and fuel and fodder reserves. As originally issued these rules stood as follows:—

"(7). In villages which now contain land covered with jungle or forest in which villagers have hitherto enjoyed, free of charge, the privilege of grazing cattle or cutting trees (other than reserved trees) for fuel or for building or agricultural purposes, or of burning charcoal, the Collector may set apart, once for all, such portions thereof as he may consider reasonable for the exercise of those privileges, and shall determine by the villagers of what villages they shall be enjoyed. The produce of these lands, however, shall not be sold or bartered, nor shall any of the aforesaid privileges be in any way alienated. The authority of the Forest Department over the said lands shall thereafter be limited to the enforcement of the above rules, by the action of said villagers, or by their neglect to replant or conserve the said lands. If jungle or forest is completely cleared away, the above privileges shall, on notification by the Collector to that effect, be held to have ceased and determined.

"(8). Out of the remaining lands, the Collector may select any areas that are reserved lands to be constituted fuel and fodder reserves or grazing grounds or to be placed under special fire protection. After the limits of these areas have been clearly indicated and duly notified in the District Gazette, no person within such areas shall wilfully or negligently set fire to the trees, timber, grass or other forest produce, or shall kindle or keep burning any fire, except at such places and subject to such precautions as may be prescribed by the Collector by notification in the District Gazette."

15. These rules formed the subject of considerable discussion, and in 1885,* rule 7 was amended so as to run as follows:—

"Where the practice of grazing cattle, sheep or goats, or of cutting trees (other than reserved trees) or other forest produce for fuel, or for building, agricultural or domestic purposes, or of cutting grass for thatching or fodder, or thorns for fences, or leaves of trees (other than reserved trees) for manure, free of charge, has long and steadily obtained, the Collector shall set apart once for all such areas as he may consider reasonable for this purpose and shall, &c., &c." (As in original rule.)

16. The most important point of difference between this rule and that originally issued is the change in its character from permissive to imperative. This was further emphasized by a special instruction to the Board to impress on all Collectors the importance attached by Government to the speedy carrying out of this rule and to at once call for an estimate (prepared in communication with the Conservator of the Circle) from every district of the time within which the contemplated village reserves could be completed. As a matter of fact, however, very little was done, and in November of the same year (1885) Mr. Galton, then Collector of Bellary, reported proposals for otherwise providing the necessary fuel and fodder reserves.

17. In the first place he deprecated the sub-division of the Government forests into so many classes and recommended that all land which was to be dealt with by the Forest Department should be formally settled and reserved under the Act. Subject to this proviso, Mr. Galton's proposals were practically identical with the scheme sketched in Board's Proceedings, dated 14th June 1883, No. 1722, an extract from which has been given above; but he pointed out that the condition that no village should be more than 10 miles distant from a reserve could not be given effect to, and that to obtain the required area (100 acres for each village) it would be necessary to include the reserved forests. Since most of the latter were, however, unlikely to produce much timber for many years to come they would, in any case, be worked for fuel and fodder. As regards the former point, Mr. Galton was of opinion that the greater distance of his proposed blocks was not of much importance. "The villagers," he wrote, "will resort to the reserves if fees are charged, only when the pasturage on unreserved lands fails, and as they are accustomed to drive their cattle long distances in search of pasture and to remain away from home for weeks together, the inconvenience will not be regarded as very serious." He further pointed out that it would be impossible to guard effectually a large number of small blocks, scattered over a taluk, whereas a comparatively small staff would suffice for the protection of a few large reserves.

18. Mr. Galton contended that if his plan was accepted the formation of "village forests" would be unnecessary, as the area of unreserved land left for the exercise of free privileges would be very large. His proposals were strongly supported by the Conservator, received the cordial approval of the Board and were accepted by the Government. They have subsequently been known as the "Bellary scheme."

19. In March 1886, the Collector of Cuddapah submitted proposals on the subject of village forests of that district. He recommended that in the eastern half of the district regular village forests should be formed, portions of proposed reserved forests being given up for this purpose where necessary. But for the western part of the district, which in its physical conditions greatly resembles Bellary, it was proposed to adopt the plan already sanctioned for that district, on the ground that as the areas taken up for reservation were small, the ryots' privileges were, therefore, very slightly affected, and it was accordingly unnecessary to form village forests in order to secure to them the continued enjoyment of these privileges. The proposals differed somewhat, however, from the Bellary scheme. Grazing and the cutting of grass are allowed free on all unoccupied unreserved lands by rule 9 of the rules under section 26 of the Forest Act, but under rule 10 all the trees and timber on such lands vest in the Forest Department, subject to such exceptions as may from time to time be notified by the Governor in Council. The ryots would, therefore, have to pay for the latter unless express orders to the contrary were given. The Collector of Cuddapah accordingly proposed that all dry wood required for domestic use, leaves of trees and shrubs required by agriculturists for manure, and timber and thorns required for agricultural purposes should be excepted by the Governor in Council, subject to the condition that the produce thus obtained free should not be sold or bartered. The Government accepted the principle of these proposals, but it directed that timber required for building purposes should be added to the exceptions and that the form of the notification should be amended (G.O., dated 21st July 1886, No. 619).

20. A revised notification was accordingly submitted by the Collector with his letter, dated 15th December 1886, No. 1543, which is embodied in Board's Proceedings, dated 28th March 1887, No. 182, Forest. The Collector in that letter explained that when he used the term "village forests" in his former communication he had meant the whole of the forest or jungle lands, outside reserved forests, in the localities where village forests were constituted, i.e., in those localities there would be no unreserved lands other than village forest. There being some doubt about the matter he submitted three alternative proposals, but he was himself in favor of leaving all land outside reserved forests as "unreserved lands" to be worked under rule 9 with exceptions under rule 10. He was decidedly opposed to the constitution of compact blocks of good forest land as "village forests" and his remarks on this subject may be quoted at length:—

"I venture in conclusion to point out to the Board and Government that the proposed creation of communal village forests, though on the face of it a concession of privileges, will in

reality prove a cause of contention and much dissatisfaction. Those who have influence in the villages concerned will, I am assured, hasten to utilize the concessions made to their own private advantage and to the destruction of the forest. It will be extremely difficult to lay down equitably which villages shall and which villages shall not share in any given village forest. It will not be possible in most cases to set apart a separate piece of forest for each village, and the villagers to whom the privileges are granted will be certain to quarrel among themselves continually regarding their use of the common forest. The difficulties connected with the issue of free permits have been represented already. On the other hand, it would cause little or no disturbance to the public mind if all the forests or waste lands outside reserved forests were worked under rule 9 and the simple exceptions to rule 10 which were first proposed, omitting the proposed concession of wood for house building. This would virtually be to continue existing arrangements, with the addition of the concession of the privilege of cutting trees of classes I and II for implements, &c. At present only trees of class III are cut free for such purposes."

With reference to the order of Government that wood required for building purposes should be added to the exceptions under rule 10, the Collector writes as follows:—

"I wish respectfully to submit that as the free cutting of wood for building purposes has not for two years, i.e., since the introduction of the rules under section 26, been permitted in this district (except when the houses of poor persons are destroyed by fire), it is hardly necessary to introduce it now. The charge for the wood of classes I, II and III in the new table of rates is not high, and any permission to cut such wood free in large quantities for building will certainly tend to the rapid destruction of the growth on unreserved lands, and will give rise to numberless disputes and much abuse, to avoid which it might be necessary to have recourse again to the objectionable free permit system, which was abolished when the rules under section 26 were introduced. The continuance of the present arrangement will not be felt as a hardship by the people; cases of real necessity might still be met by free grants made by the District Forest-officer or the Divisional officers."

21. A modified form of the Bellary scheme has also been proposed for Kurnool but in this district the retention of the class of forest known as reserved lands is contemplated, and in these the exercise of the admitted privileges of the villagers would be permitted subject to the following restrictions:—

- (1) A limit on the number of animals of one owner which would be entitled to free grazing.
- (2) Power to the Collector to close against grazing an area not exceeding 20 per cent., and against sheep and goats a further 20 per cent. of the reserved lands in any village.
- (3) Power to forbid the exercise of privileges where rules have been broken or privileges abused.
- (4) No bark for fibre to be taken except from creepers and trees of class IV.

It is proposed that every land-holder should be entitled to free grazing for one pair of bullocks and one cow for every 15 acres, or portion of 15 acres, of holding. In the case of Lambadis, shepherds and others who keep cattle without holding land, Mr. Johnson recommends free grazing for the existing number of animals, fees being levied on all future increase above this number.

22. The opinions of the other Collectors on the subject of village forests are summarized in Board's Proceedings, dated 27th April 1887, No. 235, Forest, and with very few exceptions they report in favour of the Bellary scheme on the ground of its simplicity and also because of their disbelief in the permanence of forests left to the management of a village community. Only in the Nilgiris has it been found possible to form such forests, and the Government has recently been obliged to restore its permissive character to rule 7 of the rules under section 26 of the Forest Act, as the creation of village forests was in many parts of the country found to be altogether impracticable.

23. The Government is now of opinion that the idea of village forests must be altogether abandoned. There can be little doubt that without constant supervision lands assigned for this purpose would be worked unfairly and would be rapidly denuded of all tree growth. But effective supervision of a vast number of little blocks of forest land dotted over the country would be impossible without an increase of forest establishments so large that its cost would be prohibitive. To preserve the forests, then, and to prevent disputes, discontent, and injustice it is desirable to have

the sources of the fuel and fodder supply under Government control, and to minimize expenditure on establishments it is necessary that the reserves should be in fairly large blocks.

24. One important point is that all Government forests will eventually be formally settled and reserved under the Act. The only objection to this course is that it involves some increased cost, but the advantages of having all rights definitely determined or extinguished are so great as to quite outweigh the extra expenditure. It is, however, most necessary to correct the idea, which prevails somewhat widely, that as soon as a forest is reserved, cattle and men are to be excluded and it is to be worked for the profit of the Government rather than for the benefit of the people. It cannot be too strongly affirmed that the chief object of the reserved forests throughout the greater part of the country is the provision of pasture, small timber, fuel, and leaves for manure or litter. They are to be worked in order to meet the wants of the villagers in these respects and are not to be converted into close preserves for the growth of large timber. The Government cannot lay down any detailed rules for the treatment of the reserves. This must vary with the character of the growth and the circumstances of the locality, but speaking generally the forests in the plains should be worked as fuel and fodder reserves and those on the hills as high forest. Working plans should be drawn out for each and those for the fuel and fodder reserves should contain proposals for throwing open certain areas to grazing while keeping other portions closed against all heads, and also for felling the fuel departmentally and cutting and storing the grass for sale where such arrangements can be shown to be practicable and most conducive to the convenience and interests of the people. It is the duty of the Conservator to advise the Collector on these matters of detail and if there is any difference of opinion between these officers, a reference should be made to the Revenue Board whose decision will be final.

25. The next point for consideration is the area which should be reserved in each district. The Government considers that in the first place all good forest land, however great the extent, should be brought under control. This has already been done in most districts. The Collector should next consider the circumstances of each taluk, which will be the unit for purposes of fuel and fodder reserves. If in any case the area already taken up is not sufficient to furnish the estimated requirements in firewood, leaves and small timber, and to afford grazing for all cattle necessary for agricultural or domestic purposes, more land should, if possible, be brought under management and the natural jungle growth should be supplemented by plantations created for the purpose of fuel supply. Such plantations would be especially beneficial in districts like Bellary and Anantapur and in taluks situated on the coast, for experience has shown that if a large tract of the forest land is carefully enclosed and planted up, a natural growth of grass and shrubs quickly follows the protection afforded by excluding cattle and keeping out fire and the plantation thus becomes both a fuel and fodder reserve.

26. The cattle actually required for agricultural and domestic purposes must have the first claim on the Government reserves, and surplus animals should be allowed grazing in the protected areas only when the circumstances permit of it. If this is not done the result of protection will simply be a large increase in the number of animals requiring pasture and the consequent failure of all efforts to permanently improve the grazing grounds. The distinction is made in other provinces and is there based upon the area of the holding, which affords at once a simple and rational method for determining the number of animals needed for agricultural operations. From the area of the holding can be calculated the number of cattle required for agricultural purposes. The number of acres for which a pair of bullocks will be sufficient will probably vary for each district. Mr. Johnson took 15 acres in Kurnool. The Settlement Department has taken much lower figure than these and it is desirable that the requirements of ryots in this matter should be construed liberally. As a general rule, therefore, the Government considers that for every 5 acres of a ryot's holding he should be allowed to graze a pair of bullocks and a milch cow or she-buffalo in the Government fodder reserves.

There will be in every village a considerable area of unoccupied unreserved land and this will afford pasturage for the surplus animals if there is no room for them in

Revenue 1890-91
 J.O. No. 844
 29-10-90

the fodder reserves. The requirements of cattle-breeders would usually be met in the large grazing grounds such as the Nallamalais in Kurnool and the hill tracts of Coimbatore, a large proportion of which must be kept open for grazing.

27. The last matter to be considered is the levy of fees. It is undoubtedly true that prior to the passing of the Forest Act the rural population enjoyed extensive privileges over the unoccupied lands of the State, and although the Courts have invariably refused to admit that these privileges were *rights* the Government is not disposed to interfere with their exercise without very strong reasons for doing so. It is, however, imperatively necessary to the well-being of the agricultural classes that measures should be taken to improve and protect the grazing grounds and the sources of the supply of timber and fuel, and the Government cannot neglect this important duty out of a timid consideration for those privileges which have been the cause of so much waste and injury in the past. The requisite extent of forest land must, therefore, be brought under control and the exercise of former privileges in this area must in many cases be curtailed, as for example by limiting the number of cattle to be admitted for grazing or by restricting the number of trees which are to be felled.

But control and improvement involve considerable expenditure, and it is only equitable that this should be defrayed by the people who will derive benefit from it and in whose interests it is incurred. The Government considers, therefore, that fees should be levied for all the produce of the forest lands under control, but in the matter of grazing it would make a distinction between what have been described as agricultural cattle and animals that do not fall within that category.

28. The Government has prescribed the marginally-noted scale of fees as a maximum for reserved lands, and it will now be extended to reserved forests also. Half these rates will be taken as the maximum for agricultural cattle, and Collectors will be left at liberty to admit such cattle without charge when for special reasons that course is considered desirable. It may often be necessary to confine goats to special restricted areas or to exclude them altogether, but sheep are harmless where goats are mischievous and there is no necessity to treat these two classes of animals alike. Timber, firewood and other produce of reserved forest will ordinarily be sold as now on the best terms that can be obtained, but the rate for firewood should be kept as low as possible and agriculturists may be supplied with such produce as they require at the seigniorage rates sanctioned for reserved lands.

29. On all unoccupied unreserved land the grazing of cattle, the cutting of grass, the collection of dry wood, thorns, leaves of trees and shrubs that are not reserved and the felling of trees other than reserved trees will be permitted free of charge provided that the grass, wood, leaves, &c., are required for agricultural or domestic purposes and not for sale or barter.

30. The adoption of the foregoing measures will eventually entail considerable alteration in the rules under section 26 of the Forest Act. But for the present the category of reserved lands must be retained so as to give control over lands that are to be constituted reserved forests. The chief changes, therefore, will be in rules 9 and 10, but other rules can also be greatly simplified. The Board should revise them throughout in consultation with Conservators and submit a draft for the approval of the Government.

31. The Government sanctions the reservation of the additional areas in the Cuddapah and Kurnool districts. As regards the former, separate orders are being issued: in the latter the *terai*, which it was proposed to retain as reserved land, will now be converted into "reserved forest."

32. The policy which has been described above cannot be brought into complete operation at once, as the present staff is altogether insufficient for the proper working of the taluk reserves which are contemplated. An increase in both the superior and the subordinate establishments is urgently required, and until this is obtained it will be impossible to give full effect to the measures which are so necessary to the interests of

the agricultural population of this Presidency. For the present, therefore, the constitution of fuel and fodder reserves in every taluk must be taken simply as the ideal to be eventually reached, but meanwhile there is ample scope for the energies of Revenue and Forest officers and a wide field for all their efforts.

(True Extract.)

(Signed) C. A. GALTON,
 Secretary to Government.

copy To the Commissioners of Land Revenue.
 for the Commissioner of Revenue Settlement, Land Records and Agriculture.

Exd. A. Aubert.

40 Copies.

Gobt. of {1890} Madras.
REVENUE.

Issued

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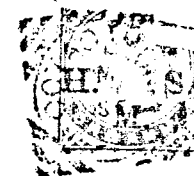
G.O., 29th October 1890, No. 844.

OCTOBER.

Agricultural population.

Passing orders on papers relating to various questions connected with the provision of pasturage fodder, fuel and small timber for the —.

39



H. A. Stuart Esq. es.

Sup. of Census Operations
Madras

ment, R. D.



Revenue Secretariat,

Sept 22 1890

My Dear Sir

I am sending you
the French passport &
Ref. L.O. which should

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REVENUE DEPARTMENT

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interest in this subject. If
there is a practical consensus
Mr. Linn might be briefed
accordingly. His Co. thanks

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to him. *Ammer*
proced

Bombay Castle, 15th September 1885.

RESOLUTION OF GOVERNMENT.

His Excellency the Governor in Council is pleased to issue for general guidance the following revised orders for the regulation of free grazing and grazing on payment of fees in forest areas:—

1. Except in the case of any really valuable grass kurans where it has been customary to sell the grass and grazing by auction, and they fetch a high price, the practice of annual auctions should be discontinued.

2. Those parts of the forest lands in which planting has commenced and is going on, or will be commenced immediately, or the closure of which is required for preservation of young trees should be closed until such time as the tree growth has attained such proportions that, in the opinion of the Divisional Forest Officer, portions of them can with safety and advantage be opened to grazing.

3. When this occurs, fees may be charged, on the proposal of the Collector with the approval of the Commissioner, except where the reserved forest was formerly gairán, or where free grazing has been awarded as the equivalent of gairán taken into forest and included in the closed area. In the two latter instances it must be opened free of charge.

4. In those parts of the forest lands which are as yet not occupied for the purposes of forest conservancy by the Forest Officers, or where grazing cannot any longer do harm to the trees, grazing should be free in all cases where the grazing land was formerly gairán or where the Revenue officers declare free grazing to be needed by the villagers for agricultural purposes, or to be the equivalent of former free grazing on gairán; or fees may be charged if the Revenue officers declare this course advisable in the non-gairán part on the proposal of the Collector with the approval of the Commissioner.

5. The village officers should be entrusted with the execution of the regulations issued for the exercise of free grazing privileges by the cattle of their respective villages.

6. The maximum annual rate of fees where fees are charged should be four annas for a buffalo, three for a cow or bullock and one for a sheep and a goat, where the latter are admitted, though Government reserve to themselves the right of imposing higher fees.

7. Forest guards should not interfere with the herds except with cattle trespassing into closed areas. Any irregularity noticed by forest guards with reference to cattle feeding in unclosed areas should be reported by them to the Revenue officer.

8. Unless special circumstances should render such a course undesirable all reserved forests (except the areas closed under Rule 2) should be opened to free or fee grazing from the 1st of June to the 1st of February.

9. This Resolution applies to cattle kept for agricultural purposes and not to cattle kept for profit or trade, which latter should pay a higher rate of fees according to the value of grazing, to be fixed by the Commissioner on the proposal of the Collector.

Secretary to Government.

To

The Commissioner, C. D.,
The Commissioner, S. D.,
The Commissioner, N. D.,
All Collectors in the Presidency proper,
The Conservator of Forests, N. C.,
The Conservator of Forests, S. C.,
The Commissioner in Sind,
The Conservator of Forests, Sind Circle,
The Director of Agriculture.

Grazing: Interpretation of the term "cattle kept for agricultural purposes" used in paragraph 9 of Government Resolution No. 7467, dated 15th September 1885.

No. 1530.

REVENUE DEPARTMENT.

Bombay Castle, 25th February 1886.

Memorandum from the Commissioner, C. D., No. R.—112, dated 11th January 1886—
Submitting for orders the following letter No. 9243, dated 23rd December 1885,
from the Collector of Násik :—

"I have the honour to forward herewith copies of the correspondence marginally noted on the subject of the interpretation of the term 'cattle kept for agricultural purposes' used in paragraph 9 of Government Resolution No. 7467, dated 15th September last, Revenue Department, for your decision as to the intention of Government in the matter. Attention is solicited to the letter No. 639—378-2 of 1885, from the Secretary to Government, North-Western Provinces and Oudh, to Secretary to the Government of Bombay, forwarded under Government Resolution No. 8819 of 30th October 1885, paragraph 5 II. (a) and (b)."

- I. Mr. Betham's letter No. B.—563, dated 10th November 1885, with the Báglán Mámátdár's report No. 219, dated 26th October 1885, and correspondence.
- II. Collector's No. 8784 of 7th—9th December 1885.
- III. Mr. Betham's No. B.—575, dated 15th idem.

and stating as follows :—

"2. The Collector draws attention to the letter from the Secretary to Government, North-Western Provinces and Oudh, to the Government of Bombay. On the point now raised I would refer also to paragraph 5 of that officer's letter. From this it appears to me clear that the difficulty now to be met has also arisen under the Government of the North-Western Provinces and Oudh and that measures to meet it are under contemplation.

"3. I agree with the Divisional Forest Officer, Násik, that a very large number of the cattle kept are not kept for agricultural purposes. They are often kept for dairy purposes or simply because they have happened to be born on the farm and the owner has been unwilling to dispose of them. As a natural consequence they are much uncared for as long as they are out of profit.

"4. I have before given my views on the subject of what cattle should be considered agricultural cattle. One pair of bullocks can be used to work about 24 acres of land. I therefore recommend that the rule should be that 1 bullock should be allowed to graze free for every 10 acres of land held by a rayat. If a rayat should hold 20 acres he would be allowed grazing for 2 bullocks. As regards parts of 10 acres I would allow 1 bullock for every part of 10 acres if it amounted to not less than 5 acres. Thus a rayat holding between 15 acres and 20 acres would be allowed grazing for 2 bullocks and a rayat holding between 25 and 30 acres would be allowed grazing for 3 bullocks."

RESOLUTION.—By the term "cattle kept for agricultural purposes" as used in Government Resolution No. 7467, dated 15th September 1885, should be understood—

(1.) the cattle required for the proper cultivation of the agriculturist's holding.

The term should also be liberally construed to include—

(2.) a cow or she-buffalo kept to supply the agriculturist's family with milk for their home consumption.

2. The admission to the grazing area free of fee should be regulated in the above order and how far it can be extended will depend on the area of available grazing land and the pressure of the demand for grazing on it.

J. MONTEATH,

Under Secretary to Government.

To

The Commissioner, N. D.,
The Commissioner, C. D.,
The Commissioner, S. D.,
The Commissioner in Sind,
All Collectors, including the Collectors and Deputy Commissioners in Sind,
The Conservator of Forests, N. C.,
The Conservator of Forests, S. C.,
The Conservator of Forests, Sind Circle,
The Director of Agriculture.

Grazing.

No. 8227.

REVENUE DEPARTMENT.

Bombay Castle, 10th December 1888.

Letter from the Commissioner, C. D., No. R.—5690, dated 21st November 1888:—

"I have the honour to forward for the information and orders of Government a copy of a letter No. 7120, dated the 9th instant, with accompaniment, from the Collector of Poona, asking for a settlement of the important question, what is an agricultural sheep or goat?"

"2. As pointed out by Mr. Vidal, it is stated in paragraph 9 of Government Resolution No. 7467, dated the 15th September 1885, that 'the Resolution applies to cattle kept for agricultural purposes;' and as the maximum fee for a sheep and a goat is laid down in paragraph 6, the inference is that there are agricultural sheep and goats, and the framers of the rules appended to the Collector's letter evidently thought so too, as they have prescribed a fee for both agricultural sheep and goats.

"3. My own opinion is that agricultural sheep and goats do not exist; the only way in which they are connected with agriculture is by manuring fields in which they are penned; but these animals do not belong to the agriculturists themselves, but to breeders or farmers of sheep, who drive them through the country to market and are paid by the cultivators, *en route*, for penning them at night in their fields. But, even if some cultivators do possess sheep or goats, they are not kept for agricultural purposes but for sale at a remunerative price to a professional breeder or farmer.

"4. Such sheep are not dependent for their grazing on *gáirán*, and they should not be provided with free-grazing; as for goats, they should never be allowed to put their feet inside a forest reserve unless all the trees are full grown."

RESOLUTION.—Government entirely concur in the views expressed by the Commissioner, C. D., in paragraphs 3 and 4 of his letter. It is obvious that neither sheep nor goats can be regarded as being in any sense "agricultural cattle". In fact such animals cannot be correctly designated "cattle" at all. What is to be understood by the term "cattle kept for agricultural purposes" as employed in Government Resolution No. 7467 of September 15th 1885 has been fully explained in Government Resolution No. 1530, dated February 25th 1886, and it clearly does not include either sheep or goats.

JOHN NUGENT,
Chief Secretary to Government.

To

The Commissioner, C. D.,
The Commissioner, N. D.,
The Commissioner, S. D.,
The Collector of Poona,
All other Collectors in the Presidency proper,
The Conservator of Forests, N. C.,
The Conservator of Forests, S. C.

No. of 1888.

Copy forwarded for information and guidance to

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Grazing of sheep and goats in Government Forests.

No. 6487.

REVENUE DEPARTMENT.

Bombay Castle, 3rd September 1889.

Resolution of the Government of India in the Revenue and Agricultural Department (*Forests*),
No. 21-F., dated 12th July 1889:—

“Read—

Resolution of this Department, No. 16-A., dated 1st March 1883, on the subject
of the formation of Fuel and Fodder Reserves.

“RESOLUTION.

“In the Resolution cited in the preamble, the Government of India drew attention to the injury caused to the vegetation of unprotected tracts of country by sheep and goats. ‘Extensive areas now bare are known,’ it was said, ‘to have been once covered with a rich growth—if not of forest, still of scrub and grass—that would, if not destroyed, have formed a rich pasturage.’ It was pointed out that there were many fodder trees and bushes which, if not destroyed by sheep and goats, would, by drawing upon a supply of moisture below the surface of the ground, maintain their life and vigour when shallow-rooted crops and grasses are parched and withered. Further, in allusion to a Report by M. Boppe, Inspector of French Forests, on the forests of Scotland, in which he attributed the barren condition of waste lands in that country to the sheep, it was noted that ‘there is very strong ground for believing that the goat has been the one chief cause of the present bareness of large tracts of country in Northern India.’”

“2. In a series of Appendices to the Resolution to which reference has been made above, extracts from various Reports were quoted in illustration of the irretrievable damage caused by sheep and goats to grazing lands.

* Dated 11th June 1889.

In the Note* which accompanies the present Resolution, the Inspector-General of Forests has accumulated further evidence on the same subject, which demands serious attention. His Excellency the Governor General in Council now desires that the question of dealing with goat and sheep grazing, at any rate on State lands, and of confining it to areas where the least harm would result, should receive the practical consideration of Local Governments and Administrations. The Government of India is convinced that the grazing of these animals, especially of goats, is incompatible with rational forestry, or even with the preservation of the ordinary bushes and trees of the country; and considers that the areas to be devoted to the growth of forests must be separated from those to be sacrificed to the pasture of browsing animals. The circumstances affecting the separation in question, however, vary so much in accordance with climatic conditions, that the question should be considered in each locality on its own merits, due weight being given, in each case, to the capabilities of the land, and to the advantages of silvicultural treatment on the one hand and of pasture on the other.

“3. The measures which must be taken to deal with the matter must, therefore, be left entirely in the hands of the Provincial authorities; but His Excellency the Governor General in Council desires that any rules or instructions which may be drawn up in pursuance of this Resolution may be submitted for the information of the Government of India.”

RESOLUTION.—Copy of the Resolution of the Government of India should be forwarded to the Commissioners, Collectors and Conservators of Forests.

2. The attention of those officers should be called to the orders of Government as passed already in connection with this subject in Resolution No. 3442, dated April 29th, 1885, and in paragraphs 2 and 8 of Resolution No. 7467 of September 15th, 1885.

3. The Governor in Council would now add that when for the proper reboisement of forest areas such a course is demanded all sheep and goats should be absolutely excluded from those areas. Orders as to the areas thus to be

closed to sheep and goats should be issued by the Collectors with the sanction of the Commissioners after consulting the Divisional Forest Officers. In cases where the Collector and the Divisional Forest Officer hold divergent views as to the areas so to be closed and are unable to come to an agreement the question should be referred to Government through the Commissioner for orders.

4. Wandering shepherds moving about from place to place with their flocks should be treated as professional graziers, and when their flocks are admitted to graze in the forests special rules for the regulation of such grazing should be made and enforced, and a higher rate of fee than that levied for sheep the property of local owners admitted into the forests of their own village should be charged.

JOHN NUGENT,
Chief Secretary to Government.

To

The Commissioner, N. D.,
The Commissioner, C. D.,
The Commissioner, S. D.,
All Collectors in the Presidency Proper,
The Conservator of Forests, N. C.,
The Conservator of Forests, S. C.,
The Government of India (by letter).

With the accompaniment to the Circular Resolution of the Government of India to all, and copies of the Resolution of the Government of India No. 16-A., dated 1st March 1883, to the Collectors.

No. of 1889.

Copy forwarded for information and guidance to

Grazing of sheep and goats in Government forests.

No. 8166.

REVENUE DEPARTMENT.

Bombay Castle, 26th October 1889.

Letter from the Conservator of Forests, N. C., No. 2973, dated 11th September 1889—
Requesting the reconsideration by Government of paragraph 3 of their Resolution No. 6487, dated 3rd idem, for the orders, as they now stand, allow the Conservators of Forests no voice at all in a question of vital importance affecting the forests which are in their charge; making remarks; and adding as follows:—

"6. I humbly submit that the orders to the Divisional Forest Officers as to the forest areas to be closed to sheep and goats should be issued by the Conservator of Forests, because it is a technical matter connected with the management of forests; while similar orders to the Land Revenue officers should be issued by the Collector."

RESOLUTION.—His Excellency the Governor in Council is pleased to direct that the Conservators of Forests should be substituted for Divisional Forest Officers in paragraph 3 of Government Resolution No. 6487 of 3rd September 1889 as the officers to be consulted by the Collectors in the matter of the forest areas to be closed to sheep and goats. When the Collector and Conservator are unable to agree, the settlement of the question should be left with the Commissioner without reference to Government.

JOHN NUGENT,
Chief Secretary to Government.

To

The Commissioner, N. D.,
The Commissioner, C. D.,
The Commissioner, S. D.,
All Collectors in the Presidency proper,
The Conservator of Forests, N. C.,
The Conservator of Forests, S. C.,
The Government of India (by letter).

No. of 188 .

Copy forwarded for information and guidance to

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CIRCULAR.

No. 7677 of 1885.

REVENUE DEPARTMENT.

Bombay Castle, 22nd September 1885.

INSTRUCTIONS TO FOREST SETTLEMENT OFFICERS, COMMISSIONERS, COLLECTORS,
ASSISTANT COLLECTORS, AND FOREST OFFICERS.

No precise instructions having been issued as to the form in which proposals for the demarcation and settlement of forests should be placed before Government, the reports of the Forest Settlement Officers are not uniform and are often less complete than is desirable. Government should be in possession of all relevant facts needed for a decision whether both the interests of agriculture and the requirements of forest conservancy have been adequately regarded, and if these facts are carefully collected and arranged before the Collectors, Commissioners and Conservators form their conclusions upon them, there will be a greater probability that the Revenue and Forest officers will be able to submit to Government a scheme on which they are all substantially agreed.

2. Such a scheme should comprise facts and proposals under the following heads:—

Demarcation of the area naturally suited for reservation as reserved or as protected forest; proposals for alternate closure and opening for grazing and other uses; estimate of the number of cattle for which grazing can be provided; months in which grazing is to be available; probable amount of supply of cut grass from closed reserves; history of previous uses of all land enclosed in forests under heads of "old reserves," free pasture, assessed and unassessed waste; review of live stock of taluka and purposes for which it is used, i.e., for the agriculturists' personal uses or for profit; grazing resources of each village which has contributed land to forest; demand of each such village for grazing in forests; opinions as to proportion of free grazing and grazing on fee, regard being had to the general regulations on the subject; what animals (sheep, goats, camels) are to be excluded; what privileges other than grazing are recommended; what rights are claimed and admitted. Proposals for disforestation.

3. The division of labour among the officers concerned in framing the settlement proposals, and the heads under which their several tasks would fall, may be thus suggested:—

Part I.—The Forest Settlement Officer submits his demarcation proposals, stating the area to be constituted and maintained as reserved and protected forest. He works in consultation with the Revenue and Forest officers of the district, is bound to have careful regard to their criticisms on behalf of the interests they represent respectively, and is expected to submit proposals which are either unanimously approved or contain full elucidation of any conflict of opinions.

Part II.—The submission of a provisional scheme by the Divisional Forest Officer and Conservator with illustrative map, for the utilization of the demarcated area, general plan of working, proportion and rotation of closed area where plantation and sowing will take place, stating time when it is likely to be taken up for forest uses, extent and locality of grazing

land, capacity (estimated in acres per head) of the grazing land to admit cattle. The proposals should as far as possible have the concurrence of the Revenue officers and should be submitted by the Forest Settlement Officer as Part II. of his record.

Parts I. and II. having dealt with the disposition and capacity of the forest area, Part III. will deal with the popular requirements for its use.

The data will be worked out by the Forest Settlement Officer and Revenue officers conjointly. But their duties may be thus distributed.

Part III.—The Forest Settlement Officer will supply—

(a.) The facts as to user for grazing and other forest produce, as existing before his demarcation and his proceedings under the Forest Act, respecting all the land included in the forest area. He should particularly note the area of "old reserves" included in the demarcated area, the density of forest in the old reserves, and state from what date these reserves have existed as such and what has been the practice as to grazing or other privileges in them.

* (b.) Statement by villages of gairán, gurcharan or other free pasture (set apart under Section 38, Land Revenue Code, or otherwise) included in demarcated area.

* (c.) Statement by villages of unoccupied waste, assessed and unassessed, and of grazing land previously sold annually by Collector now included in demarcated area and of proceeds of such sale.

* (d.) Statement by villages of any other grazing or cultivated land previously outside but now included in demarcated area, e. g., occupied land bought or acquired by exchange.

The Revenue officers will supply particulars of—

(1.) The local practice as to cattle keeping for—

(a) the plough,

(b) dairy produce,

(c) breeding for sale;

also as to sheep and goats.

Whether the plough cattle are grazed on forest areas or stall-fed. If the former, in what months forest grazing is demanded and in what months the cattle are at home. If the latter, whether the plough cattle cannot be stall-fed by grass cut and taken from closed reserves. Whether sheep, goats and camels cannot be fed outside forest area.

(2.) For each village contributing land to forests—

(A.) The amount of grazing land in village limits not taken into forests; position of each village as to extension of cultivation; suggestions as to future use of such grazing land as free pasture or to be sold annually by auction; quality and—where assessed—average assessment of this land.

(B.) Statement for each village of village cattle—

(a) for plough tested by cultivated area,

(b) for supply of milk, &c., to owners,

(c) for trade and profit,

(d) useless.

(C.) Analysis for each village of all grazing resources outside of forests and calculation of number of cattle which—

(a) can be provided with grazing in the village outside forests,

* (b), (c) and (d) may conveniently be united in one statement, together with statistics of population, number of cattle, total area, area under cultivation, unoccupied waste, assessed and unassessed, left after demarcation.

(b) can be stall-fed on grass cut in forests,

(c) must have grazing provided in forests, of which—

(i) how many for plough and supply of milk, &c., to owners,

(ii) how many for trade and profit.

(3.) Average acreage given out for cultivation during the last ten years.

4. It is not intended that on these statistics exact rules should be formulated by Government for the limitation of cattle to be admitted to graze in forests, as that is a matter which should be left to local arrangement according to circumstances. The facts will enable Government to judge of the nature of the requirements of each case and the reasonableness of the scheme submitted and they will also furnish the local Revenue and Forest officers with a guide in shaping correctly the local regulations as to the opening of forest areas for grazing and the levy of fees.

5. His Excellency in Council desires to repeat that the only satisfactory forest settlement scheme is that which after full consideration of all interests is unanimously recommended by both the departments with a clear demonstration that it adequately provides for the wants of agriculture as well as for judicious and beneficial forest conservancy.

JOHN NUGENT,
Secretary to Government.

To

The Commissioner, C. D.,

The Commissioner, S. D.,

The Commissioner, N. D.,

The Commissioner in Sind,

The Conservator of Forests, N. C.,

The Conservator of Forests, S. C.,

The Conservator of Forests, Sind Circle,

All Collectors, including the Collectors and Deputy Commissioners in Sind (for their own information and for communication to Assistant Collectors and Forest Settlement Officers).

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Forests: Proposals for a modification of the existing regulations as to privileges in the Sâtpuda Tâlukâs of the Khândesh District.

No. 1540.

REVENUE DEPARTMENT.

Bombay Castle, 25th February 1886.

Memorandum from the Commissioner, C. D., No. R.—211, dated 15th January 1886—Submitting with his remarks one from the Conservator of Forests, N. C., together with the following letter No. 7117, dated 1st December 1885, from the Collector of Khândesh:—

"You will perceive from paragraph 7 of Government Resolution No. 6845 of 24th August 1885, Revenue Department, that Government requested Mr. Shuttleworth and myself (as Acting Commissioner, C. D.) to submit proposals for a modification of the existing regulations as to privileges in the Sâtpuda Tâlukâs of this district. You will also perceive from your office No. R.—5494, dated 26th October last, that I requested permission to defer the submission of the proposals in question until after my return to Khândesh. This proposal was approved of in Government Resolution No. 9230 of 19th November 1885, Revenue Department.

"2. I have now the honour to submit the report in the form of a joint memorandum prepared and signed by the Forest Settlement Officer, the Divisional Forest Officer and myself, and in adopting this form I have been guided by the general wishes of Government as set forth in Government Circular No. 7677, dated 22nd September 1885, Revenue Department, it being therein laid down that Forest Settlement and Divisional Forest Officers should, if possible, settle up any differences of opinion which may exist between themselves and the Collector before the latter officer proceeds to minute on and submit for the orders of superior authority all forest references of an important nature.

"3. It is probable that Mr. Shuttleworth and yourself may see reason to differ in some cases from the conclusions arrived at by our committee, but I would ask you both for the sake of finality to waive any objections you may entertain. We have carefully considered the question before us, and have, on the whole, not only curtailed the existing privileges themselves to a very great extent, but have also reduced considerably the number of persons who will enjoy the privileges in the future. If the Conservator and yourself feel disinclined to support our views in their entirety, I would ask you before submitting the proposals to Government, to let me know the points on which you feel bound to express dissent in order that the local officers who can alone really appreciate the needs of a district, may have an opportunity of stating their views more fully."

RESOLUTION.—The Governor in Council is pleased to sanction with the modifications mentioned in the following remarks the proposed new rules for the regulation of the privileges to be permitted in the Sâtpuda or North Tâpti Tâlukâs of the Khândesh District.

2. To Rules 1—5 no objection is raised by the Commissioner, C. D., or the Conservator of Forests.

3. In Rule 6 for the words "Divisional Forest Officer" should be substituted the words "Conservator of Forests."

4. The Conservator objects to the grant under (a) and (b) of Rule 7 to the inhabitants of forest villages of the privilege of grazing cattle and cutting grass free of charge. It may however be noticed that this privilege has with limitations been allowed for years past, that now no fees are paid by forest villagers for grazing in the open compartments, and that this identical privilege has been sanctioned in the case of the South Tâpti Tâlukâs. All that appears desirable is the insertion of the words "in the unclosed portions of the forest lands" after the words "free of charge."

5. As regards clause (c) of Rule 7 Mr. Shuttleworth in objecting to it remarks: "forest conservancy and improvement are practically impossible while a privilege of this character is allowed, for the manufacture of dead wood is induced." With reference to this and the Commissioner's observations it may be pointed out that the clause as it stands only allows dead wood to be taken for private use and does not permit it to be removed for sale or barter. The clause may be sanctioned now on trial: if the privilege authorized by it is found to be liable to abuse it can hereafter be limited.

6. The Conservator of Forests proposes the addition to clause (d) of Rule 7 of words requiring in each instance the previous permission of the Forest Officer before stone, earth, &c., may be quarried. As is pointed out however by the Commissioner the places where such quarrying is permissible are to be assigned by the Forest Officer and in these circumstances the need for special permission in addition is not apparent.

7. Mr. Shuttleworth objects to the permission to cut thorns and brushwood under certain conditions accorded in clause (f) of Rule 7 on the ground that "Bhils and wild tribes do not require thorns for their own use and the concession will only deplete the forests of all humble vegetation and will defeat reboisement, for thorns and brushwood taken ostensibly for 'own use' will be sold right and left. This condition is no safeguard for it will be observed more frequently in the breach than in practice." If however the Conservator's fears prove well founded the exercise of the privilege can be stopped, but as the Bhils and wild tribes are only allowed to take thorns of the kinds and at the places mentioned by the Divisional Forest Officer it can make little matter to the Forest Department what ultimately becomes of the thorns so taken.

8. The remarks contained in paragraph 5 above may be held applicable to the Conservator's objections to clause (a) of Rule 8.

9. The proposed clauses (b), (ci) and (d) of Rule 8 should be omitted. The Governor in Council concurs with the Commissioner and the Conservator in considering it undesirable to permit the Bhils and wild tribes to collect dead wood for sale or barter or to cut any live wood either for their own use or for sale or barter. The exercise of these destructive privileges is ruining the forests and renders impossible any proper or reasonable system of conservancy. Dead wood is manufactured to be removed and sold. Live wood is cut down recklessly and under the permit system vast injury is caused to the forests. These privileges have been stopped in the South Tápti Tálukás and must now be discontinued in the North Tápti Tálukás. The destruction of the forests must be checked and Government hope that the restriction of privileges as now ordered will effect this object. It is desirable that every effort should be made to induce the Bhils to work for wages under the Forest Department, and the Governor in Council would call the attention of the officers of that department to the necessity of offering abundant employment to the Bhils whose privileges are now to be curtailed.

10. With reference to clause (c ii)—now clause (b. 1)—of Rule 8 the Governor in Council agrees with the Commissioner in thinking that the Bhils should be allowed bámbus free for their own use and manufactures.

11. The Conservator is opposed to the cutting by Bhils of ain and dhávda for their own use in the Akráni Pargana under supervision of the Forest officers. The Governor in Council however considers that this concession should be allowed but would insert after the words "private use" the words "with the special permission of the Divisional Forest Officer and" in clause (c iii)—now clause (b. 2)—of Rule 8.

12. Objection is raised by the Conservator to Rule 9 on the ground that "the power of conceding or suspending privileges is incompatible with the maintenance of a working plan of a forest." In this opinion Government are unable to concur. The power of conceding privileges may be "incompatible

with the maintenance of a working plan of a forest" but the Governor in Council fails to perceive how the power of suspending privileges can be.

13. The rules as now sanctioned will run as follows:—

1. The North Tápti Tálukás include Taloda, Sháháda, Chopda, Shirpur, Sánda, with the Yával and Ráver Pethás, and (by special order) Pimpalner with Navápur and Nizámpur and Nandurbár.

2. A forest village is a village which has contributed land to forest.

3. An inhabitant of a forest village is a person resident in a forest village.

4. The inhabitants of other than forest villages have no forest privileges.

Exception.—Privilege No. 8 (c) may be exercised by all Bhils and other wild tribes resident in the táluka in which the forest block is situated.

5. The privileges may be exercised by the inhabitants of a forest village throughout the unclosed portions of the block to which their village has contributed but not in other blocks.

Exception.—See note below No. 7 (b).

6. Goats will not be permitted to graze in the forests without the express permission of the Conservator of Forests.

7. The inhabitants of forest villages may free of charge in the unclosed portions of the forest lands—

(a.) graze all cattle *bonâ fide* their own property;

Exception.—This privilege does not extend to professional graziers.

(b.) cut and remove grass including *baru* for their own use, sale or barter;

Note.—This privilege may also be exercised in such portion of the closed area as can in the opinion of the Divisional Forest Officer be safely opened for grass-cutting only.

(c.) collect dead wood, except teak, tivas and khair, for fuel for domestic use but not for sale or barter;

(d.) take or quarry khariearth, stone and similar material for their own use in places assigned by the Forest Officers;

(e.) take teak leaves for their own use;

(f.) cut thorns and brushwood for their own use with the previous permission of the Divisional Forest Officer at the places and of the kinds pointed out by the Divisional Forest Officer.

8. Bhils and other wild tribes are granted the following additional privileges:—

(a.) They may collect dead wood of all kinds, except teak, tivas and khair, free of charge for private use.

(b.) They may cut free of charge—

(1) bámbus for private use or for their own manufactures;

(2) in the Akráni Pargana only ain and dhávda for private use with the special permission of the Divisional Forest Officer and under the supervision of the Forest officers.

(c.) They may collect honey, wax, gum, mowra and other minor produce, except hirdas, free of charge for use, sale or barter.

9. The Collector may suspend until further orders the exercise of any privilege on his being satisfied that it is being abused and shall then obtain the orders of Government regarding the term of the suspension or the permanent withdrawal of the privilege abused.

10. Under Section 78 of the Forest Act, all persons enjoying privileges in forests are bound—

(a.) to give information respecting the commission of any forest offence;

(b.) to assist Government officers in extinguishing forest fires and in preventing theft, mischief and other forest offences and in discovering and arresting offenders.

JOHN NUGENT,
Secretary to Government.

To

The Commissioner, C. D.,
The Collector of Khándesh,
The Forest Settlement Officer, Khándesh,
The Conservator of Forests, N. C.

Forests: Forest privileges of the Bhils in the North Tápti Tálukás and in the Nandurbár and Pimpalner Tálukás of the Khándesh District.

No. 6194.

REVENUE DEPARTMENT.

Bombay Castle, 30th August 1886.

Letter from the Commissioner, C. D., No. R.—2174, dated 31st May 1886—Submitting, with his remarks, two letters with an accompaniment from Mr. Mackenzie, late Collector of Khándesh, who makes a representation against the orders passed in paragraph 9 of Government Resolution No. 1540, dated 25th February 1886, prohibiting the collection of deadwood for sale or barter by the Bhils and other wild tribes in the Sápuda Tálukás; and appending a memorandum on the subject by Mr. Propert, Commissioner, S. D.

Joint letter from Mr. Arthur Crawford, Commissioner, C. D., Mr. W. H. Propert, Commissioner, S. D., and Mr. T. D. Mackenzie, Acting Secretary to Government, Revenue Department, No. R.—3102, dated 19th July 1886—Submitting a report on the subject of the Forest privileges of the Bhils in the North Tápti Tálukás and in the Tálukás of Nandurbár and Pimpalner.

RESOLUTION.—His Excellency the Governor in Council having carefully reconsidered the proposals of the Committee of Khándesh officers, submitted with memorandum from the Commissioner, C. D., No. R.—211, dated 15th January 1886, regarding the regulation of privileges to be exercised in the forests of the Sápuda or North Tápti Tálukás, including Nandurbár and Pimpalner, and the papers connected therewith, and having regard further to the report, dated 19th July 1886, submitted by Messrs. Crawford, Propert and Mackenzie is pleased to cancel paragraph 9 of Government Resolution No. 1540, dated 25th February 1886. The rules sanctioned by Government in paragraph 13 of that Resolution are confirmed so far as Rules 1—7 are concerned, but for the reasons given below Rule 8 will be modified to some extent.

2. It appears to Government that if the system of the Bhils obtaining on payment of fees wood which they sell at a profit in the bazárs is really working well, it is at least an elementary industrial training and an approximately acceptable way of earning a living. Government are prepared to accept some risk as to deadwood as an experiment, and while maintaining the absolute reserve of teak, tivás and khair, to allow the Bhils to take deadwood of all other kinds for sale or barter on payment of the same fees as have heretofore been levied. They should be informed that if they are found to be “manufacturing” deadwood this privilege will be curtailed. With the exception of teak, tivás and khair they may collect free of charge for domestic use deadwood of all kinds. The other recommendations of Messrs. Crawford, Propert and Mackenzie are approved, and Rule 8 will therefore be as below.

3. Rule 8—Bhils and other wild tribes are granted the following additional privileges :—

(a). They may collect deadwood of all kinds, except teak, tivás and khair, free of charge for private use.

(b). They may collect for sale or barter deadwood of any but the three reserved kinds on payment of the same fees as have hitherto been levied.

(c). They may cut live wood of any but the sixteen reserved kinds free of charge for domestic use.

(d). They may cut live wood of any but the sixteen reserved kinds for sale or barter on payment of moderate fees as proposed by the Khándesh Committee, viz. :—

	Rs.	a.	p.
Each cartload	1	0	0
Each headload	0	1	0
Large bambus per 100	2	0	0
Small " " " " " " " "	1	0	0
Headload " " " " " " " "	0	2	0

(e). They may cut free of charge—

(1) bambus for private use or for their own manufacture;

(2) in the Akráni pargana 'Ain' and 'Dhauda' for private use under the supervision of the forest officers.

(f). They may collect honey, wax, gum, mhowra, and other minor produce, except hirdas, free of charge for private use, or for sale or barter.

4. It must be clearly understood that these rules relate solely to the unclosed portions of reserved forests and that such small portions of protected forests as may still exist in these talukás are not in any way affected either by Government Resolution No. 1540, dated 25th February 1886, or by these orders.

5. In conclusion His Excellency the Governor in Council desires that the definition of closed and unclosed portions of the forests should be made by the Revenue authorities after consulting the Forest officers.

T. D. MACKENZIE,
Acting Secretary to Government.

To
A. T. Crawford, Esq., C.S.,
W. H. Probert, Esq., C.S.,
T. D. Mackenzie, Esq., C.S.,
The Collector of Khándesh,
The Conservator of Forests, N. C.,
The Commissioner, C. D.

69
Forests, Khándesh : South Tápti Forest Privilege Rules.

No. 2215.

REVENUE DEPARTMENT.

Bombay Castle, 13th April 1887.

Letter from the Commissioner, C. D., No. R.—891, dated 15th March 1887 :—

"I have the honour to submit for the orders of Government the correspondence received with the Khándesh Collector's letter No. 8981, dated 16th November last, regarding the privileges in the South Tápti Forest Villages.

"2. The Code of privileges is based on the lines laid down by Government in their Resolution No. 7592, dated 19th September 1885; but as a few modifications are proposed and doubts raised as regards the meaning of the term 'villagers' I feel it necessary to solicit orders of Government.

"3. The Code as modified by the Collector will answer all purposes and I recommend that it be sanctioned."

RESOLUTION.—The Code* as modified by the Collector is approved and should be forwarded to the Oriental Translator to Government for early translation.

T. D. MACKENZIE,
Acting Secretary to Government.

To
The Commissioner, C. D.,
The Collector of Khándesh,
The Forest Settlement Officer, Khándesh,
The Conservator of Forests, N. C.,
The Oriental Translator to Government (with the Code).

* Printed on the reverse.

No. of 1887.

Copy forwarded for information and guidance to

*Code of Privilege Rules for South Tápiti Tálukás as sanctioned by Government
Resolution No. 7592, dated 19th September 1885.*

I.—The South Tápiti Tálukás are:—

Bhusával including Edalabad Peta.
Jámner.
Jalgaon.
Erandol.
Amalner with Párola Peta.
Páchora with Bhadgaon Peta.
Chálisgaon.
Dhulia.
Sindkheda.

II.—A Forest village is a village that has contributed land to forest.

III.—An inhabitant of a Forest village is a person resident in a Forest village.

IV.—The privileges allowed are permitted to inhabitants of Forest villages only.

V.—No special privileges are permitted to Bhils and wild tribes.

VI.—Inhabitants of Forest villages may free of charge—

(a) cut grass including baru in the open compartments and in such portion of the closed area as can in the opinion of the Divisional Forest Officer be safely opened for grass-cutting only, the grass so cut being at their disposal for any purpose.

Exception.—This privilege may not be exercised in those portions of Forests which are "Mámul Kuraus" and in which the grass is annually sold by auction.

Note.—The grass cut by the Forest Department in the unopened part of the closed area is to be given free of charge to the villagers of any forest village of the block in which it has been cut if required by the Collector.

(b) in the open compartments only, collect for their own use dead wood branches—not trunks—of all trees except Teak, Khair and Tiwas.

(c) collect mowra, honey, wax, gum, and all jungle fruits, except hirdás which belong to Government, for their own use or for sale.

(d) take or quarry khari earth, stone and similar material in places assigned by the forest officers.

(e) gather Teak leaves from side branches of trees outside forest boundaries or felled in forest in the course of departmental felling operations.

VII.—The Collector may suspend until further orders the exercise of any of the foregoing privileges on his being satisfied that it is being abused and shall then obtain the orders of Government regarding the term of suspension or the permanent withdrawal of the privilege abused.

VIII.—Wood required for ploughs or houses and firewood shall, subject to the capability of the forest to furnish such wood and to the working of the working-plan, be supplied by the Forest Department on application at rates to be fixed by the Forest Department with the approval of the Commissioner to inhabitants of forest villages from the block to which such villages contribute; or if the Forest Department is unable to meet the application from its own felling, the applicant may, at the discretion of the Divisional Forest Officer under the orders of the Collector, be granted, on payment of fees at a scale to be fixed by the Forest Department with the sanction of the Commissioner, a permit to cut, under the supervision of the forest officers, specified quantities of specified trees in specified places for his own use only for the purpose named in the permit.

Grazing.

No. 3442.

REVENUE DEPARTMENT.

Bombay Castle, 29th April 1885.

Letter from the Conservator of Forests, N. C., No. 7075, dated 25th March 1885—Requesting instructions, with reference to paragraph 2 of Government Resolution No. 529, dated 19th January 1885, upon the point whether it is the order of Government that sheep grazing is to be permitted till the close season between 15th May and 15th September in all the unclosed forests and unclosed portions of forests as was apparently suggested by the Commissioner, C. D., in his memorandum No. R.-6551, dated 29th December 1884, disposed of by the Resolution quoted, or only in such unclosed forests or unclosed portions of forests in a táluka as the Divisional Forest Officer may be of opinion will not suffer so severely as other forests or portions of forests.

Memorandum from the Commissioner, C. D., No. R.-2030, dated 10th April 1885—Submitting the above with his remarks; and adding as follows:—

"6. As regards the areas to be open and to be closed, the Commissioner apprehends that, where Government has laid down a fixed proportion to be open and a fixed proportion to be closed, it was intended for the comfort and good of the people that the closed and open areas should be scattered about to suit the people. Otherwise the Divisional Forest officer might open a large block far away from every village and close all else and thus knowingly frustrate the kind and reasonable intentions of Government."

RESOLUTION.—The strict principles of conservancy explained by the Conservator of Forests, N. C., are no doubt sound and may even be admitted to be most in the general interest of the people, but in applying them regard must be had to the practices to which the people have become accustomed, and the principles must be gradually applied. It is not necessary however to lay down absolutely that sheep are to be admitted to all unclosed areas between September 15th and May 15th. There is room for the exercise of judgment in this matter. But it is not one in which Government can pass detailed and specific orders. The general principle has been stated in Resolution No. 529 of January 19th. The Conservator may be able to point out cases where it is reasonable and expedient that exceptions should be made in the public interest. But in dealing with these cases it is fair that the sheep-breeding industry should be represented by the Collector and the practical measures which should be adopted will best be settled by the Revenue and Forest officers in consultation. Cases for exception will be those in which it is recognized that the admission of sheep to graze in a given area will cause injury to young trees or to the grazing of cattle out of proportion to the benefit obtained by the sheep-grazers.

2. Government concur in the Commissioner's paragraph 6.

J. MONTEATH,
Under Secretary to Government.

To

The Commissioner, C. D.,
The Conservator of Forests, N. C.,

The Commissioner, N. D.,
The Commissioner, S. D.,
All Collectors in the Presidency proper,
The Conservator of Forests, S. C.

With copies of Government
Resolution No. 529, dated
19th January 1885.

13

PROCEEDINGS OF THE BOARD OF REVENUE.

READ—again the following Proceedings of the Board of Revenue, dated 8th July 1885, Mis. No. ⁶²⁰²
Forest 21-A :—

Read—the following letter from J. S. GAMBLE, Esq., Conservator of Forests, Northern Division, to the Secretary to the Board of Revenue, dated Madras, 28th June 1885, No. 666 :—

In reply to Board's Proceedings, No. ¹⁸⁵⁷
Forest 352, of 22nd June 1885, I have the honor to say that the Berar arrangements for light grazing in reserved forests are precisely those which I have set before myself for adoption in my division, as far as they are suited to the very various circumstances of different forests, as soon as the reserved forests are constituted.

2. The only district in which some immediate action is possible is in Nilgiris, and in regard to that district I propose to consult the Collector and submit the special report called for by the Board on or about 1st September next. In no other district has forest settlement work proceeded yet sufficiently far.

Resolution—dated 8th July 1885, Mis. No. ⁶²⁰²
Forest 21-A.

Recorded, pending submission of report.

(A true Copy and Extract.)

(Signed) C. F. MacCARTIE,
Acting Sub-Secretary.

To the Conservator of Forests, in charge of Northern Division.
Copy to the Examiner of Forest Accounts.

READ—also the following letter from J. S. GAMBLE, Esq., Conservator of Forests, Northern Division, to the Secretary to the Board of Revenue, dated Coonoor, 28th September 1885, No. 1239 :—

In continuation of my No. 666 of 28th June 1885, and with reference to Board's Proceedings, Mis. No. ⁶²⁰²
Forest 21 of 8th July 1885, I have the honor to report that, in communication with the Collector, the forests of the Ootacamund and Coonoor

settlements so far constituted reserved forests have been made available for grazing or closed as follows:—

Ootacamund—

Aramby.

Cairn Hill.

Baikie.

Governor's Shola.

Dolabetta No. 1.

Do. " 2.

Craigmore.

Elk Hill.

Marlimund.

Lovedale.

Bathri Shola.

Coonoor—

Coonoor Peak.

Sim's Park.

Bandy Shola.

Blackhouse.

Brooklands.

Tiger Hill.

Ghat Reserve.

River Reserve.

Town Shola.

Black Bridge.

Lamb's Rock.

Three pieces of special grazing land not yet reserved.

Kolagiri—

Longwood Shola.

Under reproduction and in course of cutting and planting; must be closed.

Have been opened. They contain together more than half the area in the station.

The first two have been overgrazed in parts and badly require rest. The others are sholas in which improvement thinnings are about to commence and will be closed in consequence.

Are plantations in full working and reproduction and have to be closed.

Are under improvement thinnings and besides have some of them been overgrazed. The closing of Tiger Hill already shows an improvement in the growth; in 3—4 years more it may probably be opened in parts.

Have been opened. They are the largest forests in the station.

Will be closed; others left open at present.

Round each of the settlements there is plenty of open grass land where it is not proposed to restrict the grazing at all; it is even doubtful, therefore, if graziers will resort much to the forests where they will have to pay. The number of cattle to be allowed will not be fixed unless the demand for licenses is likely to exceed 3 acres per head of cattle, i.e., 600 head for the open reserves in Ootacamund and 400 head for those in Coonoor.

2. In regard to forests in other villages, the grazing fees will be gradually introduced as one forest after another is taken in hand for protection and working—till then it is not proposed to place any restrictions—it is much better to introduce such a change by degrees. Considering that the Badagas have special grazing grounds allotted to each village for free grazing under the settlement and besides use the portion of their cultivation area which is allowed to lie fallow and amounts to quite as much again, that the Todas have full free access to the downs about their munds, that these downs and other waste lands so far as they are not parts of reserved forests are free to all comers, there seems little reason to think that even were all the reserved forests of the plateau closed there would be any want of pasture land. However, it will never be necessary. I hope, to close more than at most one-third of the reserved forest area, and thus I think that unless the number of Nilgiri cattle is allowed to increase at an extraordinary rate as it is doing in Cuddapah, there is no need for apprehension regarding the pasture.

Resolution—dated 21st October 1885, No. 2940
Submitted for the information of Government with reference to G.O., dated 10th June 1885, Mis. No. 2957, Revenue.

Submitted for the information of Government with reference to G.O., dated 10th June 1885, Mis. No. 2957, Revenue.

2. The Conservator states that there is still plenty of open grazing ground round each of the settlements, but the Board understand that in Coonoor cattle-owners are loud in their complaints of the extensive area which has been closed. The Conservator will inquire and report whether there is any truth in these complaints.

3. The Board also note that the Conservator states that the Todas have full free access to the downs about their munds, and that these downs and other waste lands, so far as they are not parts of reserved forests, are free to all comers. The Board presume that the exception which Mr. Gamble chiefly has in view is that of the Kundahs reserve where an area of about 100 square miles, including grass and forest lands, has been reserved and is now under forest settlement, and the Board trust that in settling the Toda grazing rights included in that reserve, the full free grazing of all downs near their munds will be at least secured to them.

(True Copies and Extract.)

Acting Sub-Secretary.

To the Secretary to Government, Revenue Department.

" Collector of Nilgiris.

" Conservator of Forests, in charge of Northern Division.

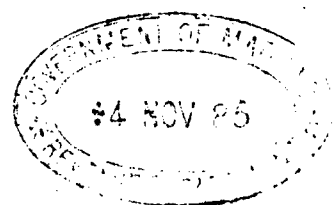
Copy to the Conservator of Forests, in charge of Southern Division.

" " Examiner of Forest Accounts.

Exd. A. Aubert.

REVENUE DEPARTMENT.
1885.
Board of Revenue,
MADRAS.

No 8368



Printed October st.

Proceedings, 21st Oct. 1885, No. 2940
Forest 683.

Submitting to Government, with remarks,
letters from Conservator of Forests, Northern
Division, reporting on the scheme for light
grazing introduced into the state reserves of the
Nilgiris.

BOARD OF REVENUE, 17TH NOVEMBER 1885, No. 3141
FOREST 630.

PROCEEDINGS OF THE BOARD OF REVENUE.

READ—the following letter from Lieutenant-Colonel I. CAMPBELL WALKER,
Conservator of Forests, in charge of Southern Division, to the Secretary to the
Board of Revenue, dated Manantoddy, 29th October 1885, No. 1634:—

Referring to Board's Proceedings, No. 1857 dated 22nd June, I have the
Forest 352' honor to report that the scheme for light grazing in the State (reserved) forests of
this division commends itself highly to me and I have been in communication with
the Collectors of Coimbatore, Madura, Tinnevely, Malabar, and North Arcot on the
subject.

I have only as yet been favored with the views of the Collectors of Coimbatore
and Tinnevely, who concur in my suggestions, but, in view of the reminders received
from the Board, I do not think it necessary to await the replies from other Collectors,
which will, I feel confident, be favorable.

2. It is now generally admitted that, whilst unrestricted and unregulated grazing
in forest areas does much harm, not only by the destruction of the grass and treading
down of the soil, which renders natural reproduction of trees almost impossible, but
by the breaking off and tearing down of branches by the herds, destruction of seedlings
and saplings, and danger of fire, which sooner or later destroys the forest, denudes the
hill sides, and is followed by erosion and floods, limited and regulated grazing in
areas not closed for reproduction or special fire-protection does little damage and, in
some respects, is positively advantageous inasmuch as it checks the rank growth of
grass and undergrowth generally, thereby decreases the risk of fire, and enlists the
co-operation of the owners of cattle and their servants in the protection of the
forest area.

3. Acting on the above principles, my proposals amount to permitting grazing
throughout the reserved forest, except in the areas closed for reproduction and special
fire-protection; the latter will not necessarily be closed during the whole year on the
basis, to start with, of not less than five acres per head of cattle, rocks and in-
accessible parts of the forest being excluded from the calculation, the forests being
divided into convenient blocks, and arrangements being made to spread the cattle over
the whole open area, not concentrated in a few favored spots, and for preventing the
introduction of bill-hooks and knives by the cowherds.

Conditions will also be made as to prevention of fire, the occurrence of which will
render the beneficiaries liable to the immediate exclusion of their cattle for the year
or term of years and forfeiture of amounts paid for them, in addition to the punish-
ments provided by the Forest Act.

4. I propose that the District Forest officer, after making preliminary arrange-
ments, should notify that he is "prepared to admit so many head of cattle to graze
in the reserved forest during the year and will receive and register
applications up to a certain date, subject to certain conditions," which should be briefly
stated.

The applications would state the number of cattle which the applicant desires to
pasture, his acceptance of the conditions, and the amount which he is prepared to pay
for the privilege.

The District Forest officer will consider the applications, give a preference to
neighbouring cultivators, and not necessarily accept the highest offers, as it is not our
object so much to make revenue (though it will be useful to provide for an efficient
protective staff and the thorough protection and improvement of the closed areas) as
to improve the forests and pasture, which will be best secured by dealing with
responsible men, especially ryots and planters resident in the neighbourhood whose
interests are really identical with those of Government.

5. Having considered the applications and decided which to accept, in communication with the Collector, the District Forest officer will grant permission under section 21 (a) of the Forest Act to A. B. "to graze cattle in the reserved forest from to on payment of block of the and subject to the conditions set forth in an agreement dated ."

The cattle will be censused in the kraals, from time to time, by the resident forest officers and any breaches of the conditions promptly brought to notice.

6. I am convinced that a system somewhat on the above lines, if introduced and worked with tact and judgment, will gradually revolutionize the whole question of reservation and the attitude of those interested in grazing and the supply of manure towards the Forest department; but to ensure success and the maintenance and improvement of the forest areas, as one primary consideration, it must be clearly understood that the permission to graze is a privilege, not a right claimable by any one, unless such right has been admitted at settlement, which, I am glad to say, has not yet been the case in my division; that the arrangements are left entirely to the District Forest officer, subject to the Collector's approval, and that nothing in the shape of general rules for the regulation of the grazing or fees to be levied be attempted. Any such interference or hard-and-fast rules would ensure failure.

7. The District Forest officer must regard the matter from a professional point of view as regards his forests and also with regard to general expediency and the comfort and welfare of the people, which will, doubtless be impressed upon him by the Collector. Guided by these considerations, the arrangements and agreements must be voluntary and unfettered, it being optional to the people to take their cattle to graze in the reserved forests on payment, or not, and to the Government to admit as many or as few as it chooses, the question of rights having been determined at the settlement and free grazing being provided for, as far as possible, outside the reserved forests by areas set apart under rule 7, section 26, of the Act.

8. I do not propose to admit buffaloes, goats, or sheep, but arrangements can, and ought to be made, under which grass and the leaves of unreserved and unclassified trees for fodder and manure may be applied for and removed on permits at moderate rates from areas set apart for the purpose by the District Forest officer.

9. I solicit the attention of the Board to the remarks with regard to grazing in my annual report for 1884-85 (paragraphs 126 to 139.)

Future reports will contain information regarding the progress made and results obtained under system of limited grazing in reserved forests now sketched out, of which, I trust, the Board and Government will signify their approval.

RESOLUTION—dated 17th November 1885, No. ³¹⁴¹
FOREST 630.

Submitted for the information of Government with reference to G.O., dated 10th June 1885, Mis. No. 2957, Revenue.

2. The Board approve generally of the Conservator's proposals, which are in close conformity with the views recently expressed by them in reporting on cattle grazing in the Madras Presidency for the information of the Bombay Government, *vide* Board's Proceedings, dated 11th November 1885, No. ³⁰⁹⁸
FOREST 617.

(A true Copy and Extract.)

Acting Sub-Secretary.

To the Secretary to Government, Revenue Department. ✓
Copy to the Conservators of Forests, in charge of Southern Division.
" " Examiner of Forest Accounts. " of Northern "

Exd. A. Aubert.

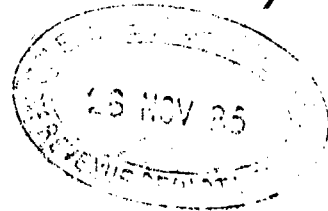
REVENUE DEPARTMENT.

1885.

Board of Revenue,

MADRAS.

No 8993



Printed November th.

Report

Proceedings, 17th Nov. 1885, No. 3141
Forest 630.

Despatch

Submitting to Government, with remarks,
letter from the Conservator of Forests, Southern
division, reporting on the scheme for light
grazing in the State (reserved) forests of the
Southern division.

BOARD OF REVENUE, 28TH MARCH 1887, FOREST No. 182.

81

PROCEEDINGS OF THE BOARD OF REVENUE.

READ—the following letter from J. S. GAMBLE, Esq., Conservator of Forests,
Northern Circle, to the Secretary to the Board of Revenue, dated Cocanada,
11th January 1887, No. 2513:—

I have the honor to forward copy of letter, No. 1543 F., dated 15th December
1886, with enclosures from the Collector of Cuddapah, in reply to paragraphs 2 and
3 of Board's Resolution, No. 461 F., dated 30th August 1886, and to submit a few
remarks on my own account.

2. The Collector points out in his paragraph 2 that if the order of Government,
conveyed in the Board's Proceedings above referred to, is carried out, the statistics of
waste land in the district will be—

	SQ. MILES.
Reserved forest ...	1,200
Unreserved forest, i.e., unassessed and uncultivable waste ...	2,800
Total ..	4,000

In my recent letter, No. 2259 of 3rd January 1887, I have already begged
the Board to recommend Government to cancel the order arbitrarily fixing 1,200
square miles as the maximum area of reserved forest in the district, and these figures
will show that, assuming that our present calculation of 1,650 square miles (see
page 6 of the Proceedings referred to) is correct, and it probably is really more than the
truth, the order can safely be cancelled and the area of reserved forests be allowed to
fix itself by the gradual settlement of the forests already proposed and notified, and the
determination of their accurate area by demarcation and survey. As I have already
pointed out, the arbitrary reduction of 450 square miles of this area will be most
difficult and is unnecessary, even for the provision of additional lands for village
requirements, for which as much as 2,350 square miles already exist independently of
the 450. I venture again, therefore, to urge the withdrawal of the order fixing the
exact maximum area of reserved forest for the Cuddapah district, and to express the
hope that the settlement may be allowed to proceed without being hampered by the
necessity of finding somewhere 450 square miles to be thrown out in order to satisfy
the order of Government, but without any other real reason of necessity.

3. In his paragraph 3 the Collector explains that his view of the intention of
Government in respect to "village forest" very widely differs from mine. The
Collector is quite right in assuming that the definition of village forests as "limited
areas of good forest land which should be handed over to the villagers for communal
use under communal management" is that which I have always considered to be the
true one. I may be completely wrong, but it is under that definition that the
Collector of Nilgiris and I have selected the village forests of the upper náds of that
district (my report is now with the Collector with the full list of areas selected), and a
reference to the correspondence printed in Board's Proceedings, No. 234, of 5th May
1886, will show that it was certainly our view that "village forests" should be really
"forest" as far as possible, and not merely large stretches of waste land more or less
covered with forest growth. I have always had in my mind the establishment of
"village forests" which by degrees can be converted into a property resembling
closely the communal forests of France, and capable like them not only of furnishing
ample supplies of necessary produce for village consumption, but also occasionally

surplus produce for sale, the proceeds to be devoted to local works of utility. I know every one will not agree with me, but my own belief is that if village forests of such a category, and indeed such as have been selected in the Nilgiris, were instituted in those districts in which they are possible, the people in those districts will by degrees be led to take an interest in their preservation and improvement, *provided they are allowed to manage them themselves and are not too much hampered by prohibitions and penalties.* That is why in enclosure No. 3 at page 8 of Board's Proceedings, No. 234, of 5th May 1886, I preferred to send to the Collector a draft which was really more a piece of advice than a set of rules.

4. The other view, that which the Collector himself took, of village forests which should "comprise the whole of the forest or jungle lands outside reserved forests" may possibly represent the intention of the Board and Government, but I hardly think is justified by the wording of rule 7 of the rules under section 26 or by that of G.O., No. 619 of 24th July 1886. Village forests of such a style are not what it is likely that the villagers would take much interest in and would care to preserve carefully and assist in restocking. They would become more like the common lands and heaths of England than like the communal forests of France, and for such lands it would scarcely be worth while to make elaborate rules of management. I notice that the last paragraph of Collector's No. 3258 of 2nd March 1886 supports his view of having all land outside "reserved forest" as "village forest." This escaped my notice when I forwarded that letter with my agreement to it, for it did not occur to me that he really meant to have not even any "unreserved lands," nor does it seem to have been so interpreted by the Board.

5. The Collector, seeing the doubt about the definition of "village forests," places three alternatives before the Board and Government—

- 1st.—The constitution of village forests such as I understand them;
- 2ndly.—Making all lands outside reserved forests village forests as understood by him; and
- 3rdly.—To make no village forests under rule 7, but to place all land outside the reserved forests in "unreserved lands" under rule 9 with exceptions under rule 10.

I would, however, here submit that there is a *fourth* alternative, or really perhaps a modification of the third, by which the better parts of the 2,300 to 2,800 square miles of waste land outside the reserved forests would be constituted "reserved lands" under rule 2 and the rest "unreserved lands."

6. It has already been settled that "village forests" if constituted shall only be made in those parts of the district where the condition of the forest is likely to give areas capable of giving the materials the villagers mostly require. This can be done to some extent in parts of the Pullampet, Sidhout and Cuddapah taluks, but when it is considered that the actual condition of the reserved forests even is not good, it is clear that village forests if constituted must be very carefully economized if they are to become permanently useful communal estates; and it would seem from the remarks of the Collector in his paragraph 14 that there are other obstacles to their formation. In that paragraph and his paragraph 15 the Collector strongly advises that the *third* alternative be adopted, and that all lands outside reserved forests be simply worked as "unreserved lands" subject to certain additional concessions.

7. I trust that early orders of Government will definitely settle what is to be done in as simple a way as possible. My own opinion—an opinion which I have before expressed (see Board's Proceedings, No. ²⁷⁴⁸ Forest 541, dated 28th September 1885)—is that in the Cuddapah district a comparatively large area, such as has already been proposed be left under the rules, *i.e.*, as "unreserved land" with such areas of "reserved land" as the Collector and myself with the Board's sanction may set apart out of it for more careful treatment, and with such areas of village forest as after-consideration forests, such as I understand them, are everywhere quite impracticable, but I do think that their present constitution is difficult, and that their selection should be postponed

till the reserved forests are finally settled and it is accurately known what areas are available for them. I therefore support the Collector's proposals in his paragraph 15, and hope that Government will allow the Forest Settlement-officer (who is also District Forest-officer) to complete his settlement of reserved forests without wasting his time on other categories; and allow the lands not settled as reserved forest to remain "unreserved" until the great pressure of settlement and demarcation work ceases, and we can take stock of what remains and provide definitely for its management as "village forests" or "reserved lands" or otherwise.

8. I do not propose to consider the draft rules submitted; it would be useless to do so until orders are received on the question of the definition of village forests and on the Collector's final proposals. I fully agree in the draft notification of exceptions to rule 10.

ENCLOSURE No. 1.

From the Collector of Cuddapah, to the Conservator of Forests, Northern Circle, dated Cuddapah, 15th December 1886, No. 1543 F.

Referring to paragraphs 2 and 3 of Board's Proceedings, Forest No. 461, dated 30th August 1886, in which the Board direct the submission of proposals for the management of areas cut off from the newly-proposed reserved forests, and of a revised draft of exceptions to rule 10 of the Forest Act, I have the honor to submit, for the consideration and orders of the Board and Government, the following suggestions regarding the management of forest lands generally outside reserved forests. I take this opportunity of submitting these proposals, because we do not in this district appear to have arrived at a sufficiently clear understanding as to what is to be done with waste lands, which are not constituted reserved forest, and because the order of Government embodied in the Board's Proceedings above quoted, which reduces the area of reserved forests allowed to be finally constituted from 2,000 to 1,200 square miles will bring a much larger area than had been contemplated within the operation of any arrangements which may be made for the management of forests left for village use.

2. From figures prepared some time back by the District Forest-officer which I believe to be approximately correct, it would appear that exclusive of "separate poramboke" the area in this district of unassessed and uncultivable waste alone is roughly 4,000 square miles. When 1,200 square miles of the area has been constituted reserved forest, there will still remain 2,800 square miles (to which have to be added a large proportion of the assessed waste and some unassessed waste classed as cultivable), all of which will fall under forest rules and will be available for use by the villagers.

3. In my office letter, No. 3258, dated 2nd March 1886, embodied in the Board's Proceedings already quoted, it was suggested that in certain taluks or parts of taluks the forest lands outside reserved forests should be constituted village forests under rule 7, and that in the rest of the district the forest lands outside reserved forests should be left as unreserved lands and managed under rule 9 and a set of exceptions to rule 10 which were proposed. That letter was written under the impression that, in the localities where village forests under rule 7 might be constituted, they would comprise the whole of the forest or jungle lands outside reserved forests, *i.e.*, that in those localities there would be no unreserved lands other than village forest. At our meeting in October last, I learnt from you that your view of the intention of Government in constituting village forests was something different from this; and that you believed that Government intended village forests to be limited areas of good forest land which should be handed over to the villagers for communal use under communal management. This view is not stated by the Board or Government in the Proceedings under reference, and the Board of Revenue appear, on the other hand, to have adopted the suggestions propounded in my office letter, No. 3258, dated 2nd March 1886, as they stood, and Government approved the proposals generally.

4. The first question therefore which requires to be settled is whether in localities where village forests are formed they are to be formed on defined areas of good forest of limited extent or are to comprise the whole available waste outside reserved forests. On this point I request that you will obtain the definite orders of Government. My opinion is that, if village forests on the communal idea above referred to are constituted, they can be constituted only in limited areas and not in the whole area of waste available. The methods of management then which seem to be open are three—

- 1st.—To constitute as "village forest" limited areas managed under rules such as those now proposed, leaving the rest of the "land at the disposal of Government," other than reserved forests, under rule 9 with exceptions to rule 10.
- 2ndly.—To place all the land at the disposal of Government, except reserved forests, under village forest rules such as those now proposed.

3rdly—To have no such rules as those now proposed, but to place all the land at the disposal of Government, except reserved forests under rule 9 with exceptions to rule 10; in other words, to continue the present arrangement. In cases (1) and (2) rules for the management of village forests are required, and I submit a draft of such rules for approval. In cases (1) considerable areas and in case (3) the whole area of waste outside reserved forest will require management as unreserved lands under rule 9, and a set of exceptions to rule 10, such as have been already proposed. The draft notification of exceptions to rule 10 is again submitted with certain modifications which are discussed below.

5. The draft set of rules for village forests has been prepared on the supposition that it will apply to limited areas of communal forest only, but it can be applied to all areas outside reserved forests by a slight alteration in the wording of rule II. The rules are based in the main on the village forest rules which were sanctioned for the Nilgiri district in the Government Order embodied in the Board's Proceedings, Forest No. 234, dated 5th May 1886.

6. The rules begin with three sections declaring their purpose and scope. In rule II it is provided that the areas to which the rules apply (assumed to be limited and demarcated) shall be notified by the Collector in the forest sheet of the District Gazette. In rule III the persons to whom the privileges granted will extend are defined. Such privileges have hitherto been enjoyed by all ryots and inamdars in the villages to which the forests are accessible. The definition continues the privileges to such persons.

7. Rule IV is declaratory. It provides, among other things, for the disposal of surplus produce, e.g., minor forest produce, which cannot be enjoyed in common by the privileged persons. It is presumed that the correct method of disposing of the proceeds of such produce would be to utilize it for village improvements.

8. Rule V contains subsidiary regulations considered necessary for the working and maintenance of village forests. Clause (1) does not need comment. The regulations placed under clause (2) are such as seem practicable and suitable to the conditions of this district. Free permits are not likely to be often really issued free of charge by village officers, but it seems necessary to risk a certain amount of peculation on the part of those officers, in order to place some check on the destruction of the growing stock in the forest. In connection with the issue of free permits the question arises whether the quantity of green-wood which each privileged person may be allowed to remove annually should be fixed by rule, or whether the village officers issuing permits should be left to their own discretion in the matter subject to the check provided in clause (10). The latter course would appear preferable, for it would always be easy for village officers to wink at the removal of a larger quantity than might be allowed, even though they might on paper grant only the quantity sanctioned by the rules, and they would probably grant the maximum allowance to such of their friends as needed supplies of green-wood, irrespective of their actual requirements.

9. Clauses (3) to (8) do not appear to require comment, except to remark that under clauses (3) and (5) the privilege of collecting dead-wood and grass has been extended to all residents in the village, whether holding lands or not. Under clause (9), the power of settling disputes has been given to the tahsildar. The system of settlement by panchayet adopted in the Nilgiri rule does not appear suitable here; for it is feared that neither would the members of the village panchayets be sufficiently honest, nor would their decisions command sufficient respect to ensure its success.

10. Clause (10) deals with the responsibility of village magistrates who are placed in charge of village forests, and under clause (11) such village magistrates are warned of the risk they will run if they indulge in fraudulent practices. Some such provisions as these appear necessary to obviate some of the probable consequences of the free-permit system. The general punishment clause (11) is adopted from the Nilgiri rules. Clause (12) provides a form of permit, which is rather more complicated than that given in those rules.

11. I have endeavoured, as far as possible, to make these rules simple, but have found it no easy matter. If, however, the principle of forming communal village forests on limited areas is adhered to, I fear that it is only by such rules as these that we can hope to conserve them.

12. Coming now to unreserved lands, I submit again the draft of exceptions to rule 10 which was submitted with my office letter, No. 3258, dated 2nd March 1886, after making the modifications in it ordered by Government in regard to the free removal of wood for house building. In regard to this matter, however, I wish respectfully to submit that as the free cutting of wood for building purposes has not for two years, i.e., since the introduction of the rules under section 26, been permitted in this district (except when the houses of poor persons are destroyed by fire), it is hardly necessary to introduce it now. The charge for the wood of classes I, II and III of the new table of rates is not high, and any permission given to cut such wood free in large quantities for building will certainly tend to the rapid destruction of the growth on unreserved lands, and will give rise to numberless disputes and much abuse, to avoid which it might be necessary to have recourse again to the objectionable free-permit system which was abolished when the rules under section 26 were introduced. The continuance

of the present arrangement would not be felt as a hardship by the people; cases of real necessity might still be met by free grants made by the District Forest-officer or the Divisional officers.

13. In regard to the permission given in the draft to cut all shrubs for manure, it will be necessary should Government approve the proposal which has been submitted to them to prohibit the cutting of Tangedu leaves for manure to insert the words "other than the Tangedu (*Casias auriculata*) shrub" after the word "shrubs" in clause (b) of the notification.

14. I venture in conclusion to point out to the Board and Government that the proposed creation of communal village forests, though on the face of it a concession of privileges, will in reality prove a cause of much contention and dissatisfaction. Those who have influence in the villages concerned will, I am assured, hasten to utilize the concessions made to their own private advantage and to the destruction of the forest. It will be extremely difficult to lay down equitably which villages shall and which villages shall not share in any given village forest. It will not be possible in most cases to set apart a separate piece of forest for each village, and the villagers to whom the privileges are granted will be certain to quarrel among themselves continually regarding their use of the common forest. The difficulties in connection with the issue of free permits have been represented already. On the other hand, it would cause little or no disturbance to the public mind if all the forests or waste lands outside reserved forests were worked under rule 9 and the simple exceptions to rule 10 which were originally proposed, omitting the proposed concession of wood for house building. This would virtually be to continue existing arrangements, with the addition of the concession of the privilege of cutting trees of classes I and II for implements, &c. At present only trees of class III are cut free for such purposes.

15. In the hope that Government may be induced to adopt the suggestion made in the last paragraph or to leave the question of village forests for further consideration when the system there proposed has been tried and found wanting, I have modified clause (a) of the draft notification by making it apply to all unreserved and unoccupied lands which have not been formally notified as village forests, and have not attempted to define the particular areas to which the notification will or will not apply. The wording proposed will also be convenient if Government should decide that village forests (if constituted) shall be formed on limited areas.

16. I trust that you will find yourself able to support my proposals.

ENCLOSURE No. 2.

DRAFT rules for the management of village forests in Cuddapah district.

I. His Excellency the Governor in Council is pleased to issue the following rules for the management of village forests in Cuddapah district under rule 7 of the forest rules, published in the forest sheet of the *Cuddapah District Gazette* for December 1884.

II. They will be applied to such areas as may be from time to time constituted village forests by notification by the Collector in the forest sheet of the District Gazette.

III. Except as mentioned in sub-rules (3) and (5) below, the privileges given will be exercised only by ryots and inamdars, registered as holding lands in the villages to which each village forest is assigned, and as such liable to pay land revenue. The term "villagers" used below refers to such persons.

IV. The villagers must understand that they must take care of the village forest and ensure its maintenance, so that it may yield them a permanent supply of wood and other forest produce, and may be gradually improved. The wood and other produce of a village forest must not be sold or bartered, except under the special permission of the Collector, who will see that the proceeds are applied to village improvements. If by the action of the villagers or their neglect to replant or conserve the village forest the forest growth is completely cleared away, the privileges granted will, on notification by the Collector, be cancelled.

The following are the rules:—

(1) *Reserved trees*.—No reserved trees may be felled or lopped for manure without the special permission of the District Forest-officer. The following are reserved trees:—Teku, Srigandam, Jittegi or Pothu Patsari, Yegi, Sandanam, Yepi, Karaka, Chinta, Jalari or Chitta Jalari, Thamba, Ippa, Mamidi, Ponasa, Taki or Tumiki, Billu, Konda Tangedu and Kukudu.

(2) *Other trees*.—Green-wood of trees, other than reserved trees, may be cut free by villagers for domestic and agricultural purposes, and for building houses or cattle sheds; but for such wood free permits must be obtained from the village magistrates of one of the villages to which the forest is assigned. No sapplings (i.e., trees under 18 inches girth) of the trees named in classes 1 and 2 of the seigniorage list, published in the forest sheet for October 1886, may be cut on such permits. Wood cut on free permit must be taken for check to the village magistrate who issued the permit.

(3) *Dead-wood*.—Dead-wood of trees of all kinds, except reserved trees, may be cut or collected free and without permit by villagers and by all other persons resident in the villages to which the village forest is assigned.

(4) *Leaves*.—Leaves for manure may be cut by villagers free and without permit from all trees except reserved trees.

(5) *Grazing, &c.*—Bullocks and cows, buffaloes and sheep may be grazed free by villagers, and fodder grass and thatching grass may be cut free and without permit by villagers and all persons resident in the villages to which the village forest is assigned, but no goats may be grazed by any person.

(6) No person shall be allowed to cut more wood or to gather more fuel, grass, &c., than is required for his domestic use.

(7) No person shall sell any wood, fuel, grass, &c., cut or gathered in a village forest, except to persons entitled to cut or gather such wood, fuel, grass, &c., under these rules.

(8) Grazing may be stopped by order of the Collector in any village forest, if it should be necessary to do so for the purpose of protecting young trees or coppice. Such order shall be published in the District Gazette, and a copy thereof shall be posted at the village chavadi, or at some other conspicuous place in the village and shall come into force on a date to be fixed therein, not being less than one calendar month after publication as aforesaid. From and after such date no person shall graze any animals or permit any animals to be grazed in such village forest.

(9) All disputes among villagers and other persons regarding the produce of village forests and appeals against the refusal of village magistrates to grant permits under subsidiary rule (2) shall be settled by the tahsildar whose decision shall be final.

(10) The village magistrate of the village (or if there be more than one village, the village magistrates of the villages comprised in the group) to which the village forest is allotted will be held responsible for the proper conservancy of the village forest, and it will be his (or their) duty to report all breaches of these rules to the tahsildar. In issuing permits under subsidiary rule 2, village magistrates will be held responsible that the wood for which the permits are issued is not in excess of the quantity actually needed by the person to whom the permit is granted for his domestic use, and that wood removed and checked by them on removal from the village forest, is not in excess of that granted in the permit.

(11) Whoever contravenes any of the provisions contained in subsidiary rules 1, 2, 3, 4, 5, 6, 7 and 8 will be liable on conviction before a magistrate to be punished with imprisonment which may extend to one month, or fine which may extend to 100 rupees or both. Village magistrates who fraudulently issue permits contrary to the provisions of the last clause of subsidiary rule (10) or pass more wood than the quantity granted in the permit will be liable to prosecution under sections 166 or 409 of the Indian Penal Code.

(12) The following will be the form of permit to be issued under subsidiary rule (2) above:—

- (1) Serial number and date of permit.
- (2) To whom granted—
 - (a) Name.
 - (b) Father's name.
 - (c) Residence.
- (3) Name of village forest.
- (4) Description of trees and quantity of wood allowed to be cut.
- (5) Purpose for which cut.
- (6) Date of expiration.
- (7) Village where permit is to be checked.
- (8) Signature of officer issuing permit.

ENCLOSURE No. 3.

Draft Notification.

His Excellency the Governor in Council is pleased to notify that in the district of Cuddapah the following exceptions to rule 10 of the rules under section 28 of the Forest Act shall be in force in respect of all unreserved and unoccupied lands which may not be formally notified as village forest under rule 7 of those rules—

- (a) All persons may cut and remove free of charge dry firewood for their own domestic use, but not for sale nor for the manufacture of jaggery or indigo or the preparation of turmeric.
- (b) Cultivating ryots and inamdars may cut and remove free of charge the leaves of trees (other than reserved trees) and of shrubs and herbs for manure, and shrubs and small trees (other than reserved trees) for fencing their fields or for field platforms or stack platforms, and may also cut and remove free of charge the wood of trees (other than reserved trees) for the manufacture of such agricultural implements as they may require, and for building their own houses or cattle sheds, but not for sale or barter.

RESOLUTION—dated 28th March 1887, Forest No. 182.

Submitted to Government, in reference to G.O., dated 24th July 1886, No. 619.

2. The Collector proposes, in the place of special "village forests," which the Conservator rightly supposes were intended to be actual forests and not mere waste lands, and which the Collector in that aspect finds it difficult to create, that all unreserved and unoccupied lands outside "reserved forests" should be simply managed by the Collector under rule 9 of the general rules, and that the customary privileges which the villagers would otherwise expect to obtain from their "village forests" should be continued to them over these lands by the publication of a list of exceptions under rule 10. This will be simple and easy, he says, and it will in fact be a continuance of present arrangements; the Board, therefore, submit it for the approval of Government in substitution of previous orders on the subject. The list of exceptions, which will then require to be notified, forms enclosure No. 3 to the Collector's letter.

3. The Conservator at the same time begs that the Board will recommend Government to cancel their order (paragraph 1 of G.O., dated 24th July 1886, No. 619) that 450 square miles of proposed reserves should be given up; he shows by figures that so far as mere extent goes, the land can be spared, and so far as the tree growth on it is concerned, it may be taken for granted, the Board think, that such growth is likely to be more efficiently conserved if the forest be "reserved" than if it be "unreserved."

4. The Board have already pointed out in their Proceedings, dated 28th March 1887, Forest No. 181, that the mere act of reservation of itself is no hardship to the villagers, but that on the contrary—provided that definite provision is made in the working plan, which follows the reservation, for the continuance to the villagers under the necessary control of the customary privileges which they would enjoy if the land were not reserved—such reservation is an unmaxed benefit to them; for it preserves to them, unimpaired and in perpetuity, the timber and pasturage which without it and without the professional management which accompanies it, would most certainly in a few years be destroyed and lost to them.

5. Accepting, therefore, the fact that reservation of itself merely clears the way for more efficient management, and that after such reservation and with such management it is still more open to Government than it would be, before such reservation and without such management, to continue to the villagers the privileges which Government may deem it expedient to continue to them, the Board beg to support the Conservator's present recommendation that the 450 square miles now in question should be "reserved," and that the conveniences which Government evidently wish that the villages should continue to enjoy over them, should be definitely continued to them in the working plans, which after reservation it will be possible for the Conservator to frame; the arrangement then made will be the same as that which the Board proposed for the North Coimbatore forests in paragraph 9 of their Proceedings, dated 1st November 1886, Forest No. 597.

(True Copies and Extract.)

M. M. M. M. M.

Acting Sub-Secretary.

To the Secretary to Government, Revenue Department.

Copy to the Conservator of Forests, Northern Circle.
 " " Collector of Cuddapah.
 " " Conservator of Forests, Southern Circle.
 " " Examiner of Forest Accounts.

Exd. W. J. Lewis.

REVENUE DEPARTMENT.

1887.

Board of Revenue,

MADRAS.



Printed April th.

Recd 3

Enc

Proceedings, dated 28th March 1887,
Forest No. 182.

Submitting to Government, with remarks,
Cuddapah Collector's proposals regarding the
management of forest lands generally outside
reserved forests.

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BOARD OF REVENUE (LAND REVENUE), 14TH APRIL 1887, FOREST No. 218.

PROCEEDINGS OF THE BOARD OF REVENUE
(LAND REVENUE).

READ—the following letter from J. S. GAMBLE, Esq., Conservator of Forests, Northern Circle, to the Secretary to the Board of Revenue, dated Kurnool, 13th July 1886, No. 973:—

I have the honor to submit letter, No. 4, of the 26th February last, from the Collector of Kurnool relative to the question of the constitution of village forests in that district. This is the letter which was referred to in Board's Proceedings, No. 78, Routine, of the 12th June last, and in regard to which I asked permission of the Board to defer report till I should be able to confer with the Collector regarding parts of his letter with which I disagreed. My disagreement, I wish to say, was more due to my not having thoroughly understood his proposals than to any very great objection. I have now had the advantage of meeting Mr. Johnson and personally discussing the subject and hearing from him regarding matters which I had not quite understood.

2. In paragraph 3, the Collector distinguishes between the two main areas of land not as yet included in reserved forests. There are (1) the forest area outside village limits around the Nallamalais and lying between the village limits and the proposed reserved forest boundary, and (2) the waste lands elsewhere but within village limits. The Collector proposes that the whole of (1) and selected portions of (2) should be constituted "reserved lands" subject to certain restrictions enumerated in paragraph 7 which are shortly (1) limiting the number of cattle to be grazed by any one owner, (2) power to the Collector to close certain areas at will, (3) power to the Collector to forbid the exercise of privileges when necessary as a punishment, (4) restriction of the practice of barking trees. I may mention that, if I rightly understand the rules and the subsidiary orders which may shortly be expected to issue with the rates, he has already under them power to make all the restrictions alluded to with due consent of the Conservator. From paragraph 9, however, it would seem that the Collector refers in restriction (1) to *free* grazing and not grazing on payment, so that that restriction would require the alteration of rule 9 of the Rules under section 26.

3. If this could be done, or if an order can issue giving the Collector of Kurnool power to modify rule 9 so as to allow grazing to be either free or on payment at his discretion, I see no great objection to his proposals with the proviso, however, that out of the lands which he makes "reserved lands" the department shall be at liberty to select and constitute as "reserved forests" for a permanent forest estate such parts as it deems necessary. This will put the waste lands in a similar position to those of Bellary and the eastern and southern taluks of Cuddapah (and Anantapur also probably) as has already been arranged for those districts, with this exception that in those districts we should have "reserved forests" and "unreserved lands" only, while in Kurnool it would be "reserved forests" and "reserved lands" with a further extent of unreserved besides. There is no doubt but that most of the waste lands of Kurnool contain better growth than those of the other districts.

4. I think I should have preferred in modification of the Collector's scheme for the areas called (2) the waste lands in village limits to adopt the modified proposals made

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by Mr. Galton when Collector of Bellary and approved by the Board. It will be remembered (Board's Proceedings, No. ¹⁶⁹ Forest 30, of 21st January 1886) that Mr. Galton first proposed to divide the district into reserved lands and unreserved lands, and afterwards in view of the better control, greater latitude of authority, firmer position and other advantages offered by chapter II of the Forest Act, to make the reserved land areas reserved forests instead, and so have only two classes, reserved forests and unreserved lands. The area he proposed to make reserved forests was 100 acres per village, which would come to 246 square miles for 1,572 villages. In Kurnool, the area should be somewhat larger as much more land with fair scrub, if not forest, is available and the villages are, I think, larger in area. I should say one square mile per village ordinarily should be the rate, but the forests would be in blocks as intended in Bellary and the Cuddapah sub-division. The adoption of the "Bellary scheme" as a uniform system in the districts of Bellary and Anantapur, the western parts of Kurnool and the sub-division and western taluks of Cuddapah would, in my opinion, be an advantage and the reserved forests so formed, if fairly evenly scattered over the country, could be worked for village requirements chiefly and opened for light grazing whenever such could be done without too great damage. They will be the best possible fuel and fodder reserves, and being permanent Government could afford to fence them and spend more money in their reconstitution as forest. Grass cutting should, I think, be always free at present, at any rate as allowed in Muchukota, for it is useful to have the grass removed when it can be done without also removing the seedlings in order to lessen the danger of damage from fire. If this is done, I believe village forests, which would generally be only forests in name, would be unnecessary, and in this respect I agree with local officers in thinking that village forests are unsuited to the Deccan country.

5. The proposals of the Collector for a *settlement* of the grazing and especially for the better distinction between cultivator's cattle and shepherd's cattle are, I fear, somewhat impracticable practically, however right they may be theoretically. If the Collector can carry them out, I have no objection to offer to his arrangements.

6. The constitution of the "Terai" land referred to the western part of which is very well described by saying "the forest land between the boundary of village assessed lands in the Nandikotkur, Nandiyál and Sirvel taluks and the demarcation line of the Nallamalais reserved forest as reserved land" was always intended, and I recommend permission being given to the Collector to issue the necessary notification at once.

7. This letter having been shown to the Collector, he has added a note, which is included in original.

ENCLOSURE No. 1.

From E. C. JOHNSON, Esq., Acting Collector of Kurnool, to the Acting Conservator of Forests, Northern Circle, dated Kurnool, 26th February 1886, No. 4.

The Board of Revenue having approved and Government having sanctioned the scheme for forest and grazing reserves proposed by Mr. Galton for the Bellary district, I have the honor to submit proposals for this district, based on somewhat similar lines, and avoiding the necessity of setting apart and making over altogether to the villagers "village forests" under rule 7, a plan result in nothing but mischief.

2. When our forest reserves on the Nallamalais, Veligondas and Yerramalais are complete, their area will amount to some 2,000 square miles. The area of the Nallamalai "forest reserves" alone will be between 1,500 and 1,600 square miles. In the "reserved forests" no grazing will be permitted except on payment.* The greater part of these "reserved forests" were formerly open to free grazing, and considering the large area now reserved in curtailment of privileges hitherto enjoyed, I do not consider it advisable that any charges should be made for grazing elsewhere throughout the district except in the case of animals held not to be entitled to free grazing at all, which case I treat of in paragraphs 7 and 9.

* Or under rights recorded at settlement or conferred by Government as in the case of the Chentzus.
(Initialled) J. S. G.

BOARD OF REVENUE (LAND REVENUE), 14TH APRIL 1887, FOREST No. 218. 3

3. The area not comprised within the "reserved forests," which now forms the grazing ground of the district, may be roughly divided into two categories.

- (1) A strip of varying breadth along the edge of the Nallamalai and Veligonda hills between the boundary of the "reserved forests" and the limit of "surveyed lands." (The hills and adjoining "terai" were excluded from the revenue survey). These tracts afford excellent grazing, contain a good deal of fair timber, and have hitherto been open for grazing purposes to all comers.
- (2) The waste lands within the ordinary limits of villages, including large unsurveyed areas on the Yerramalais. The grazing on these is as a rule poor, the jungle, if any, little more than thorny scrub. The grazing on these is usually restricted to animals of the village within whose limits the lands lie; in cases where the extent is large, neighbouring villages share in the grazing.

4. The privileges which villagers have hitherto been accustomed to exercise free of charge on such lands are the following:—

Without permit.

- (1) Grazing without restriction.
- (2) Collecting and removing (in head-loads only) dead-wood as firing.
- (3) Collecting and removing for manure, leaves (of 4th-class trees only).
- (4) Cutting and removing thorns for fencing.
- (5) Do. and removing grass for thatching.
- (6) Taking leaves for plates.
- (7) Do. bark for fibre.
- (8) Collecting minor fruits.
- (9) Taking stone and earth for building.

On permit only.

10. Timber for agricultural instruments and for field watch platforms.

5. I consider it of the first importance that our arrangements, whatever they may be, should interfere as little as possible with the established customs of the district, and with privileges to which the people are attached, while at the same time reserving such powers as are necessary for the gradual improving of the lands over which the exercise of the privileges is permitted.

6. My proposal is that the whole of the "Terai"* (No. 1, paragraph 3) and selected portions of village waste be constituted "reserved lands" to be under the control of the Forest department, but within which the exercise of the admitted privileges of the villagers would be permitted with certain restrictions mentioned in the next paragraph. The selection of these areas was inaugurated by Mr. Glenney, and has been already roughly completed for the whole district. It still requires revision, which is gradually proceeding. The talukwar areas hitherto "provisionally selected" are shown in schedule A annexed.

7. The restrictions I propose are as follows:—

- (1) A limit to be placed to the number of animals to be grazed free as the property of one owner. (This matter is further discussed in paragraph 9).
- (2) Power to the Collector to close from time to time against all grazing an area not exceeding 20 per cent., and against browsing by goats and sheep, a further 20 per cent. of the reserved lands within the limits of any one village.
- (3) Power to the Collector to forbid the exercise of all or any privileges in cases where rules have been broken or privileges abused to the detriment of the reserves.
- (4) Privilege 7, paragraph 4 (taking bark for fibre) to be restricted to bark of creepers and of 4th-class timber, as this privilege is a very mischievous one, many valuable trees, especially "yepi" (*Hardwickia binata*) being destroyed for the sake of the bark.

8. The power to close a specified proportion of the reserved area in rotation will enable us to do something towards reforesting the district in general, and the Yerramalai hills in particular; the latter a work which I look upon as all important for climatic purposes. Any area after having been closed for about five years, or perhaps less, could be thrown open again without fear of deterioration, while its utility, both for timber and for grazing, would have been incalculably increased. A fresh area could then be closed in turn, and similarly improved. Meanwhile in any year of special need the closed areas would, of course, be thrown open. Should the Board of Revenue or Government consider that the proportions of 20 and 40 per cent. set down above are too high, they can be reduced; but I think this is inadvisable, as there is but little probability of the permitted maximum being in fact closed, owing largely to probable want of funds for fencing, &c. The power to close the reserves as a punitive measure is, I believe, in force in other Provinces and has been found to work well; it would be most useful, and I hope but seldom have to be resorted to.

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9. The question of placing a limit on the number of cattle, goats, &c., which one owner should be entitled to free pasturage for, and the defining of what classes are to be so entitled, is a very difficult one; but the difficulty is one which will have to be faced sooner or later, and the solution of which is not likely to be rendered easier by delay. To determine that each cultivator (whether of Government or inam land) should be allowed free grazing in proportion to the extent of his holding is a comparatively simple matter. I consider that one pair of ploughing cattle and one animal for milk for each putta, or when the holding exceeds 15 acres, for each 15 acres of holding, would be a fair allowance, slightly in excess of average requirements. The difficulty is with respect to Lambadis, cowherds, shepherds and others who keep cattle, &c., without contributing anything to land revenue. In these cases I should be inclined to absolutely limit the privileges within existing bounds and to cases of established long standing custom making a "record of rights" for each village, requiring payment for the grazing of any increase of stock in the future, and taking advantage of all lapses of title. I do not think that these classes deserve any special consideration, and do not see why when a ryot pays full assessment for what he cultivates, a shepherd should be entitled to the grazing of reserved lands for nothing. It must not be forgotten that there will remain a very large area of waste which we do not propose to reserve, over which grazing and privilege now exercised will be absolutely unrestricted. The formation of a record, such as I suggest, would not be a matter of any great difficulty, but would necessarily take some time: supposing my proposals to be sanctioned at an early date, and the Divisional officers to be entrusted with the settlement, I think the definite selection of areas for reserve and the "record of right" could be completed by the end of fasli 1296.

Vide No. 5 of 27th February 1886.

10. My District Forest-officer, Mr. Sim, considers my proposals too liberal to the non-cultivating classes, and thinks that, regardless of the number now being grazed, a limit should be arbitrarily fixed per house. I do not see my way in principle to halting anywhere between refusal to recognize any claim by these classes and admitting all existing and established privilege. In the case of cultivators, I propose an arbitrary limit, because I believe that it will cause no hardship, while it will save a vast amount of inquiry and record. Any arbitrary limit in case of others could not but involve much hardship. The restrictions imposed on them by my proposal would take effect very gradually, except in the case of Lambadis and others whose exercise of privilege was but of recent date, and would not involve much immediate hardship; while in the long run it would bring most animals not owned by cultivators to pay for their grazing on reserved lands.

11. It will be time enough to propose rates for grazing charges after my other proposals have been disposed of.

12. The scheme which I put forward seems to me to have the advantage of combining a minimum of interference with vested privileges of the people and an effective power of control over the more valuable part of the grazing lands. That power it is intended to exercise in such a manner as to benefit the villagers; and I hope that it will not be long ere they recognize the fact and render us willing assistance; nor do I think that, as long as the Collector remains the head of the Forest Department in his district, there is any fear of such power being wrested to their disadvantage.

13. Should you consider these proposals feasible, and be able to concur with me on the subject, I request that you will forward them to the Board of Revenue with as little delay as possible and give them the benefit of your support.

Schedule A.

Taluk.	Number of Government villages in the taluk.	Total area of taluk in acres.	Number of villages from which lands have been previously selected as reserved lands.	Areas so taken in acres.
Nandyál ...	107	328,938	88	38,468
Nandikótkur ...	110	510,828	95	54,866
Sirvel ...	89	272,560	86	42,066
Cumbum ...	77	339,313	52	32,185
Márkápúr ...	67	367,449	62	50,344
Rámallakót ...	110	506,198	82	89,883
Pattikonda ...	109	680,000	95	80,074
Koilkuntla ...	86	337,492	20	76,508
Total ...	755	3,342,778	580	464,329

BOARD OF REVENUE (LAND REVENUE), 14TH APRIL 1887, FOREST No. 218. 5

ENCLOSURE No. 2.

Memorandum to accompany Conservator's letter of 13th July 1886.

My objection to the constitution of reserved forests only, as proposed by the Conservator is that there is a very much larger area of land available which will furnish useful reserves for fuel, fodder, &c., and which will benefit by conservancy, than he is prepared to take up as reserved forests. There is no reason why any part of the "reserved lands" should not be subsequently transferred to "reserved forest" should such a course be found advisable.

2. If paragraph 9 of the rules under section 26 can be modified, so as to give the Collector the option of permitting free grazing, my proposals can be very much simplified, as under the rules with that one alteration the Collector will have all the powers I have proposed to take. What a Forest-officer has the discretion to allow in reserved forest (free grazing in reserved forest the Conservator gives me to understand is not barred by either law or rule) it may surely be permitted to the Collector to allow in "reserved lands."

3. The settlement of grazing rights which I have proposed would no doubt be a matter of considerable labor, and I must admit that it is questionable whether the gain would be proportionate. Should the Board be of opinion that it would not, a discretion vested in the Collector to permit or forbid free grazing in "reserved lands" (as proposed in paragraph 2) would give all the necessary power to that officer to refuse free grazing to Brinjari, Lambadis and others whom he might consider not entitled to it.

(Signed) E. C. JOHNSON,
Collector.

KURNOOL,
16th July 1886.

RESOLUTION—dated 14th April 1887, Forest No. 218.

Submitted to Government, in reference to paragraph 5 of G.O., dated 14th July 1885, No. 817.

2. The Board would prefer for Kurnool the same arrangements as in their Proceedings, dated 28th March 1887, Forest No. 182, they have proposed for the adjoining district of Cuddapah, that is to say, that the lands, which the Collector in his letter proposes to make "reserved lands" should continue as "unreserved lands," and that they should be managed by the Collector under rule 9 of the general rules, the privileges, which the Collector enumerates in his paragraph 4, being continued to the villagers as exceptions under rule 10.

3. It must be remembered, however, that these lands, though unreserved, will yet be the equivalent of "village forests" throughout the district, and they should therefore be entered as such in the village diglots, and not be given out for cultivation without the Collector's permission; and, further, should the Collector and Conservator think it necessary in the future to constitute any portion of them "reserved forests," they should be permitted and indeed encouraged to do so, on the express understanding, of course, that, in the working plans which will follow such reservation, due provision for the continuance of the exercise of the ryots' privileges, subject to the control of the Collector, shall be distinctly made. With this power of more complete reservation to fall back upon, in case of necessity, the restrictions enumerated by the Collector in his paragraph 7, and the somewhat complicated cattle census, referred to in his paragraph 9, will probably not be found necessary.

4. The Board, therefore, submit the following draft notification for the approval of Government and for publication:—

NOTIFICATION.

Under rule 10 of the rules framed under section 23 of the Forest Act, the Governor in Council is pleased to notify that the exercise of the following privileges is permitted free on all

6 BOARD OF REVENUE (LAND REVENUE), 14TH APRIL 1887, FOREST No. 218.

unoccupied and unreserved lands, in the district of Kurnool, for *bond fide* home use only, and not for sale or barter :—

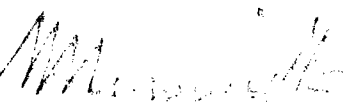
Without permit.

- Grazing.
- * Collecting and removing dead-wood, in head-loads only, as fuel.
- Collecting and removing for manure, leaves of 4th-class trees.
- Cutting and removing thorns for fencing.
- Cutting and removing grass for thatching.
- Taking leaves for plates.
- Taking the bark of creepers for fibre.
- Collecting minor fruits.
- Taking stone and earth for building.

With free permit.

- Cutting and removing timber for agricultural purposes.
- Cutting and removing timber for field watch platforms.

(True Copies and Extract.)



Acting Secretary.

To the Secretary to Government, Revenue Department.

Copy to the Conservator of Forests, Northern Circle.

" " Collector of Kurnool.

" " Conservator of Forests, Southern Circle.

" " Examiner of Forest Accounts.

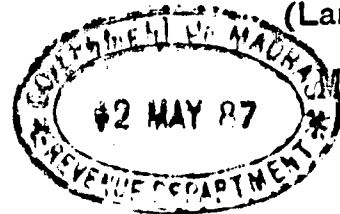
Exd. J. Henricus.

REVENUE DEPARTMENT

1887.

Board of Revenue

(Land Revenue),



MADRAS.

Printed April th.
22 May.

Proceedings, dated 14th April 1887,
Forest No. 218.

Submitting to Government, with remarks,
proposals for the constitution of village forests
in the Kurnool district and a draft notification
for approval and publication under rule 10 of
the rules framed under section 26 of the
Forest Act.

BOARD OF REVENUE (LAND REVENUE), 27TH APRIL 1887, FOREST. No. 235.

PROCEEDINGS OF THE BOARD OF REVENUE
(LAND REVENUE).

READ—the following papers:—

Ganjam	...	From the Conservator of Forests, Northern Circle, dated 18th April 1886, No. 238.
Vizagapatam	...	From the Collector, dated 30th June 1886, Forest No. 280.
Godavari	...	Board's Proceedings, dated 28th April 1886, Forest No. 130 (Mis.).
Kistna	...	20th May 1886, Forest No. 177 (Mis.).
Nellore	...	18th March 1886, No. 1049 (Routine).
Kurnool	...	4th May 1886, Forest No. 142 (Mis.).
Cuddapah	...	14th April 1887, Forest No. 218.
Bellary	...	31st March 1886, No. 799.
Anantapur	...	28th " 1887, Forest No. 182.
Nigiris	...	21st January 1886, No. 169.
Chingleput	...	5th March 1886, No. 1748 (Mis.).
North Arcot	...	From the Collector, dated 5th September 1885, No. 239.
South Arcot	...	Board's Proceedings, dated 28th April 1886, Forest No. 132 (Mis.).
Tanjore	...	G.O., dated 24th March 1887, No. 323, Revenue.
Trichinopoly	...	From the Conservator of Forests, Southern Circle, dated 20th April 1886, No. 175.
Madura	...	Board's Proceedings, dated 29th April 1886, Forest No. 219.
Tinnevely	...	From the Conservator of Forests, Southern Circle, dated 14th November 1885, No. 1739.
Salem	...	Board's Proceedings, dated 19th November 1886, Forest No. 631.
Coimbatore	...	" 28th April 1886, Forest No. 131 (Mis.).
Malabar	...	" 20th March 1886, No. 670.
South Canara	...	" 8th June 1886, Forest No. 310.
	...	" 24th November 1886, Forest No. 640.
	...	" 21st June 1886, Forest No. 252 (Mis.).
	...	From the Conservator of Forests, Southern Circle, dated 28th January 1886, No. 2178.
	...	Board's Proceedings, dated 8th March 1886, No. 922 (Routine).

RESOLUTION—dated 27th April 1887, Forest No. 235.

The above file of replies will be submitted to Government. They relate to the formation of village forests. For facility of reference a précis is subjoined.

Ganjam.—The Collector considers that the selection of village forests must lie over, pending the settlement of reserved forests. The Conservator, Northern Circle, agrees with the Collector, but states that an area of forest land has been left round most villages between the village cultivation and the forest boundary. He considers that once reservation of forests is completed, village forests can be set apart, but that it will be a work of time. Meanwhile, he suggests that free grazing and materials be allowed on all forest land.

Vizagapatam.—The Collector thinks that the village reserves contemplated may be completed by the end of June 1886. The Conservator thinks their selection must await the selection and demarcation of reserved forests.

Godavari.—The Collector does not think his divisional officers will be able to complete the selection of village forests before the end of 1886-87. The Conservator thinks village forests unnecessary in the Bhadrachalam taluk. In Rajahmundry and Peddapuram he recommends their being set apart by the Revenue department. In Tuni, village forests may be selected after the reservation of forests is complete. In the other taluks he thinks that if the Revenue department could prepare a schedule of lands available for forest purposes, it would be easy to say if any are required for reserves and apportion the rest to the villagers.

Kistna.—Owing to the death of Mr. Boileau and the delay in appointing his successor, nothing was done in connection with village forests up to the date of the Collector's letter, and though further report was promised, none has yet been received.

Nellore.—The Collector says that the District Forest-officer's proposals for forming village forests will be submitted along with his proposals for forming reserved forests and reserved lands. No such proposals, however, have been yet submitted, though the proposals relating to reserved forests have been received.

Cuddapah.—The Collector expresses a hope that the settlement of village forests may be completed before the end of 1886. At the same time he proposes the adoption of a scheme somewhat similar to that approved by Government for the Bellary district. The Board disposed of the Collector's letter in their Proceedings of 31st March 1886, No. ⁷⁹⁹ Forest 155, which was submitted to Government. He subsequently submitted a further report which the Board disposed of in their Proceedings of 28th March 1887, Forest No. 182, and also submitted to Government. In this report he proposes to throw open about 450 square miles of proposed reserved forests for the exercise of the villagers' customary privileges, though still retaining them as reserved.

Bellary.—The Collector suggests an alternative scheme of leaving such an extent of unreserved land, outside the reserved forests and fuel and fodder reserves, for the free use of villagers as will render the formation of village forests unnecessary. His proposals were strongly supported by the Conservator and Board, and were approved by Government in G.O. of 5th January 1886, No. 3, Revenue Department. This arrangement is known as the "Bellary scheme."

Kurnool.—The Collector makes proposals which the Board have reviewed in their Proceedings of 14th April 1887, Forest No. 218, and submitted to Government. The proposals are somewhat similar to the Bellary scheme, but the Board suggest a plan similar to that approved by them for Cuddapah in their Proceedings, No. 182, dated 28th March 1887.

Anantapur.—In February 1886 the Collector promised to submit full proposals relative to village forests, but up to date no further report has been received.

North Arcot.—The Collector submitted a report in June 1886, in which he proposed the adoption of the Bellary scheme for his district. Subsequently the Conservator, in consultation with the Collector, proposed to reduce largely the areas of proposed reserved forests, the "Bellary scheme" principles being brought into force outside them. The Government approved this arrangement in G.O. of 24th March 1887, No. 323.

Chingleput.—The Collector states that the formation of village forests would be a work of time, and recommends the adoption of the Bellary scheme. The Conservator agrees, but points out that in Chingleput areas of jungle for free grazing and wood-cutting were allotted for villages and are now very denuded. To carry out the plan of setting aside village forests in all villages would be, he says, a Herculean task and take years to carry into effect.

South Arcot.—The Collector thinks it would take five years to carry out the Government scheme of village forests throughout the district, and therefore proposes, as an alternative, the adoption of the Bellary scheme, as the cutting up of the existing woodlands into village reserves would in a few years result in the denudation of the greater part of the district. If the formation of village forests is still insisted on, the Collector begs for definite instructions on certain points. The Conservator, Southern Circle, concurs generally with the Collector.

Tanjore.—The Collector proposes to adopt the Conservator's suggestion that the Bellary scheme should be introduced into the district instead of attempting to carry out the Government plan of forming a village forest in every village.

Trichinopoly.—The Collector recommends the adoption of the Bellary scheme. The Conservator concurs and thinks it impracticable at present to set aside areas for village use under rule 7 of the Forest rules.

Ma ura.—In his letter of 22nd November 1885, No. 682, the Collector thought the village reserves in his district might be completed in six taluks by the 1st July 1886, but from his letter of 28th August 1886, No. 410 (printed in Board's Proceedings of 19th November 1886, Forest No. 631), he seems to have found the task a much more difficult one than he thought, and accordingly proposed to push on with the constitution of reserved forests and to defer setting aside areas for particular villages from the unreserved lands in the district, meanwhile leaving such lands free for the exercise of customary privileges. This scheme was approved by the Board in the Board's Proceedings above quoted.

Tinnevely.—The Collector says there is no woodland which can be made into village forests except the forest lands already notified as proposed reserved forests and reserved lands, in all of which, however, arrangements will be made for grazing free or on payment of fees; while as to fuel, the circumstances of the district, which provide abundance of palmyra leaves and cotton and cholum stalks, render it unnecessary to form village reserves for fuel as in other districts. He considers the Bellary scheme most suitable for the district.

Salem.—The Collector in his letter of 27th February 1886, No. 4768, printed in Board's Proceedings, dated 20th March 1886, No. ⁶⁷⁰ Forest 119, recommends the adoption of the Bellary scheme for his district, and says he is arranging certain free privileges for the people in unreserved lands, and in his subsequent letter states what these are. The Board approved the Collector's arrangements as a temporary measure (Board's Proceedings of 8th June 1886, Forest No. 310), but the Government in G.O. of 21st October 1886, No. 6324, Revenue Department, ordered some of the rules drafted by the Collector to be cancelled and expressed disapproval of the multiplication of special rules for Salem.

Coimbatore.—The Collector considers that for villages in the plains and away from the hills in his district no village reserves are needed. In the north-western taluks they may be formed concurrently with the settlement of the reserved forests, while as regards the villages near the Anaimalais, they long ago lost their rights of free grazing. The Board in subsequent Proceedings (dated 1st November 1886, Forest No. 597) have made other proposals for North Coimbatore similar to those made for Kurnool and Cuddapah.

Nilgiris.—Writing on the 5th September 1885, the Collector reported that the selection of the village forests in Merkunád had already been completed, and that of the forests in Paranginád would be completed in a few days. Since then the Board believe the selection of village forests throughout the plateau has been finished.

Malabar.—The Conservator states that village forests are not required in Malabar as there are few villages and land is for the most part private property.

The Collector thinks it would take three years to carry out the selection and demarcation of village reserves in the district. In Wynad it would proceed *pari passu* with the settlement of the land revenue. In Palghat and Wálayár such forests are not required, nor at Nilambúr. In Walawanád, if any are required, he thinks they can be selected in a fortnight or three weeks. The heavy work of selection would apparently be in the rest of the district.

South Canara.—This district has forest rules of its own, so that rule 7 of the general Forest rules does not apply to that district and village forests are not required there.

2. The Board regret the great delay which has occurred in submitting these papers to Government, but they wished to send them up in a complete form. This,

however, they are not, even now, able to do, as the final reports from two or three districts have not been received. To avoid further delay, however, they submit them as they are.

3. From the above papers the Government will see how little Collectors generally have been able to do to give effect to the Government scheme, not from any desire not to carry it out, but from its impracticable nature. The Board therefore think that the only chance of meeting the wishes of Government is to make a new departure, by classifying lands into only two classes for forest purposes, viz., (1) reserved forests and (2) unreserved lands. Under the former head would come lands notified as "proposed reserved forests," and during the process of settling these they might be regarded as "reserved lands" to which modified rules under section 26 of the Forest Act should apply. All other waste lands (not private property) would then come under the classification of "unreserved lands," and over these the customary privileges of the villagers would be maintained intact. In point of fact at the present moment no villagers have any right or title to any more free forest privileges than they can obtain within the limits of their own village, so that an arrangement of the above kind would give them all that it is possible to give with due regard to the rights and privileges of others.

4. The conservancy of large blocks of jungle, wherever they can be found, is still, in the interests of the villagers of the villages where they may exist, a matter of the first importance, but the Board are satisfied that for such a purpose the village is far too small an unit to be of any use, and that the taluk should be taken instead and large blocks of what have lately been called "fuel and fodder reserves" (but what should in future be simply "reserved forests") formed, so as to provide an average area of about 100 acres of forest for each village in the taluk. This scheme was sketched by the Board in their Proceedings of 14th June 1883, No. 1722, and the Board think that nothing better can be devised, either for the purpose of giving effect to the wishes of Government or of securing to the people those privileges which are of so much value and prolonging their enjoyment.

(A true Copy and Extract.)

W. H. Smith
Acting Secretary.

To the Secretary to Government, Revenue Department,
with a file of papers (to be returned).

Copy to the Conservator of Forests, Southern Circle.
" to all Collectors, except Madras.
" to the Conservator of Forests, Northern Circle.
" " Examiner of Forest Accounts.

Exd. J. Henrious.

REVENUE DEPARTMENT

1887.

Board of Revenue

(Land Revenue)

MADRAS.



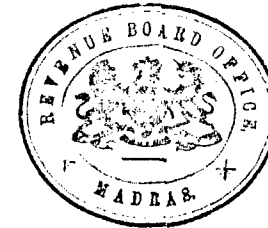
Printed June th.

1887-

Exc: 1 file

Proceedings, dated 27th April 1887,
Forest No. 235.

Submitting to Government, with remarks,
file of replies received from Collector's, &c., on
the subject of formation of village forests, and
recommending the adoption of the scheme
sketched by the Board in their Proceedings,
dated 14th June 1883, No. 1722.



Proceedings of the Board of Revenue
(Land Revenue),

Dated 26th April 1887.

Forest No. 235.

READ the following letter from the Conservator of Forests, Northern
Circar, to the Secretary to the Board in the Depart-
ment of Land Revenue, dated 6th April 1887,
No. 79.

In reply to the orders conveyed in G.O. No. 2838 of
12th May 1886, (Board's Proceedings of 36 Routine of 5th
April 1887) calling for my opinion in reference to the
question of the alteration of the Forest Rules under
Section 26 proposed by the Board of Revenue in Re-
solution No. 46 of 31st January 1887, I have
the honor to submit the following:—

2. The Board and Government are, I think, aware
that I have never believed that the present Rules were
suitable ones. I have always considered them much
too intricate and have never thought that they would
be

be found capable of full introduction, certainly not in all Districts. And I have from the beginning avowed my preference for local rules which could be made to suit the varying requirements of the different Districts of this Presidency. I believe that local rules are just as much wanted for Buddapah or Hyderabad as they are for South Kanara and I can only hope that eventually we shall ^{come} either to purely local rules, or to rules at any rate for groups of Districts of similar character.

3. What I consider has been the mistake in respect to rules is that we were not ready for such elaborate arrangements, and we are somewhat in ignorance of their definitions. For instance, who is there who fully understands what is a 'fuel and fodder reserve'? Have I not recently had to report a difference of opinion between myself and the collector of Buddapah as to what was a 'Village Forest' and ask for a ruling?

4. The joint report on Forest Legislation of June

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June 10, 1882 in paras 23 to 28 fully treats of the subject of the rules under section 26, and deserves to be again studied at the present moment. The chief point of it is the advice that while the selection and settlement of Reserved Forests was in progress, the lands from which selection should be made should be secured against alienation and too great damage. It was in view of this and of the further recommendation near the end of para 26 that 'full allowance should be made for diversity of local circumstances' that I submitted in 1883 with the full concurrence of the Collectors concerned the drafts of simple rules for the best Districts which the Board refused to accept and characterized as bad.

5. I believe that had these Rules been accepted everything would have gone quite smoothly until the time came when after the completion of the settlement of Reserved Forests we were able to take stock of what remained and make ~~more~~ detailed provision for its management.

6. As the Board would not accept my proposals the only thing to do was to try and accept theirs and I have only now to express the opinion that as we may hope that in 2 or 3 years time at latest the settlement and demarcation of the Reserved Forests will be completed, we had much better try and continue to work under the present rules till that time comes and then, with full information before us of what lands there are which require legislation under Section 26 and their real requirements, frame such rules as will really prove suitable.

7. The present rules provide for various categories of forest land which may thus be classified.

1. Reserved Lands including

(a) Fuel and fodder Reserves

(b) grazing grounds

(c) Areas under special fire protection

(d) lands not specially under rule 8.

2. Unreserved Lands including

(a) Village forests under Rule 7.

Speaking

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Speaking for my own circle so far we have only got.

1. Reserved Lands - the proposed Reserved Forests and a few, very few additional areas

2. Village Forests

But surely it does not follow that because the Rules authorize Collectors to make 'grazing grounds' or 'Village forests' that therefore they must make them. If they find they are not required all they have to do is to let them alone. And this would be done were it not that orders of Government insist on their universal formation.

8. In the rules appended to their Resolution D. 46 of 3rd January 1887 which have not however been communicated to me officially, the Board proposed, I understand, to abolish Rule 7. I think certainly that this would be an unnecessarily drastic remedy for the failure to establish village forests in some Districts. As is known we have made Village Forests in the Nilgiris. I fully believe in the possibility of making them in Mallore and Buddepar and

8.0 341
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and perhaps in other selected places but that they can be made straight off in all Districts even under the strongest and strictest orders of Government I do not believe. If Messrs Vincent and Higgins were remaining in India this year and had fully completed the definite selection and demarcation of Reserved Forest, I feel sure that they would be able to select and hand over, not by any means to all, but to some of the villages, good pieces of forest land for 'Village Forest'. In the Northern Circars the forests lie chiefly in the interior in the hill country and besides the needs are not so pressing. In Muzool I think Mr. Hooper could find it fully possible to give the villages fairly good pieces and so on. But whatever is done can only be done by degrees in places where forest really can be got and where competent officers are available to do this selection. Then too the speedy completion of the work depends a great deal on the position of affairs as regards revenue settlement and survey. In Kilgish where

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where a new revenue settlement had just been completed and new village maps and registers published it was easy to define areas. But in other Districts where the maps and records are often very difficult to work with it is not so easy.

9. The first work to do is to settle and demarcate the Reserved Forests; when that is done the next thing is to take stock of the rest: see if the village forests can be constituted and set apart Reserved Lands if any such seem called for. In the meantime my own opinion is that we had much better not meddle with the vague category of lands outside Reserved Forests but leave them as Unreserved Lands. To put my meaning more clearly the order of procedure I advise is; —

- (1) To select, settle and demarcate the Reserved Forests, keeping the areas selected as 'Reserved Lands' and the areas outside 'Unreserved Lands' till it is done, District by District.
- (2) To set apart in the forest land remaining

Godavari. The forests already selected for reservation lie chiefly in the hill country and as in Mysore there is a good deal of forest land outside which is good but mostly wanted for extension of cultivation. I see no need whatever for village forests and I advise that the Department restrict itself to the management of the Reserved Forests and let the rest of the forest area remain as unreserved Land, as described for Mysore.

Kistna. In the Kistna District the Reserved Forests, mostly old jungle Conservancy Reserves, occupy a larger proportion of the forest area than in some other Districts but the grazing is regularly sold by auction. I think there is no need for anything outside the 'Reserved Forests' except 'unreserved Land'.

Vellore. The selection of Reserves has been carefully made. I think that much, if not most of the village forest land left, should be made

Village

on 8.10.1886

8.10.1886

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'Village Forest', and I know of no areas which will usefully be made 'Reserved Lands'.

Buddapah. My recent proposals which have met with the Board's approval (Proceedings No. 461 of 30th August 1886) explain my views thoroughly. When the Reserved Forests have been settled selection should be made from the rest of 'Village Forests', then of 'Reserved Lands' if any can be got and the rest should be left as 'unreserved Land'.

Kurnool. The same procedure should be adopted as for Buddapah, I think the strip at the foot of the Western Nallamalais may perhaps be made 'Reserved Land' till wanted for cultivation.

Bellary. At Bellary it has already been settled that the land outside the Reserved Forests should be left as 'unreserved Land' (Board's Proceedings No. 169 of 21st January 1886)

Anantapur. The same should be done, except

except that possibly in the eastern side near
Pondicherry and Bunkapatam some few villages
may have 'village forest' assigned to them.

Resolution:

Submitted to Government with
reference to G. O. of 30th March 1889, No. 341.

2. The only remark which the Board feel
called on to make has reference to Mr. Gamble's
proposal in Para 9 of his letter that Reserved Forests
after settlement, and perhaps Reserved lands, should
remain under the control of the Department, by
which expression the Board understand Mr. Gamble
to mean executive and administrative control.

3. The Forest policy of the Madras Govern-
ment, as based on the report of the Forest
Commission of 1882 and on the proposals of Dr.
Brandis, and as embodied in the Forest Code, is
that the Forest Revenue is a branch of Land
Revenue

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Revenue, that the Collector is, as the head of
his District, responsible for the executive manage-
ment of the forests in it, his Forest Assistant
being called the District Forest Officer and
that the duties of the Conservators are purely
those of inspection and advice and of control in
matters of finance and establishment, but not
in any way either executive or administrative. This
position both Conservators appear to dislike and
it seems to the Board from certain expressions
lately used by them in official correspondence
such as the above expression of Mr. Gamble's, and
a complaint of Colonel Walker that he is not the
real head of the Department, that they are
striving to acquire for the Forest Officers of
Government a separate position as a Department
independent of the Revenue Department, and that
after getting all the reserved forests throughout
the country settled by Revenue officers, and for
the most part at the cost of the Land Revenue
Department.

Department, they should themselves confine their attention almost entirely to those Forests, which they wish to keep under their executive and administrative control, free from which all interference on the part of the Collector, and further that all the trouble and cost of collecting the bulk of the forest revenue from such forest produce on reserved and unreserved lands in villages all over the country, shall continue to be borne, as at present, by the Land Revenue establishments while all that revenue is to be credited to Forests. The point has been fairly raised by Mr. Gamble in connection with the reserve near Coonoor and the Board have expressed their opinion on it in B. P. of 25th March 1887, Forest C. No 2784. 1881.

3. The Board protest strongly against any such position being sanctioned by Government. The object of reserving forests, (apart from the influence of the reservation on the water supply of streams), is to give the people more and

and better timber, fuel and grazing, not that they should be excluded rigidly and at the fancy of a forest officer from the forests, and the end in view can only be attained by acknowledging the Collector's supremacy over all descriptions of Forests in his District in the most absolute manner. It is in the working of the Forests an a system that the experience and advice of the Conservators will come so usefully, but it is most essential that the true position of the Forest Department, as a branch of the Revenue Department, should be clearly defined and maintained and that Conservators should not be permitted to assume executive or administrative functions in respect of any description of Forests or forest land.
(A true copy extract)

M. M. M. M. M.
Acting Secretary

By The Secretary of Government,
Revenue Department.

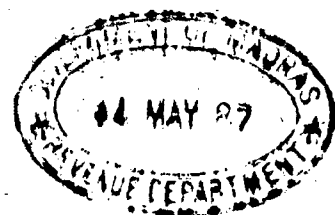
Revenue 1887. Deptt.
Board of Revenue.
MADRAS.

(Land Revenue).

10 34 64

To

The Secretary to Government,
Revenue Department



14 May.

Proceedings, dated 26th April 1887.
No. 233.

Subject.

Subm. to Government, with
remarks, Mr. Gamble's views on
the subject of the constitution &
formation of Village Forests under
rule 7. and amendment of
certain rules under sec. 26 of the
Forest Act; and stating that it
is most essential that the true
position of the Forest Depart-
ment as a branch of the Revenue
Department, should be clearly
defined and maintained.

BOARD OF REVENUE (LAND REVENUE), 15TH APRIL 1889, FOREST No. 218.

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PROCEEDINGS OF THE BOARD OF REVENUE
(LAND REVENUE).

W. S. WHITESIDE, Esq., C.S.

READ—the following letter from C. KOUGH, Esq., Collector of Kurnool, to the
Secretary to the Commissioners of Land Revenue, through the Conservator
of Forests, Northern Circle, dated Kurnool, 5th September 1888, No. 2842:—

With reference to paragraph 3 of G.O., No. 51, Revenue, dated 16th January
1888, embodied in Board's Proceedings, No. 278, dated 6th June current, I have the
honor to report that 1,677 square miles of the Nallamalais and Veligondas or 28.0 per
cent. of the total area of the district is already under the management of the Forest
Department.

2. Forty square miles of the Yerramalais have also been selected and notified under
section 4 of the Forest Act (*vide* G.O., No. 184, Revenue, dated 2nd March 1888,
embodied in Board's Proceedings, No. 154, dated 28th idem).

Proposals for the reservation of another 60 square miles of the same hills will
soon be submitted.

3. I, therefore, beg to state that an area sufficient for the requirements of the
district has been brought under the control of the Forest Department.

Endorsement by A. W. PEET, Esq., Acting Conservator of Forests, Northern
Circle, dated Rayachoti, 14th September 1888, No. 1398.

Forwarded.

Reference on the above, dated 2nd October 1888.

Collectors were asked, in paragraph 6 of Board's Proceedings, dated 6th June 1888,
No. 278, to associate the question of reserved forests with that of reserved lands and
village forests and to suggest some more or less complete scheme of forest organization
for their districts.

2. The Collector of Kurnool has, however, reported only on the extent of lands
under the control of the Forest Department and has omitted all reference to the other
questions.

3. It should be stated if the 1,777 square miles now referred to includes the
"terai" and village waste, mentioned at the top of page 3 of Board's Proceedings,
dated 14th April 1887, Forest No. 218: if not, the forest area of the district will
consist of the hill ranges, the terai, and the village waste and the Collector should
report how he proposes to deal with these three areas: in the Board's Proceedings
quoted, it was proposed that the hill ranges should be under strictly professional

management, while the other two areas should be simply protected from the plough and left open to the exercise of free privileges. The Collector should report if he wishes to propose any change.

(Signed) H. A. SIM,
Acting Secretary.

To the Collector of Kurnool.

Copy to the Conservator of Forests, Northern Circle.

READ—the following letter from C. KOUGH, Esq., Collector of Kurnool, to the Secretary to the Commissioners of Land Revenue, dated Kurnool, 21st December 1888, No. 3769:—

I have the honor to reply to Board's Reference on Forest Register No. 1422, dated 2nd October 1888.

2. The area of 1,777 square miles referred to in my letter, No. 2842, dated 5th September 1888, does not include the "terai" and village waste mentioned at the top of page 3 of Board's Proceedings, dated 14th April 1887, Forest No. 218.

3. As surmised by the Board the forest area of the district consists of hill ranges reserved (1,777 square miles), (2) "terai" and small hills or slopes of hills lying outside the reserve (about 500 square miles), and (3) village waste (700 square miles).

4. The hill ranges including the "terai" are now under professional management and as the final notifications of our forest reserves have not as yet been published, no difference is at present observed between the "terai" and the hill ranges. Instructions of the Board conveyed in paragraph 3 of the Board's Proceedings quoted above with regard to the prohibition of cultivation in the (3) village waste are generally carried out.

5. As orders of Government on the Board's Resolution of 14th April 1887, No. 218, are awaited, I do not think that there is any necessity on my part to propose a change now, unless the Board mean, by the last sentence of the Board's Reference under reply, that I should do so in supersession of those submitted by Mr. Johnson in his letter, No. 4, dated 26th February 1886, printed in Board's Proceedings above quoted.

Reference on the above, dated 29th January 1889.

The two letters from Mr. Kough on the subject of bringing an additional area of his district under forest control will be referred to Mr. Gamble for the favor of an early expression of his opinion.

(Signed) M. HAMMICK,
Secretary.

To the Conservator of Forests, Northern Circle.

Copy to the Collector of Kurnool

READ—the following letter from J. S. GAMBLE, Esq., Conservator of Forests, Northern Circle, to the Secretary to the Commissioners of Land Revenue, dated Madras, 14th March 1889, No. 2973:—

In reply to the orders conveyed in Board's Reference on Forest Register No. 1997 of 1888, dated 29th January last, I have the honor to report as follows, for the Kurnool district, regarding the question raised by Government in paragraph 3 of their order, No. 51, Revenue, of 16th January 1888 (Board's Proceedings, Forest No. 278, of 6th June 1888), and adverted to in letter, Forest No. 668, of the Government of India in the Revenue and Agricultural Department, dated 26th June 1888, (Board's Proceedings, Forest No. 589, of 5th November 1888), namely, proposals for bringing a reasonable, though not excessive, extent of the waste land of each district under Forest Department control.

2. The Collector of Kurnool reports that 1,677 square miles of the Nallamalai hills and Veligondas have been proposed for reservation as well as 40 square miles of the Yerramalais, while proposals for another 60 square miles of the same hills will shortly be submitted. It will be best to give more definitely the area which has already been proposed for reservation. The following is the list, taluk by taluk, with areas approximately allotted to each:—

	ACRES.	ACRES.
<i>Pattikonda taluk—</i>		
Jaladurgam }	18,340	
Pyapali }	1,500	
South Dhone (part)		19,840
<i>Koilkuntla taluk—Nil.</i>		
<i>Ramallakot taluk—</i>		
Kamalapur	2,000	
South Dhone (part)	2,500	
North do. (do.)	7,000	
Lanjabanda	2,000	
Ramallakot	2,000	
Yapalapad	3,500	19,000
<i>Nandikotkur taluk—</i>		
Gadithemadugu	3,000	
Nallamalais (part)—(Nandikotkur)	256,000	259,000
<i>Nandyal taluk—</i>		
North Dhone	3,000	
Nallamalais (part)—(Nandyal)	192,000	195,000
<i>Sirvel taluk—</i>		
Nallamalais (part)—(Sirvel)		128,000
<i>Markapur taluk—</i>		
Nallamalais (part)—(Markapur)		243,200
<i>Cumbum taluk—</i>		
Nallamalais (part)—(Cumbum)	122,880	
Do. do. Uyyalawada	81,920	
Veligondas	49,280	254,080
		1,118,120

or 1,747 square miles.

The Collector gives 1,717, but since his letter was written a few areas in the Yerramalais have been proposed for reservation and entered in the list, though the Board has not yet submitted the proposals to Government.

3. In the proposals made by the Collector of Kurnool and myself and submitted to Government with Board's Proceedings, Forest No. 218 of 14th April 1887, it was proposed, as regards reserved forests, that selection should continue. There were other proposals in that letter which apparently have not so far met with the approval of Government, and I think that, as they have remained in abeyance for two years, it will be best to let them so remain till the reserved forests are all selected, and we can settle with more definite knowledge of requirements before us what is to be done with such areas as the "terai" and the unreserved lands in general left after the final constitution of reserved forests.

4. I shall, therefore, confine myself to my opinion as to what areas of land it will be advisable to take up to add to the area of "reserved forest." It must always be remembered that the Nallamalai forests are, so to speak, an area apart from the general forest area of the district, and that in treating of Kurnool in the same way

as we should treat of Bellary, Anantapur or Kistna, we should consider chiefly what areas it is necessary to reserve among the waste lands in the cultivated portion of the district for the maintenance of the supply of the material for local requirements. There are also the areas along railways which the Government of India desires to have reserved for fodder and fuel. We should have the following three categories of reserved forests:—

1. The timber forests of the Nallamalais.
2. The local supply forests.
3. The railway side fodder and fuel forests.

5. In the *Pattikonda taluk* there are a number of areas which it will be useful to reserve. First of all, some additional area can be secured in the Yerramalai hills, then there are a number of isolated hills all over the taluk, some of which should be reserved. The growth on these hills is, so far as I know them, better than that on those in the adjoining taluks of Adoni and Gooty, and under proper protection will improve. Good specimens occur on both sides of the railway line between Guntakal and Dhone. Then there are, besides, some babul areas, and especially near the railway lines about Nancherla and Tuggali, which ought to be reserved as is being done with similar areas in the Bellary district. The selection of areas for reservation in the *Pattikonda taluk* is then one of the chief works to be done and especially is it necessary near the line of the Southern Mahratta Railway.

6. In the *Koilkuntla taluk* no selections have as yet been made. The taluk is a peculiar one in its scenery and the tree vegetation is very poor. Still, it will be worth while to reserve areas on the hill slopes to the west of Owk, on those bordering the *Tadpatri taluk* near Timmayanipet, and on those adjoining the *Cuddapah district* near Nossam, and to endeavour by protection to see if an improvement cannot be effected in the vegetation. Since my return after an absence of nearly two years, I have been surprised by the growth of trees in some places in the Ceded Districts which at first looked anything but promising, and, as the Collector of Anantapur remarked to me, if the Muchukota hills can be got to grow trees, one need not despair altogether of any kind of country.

7. In the *Ramallakot taluk* the case is the same as in *Pattikonda*; some further selections may be possible in the Yerramalais and there are some areas in isolated small hill ranges, which it will be useful to try and improve. I would also advise one or two pieces of salt swamp land with date scrub, such as are common in *Ramallakot*, being taken up for the cultivation of the edible variety.

8. In *Nandikotkur*, *Nandyal* and *Sirvel*, there is not much prospect of an increase to the forest area except by some additions in the Yerramalais. It is on the side of the *Nandyal valley* that the best areas occur and there are some good pieces likely to be valuable especially near the railway line.

9. In the *Markapur* and *Cumbum taluks*, there are several isolated hill ranges, which, as I reported in my Inspection Note of 5th April 1887 (Board's Proceedings, Forest No. 339 of 13th June 1887), ought to be examined, and most especially is this necessary near the railway line. These isolated ranges have a local value not only in their capability of supplying materials near at hand and obviating the necessity of going to the Nallamalais for them, but they may have under protection a use in causing a more regular flow of water in the river channels.

10. I am unable to make any estimate of much value of the area which may finally be brought under Chapter II of the Forest Act in Kurnool, but I should say that the area will be raised to 2,000 square miles, perhaps a little more. Of this, the chief part will always be the Nallamalai hills, say 1,600 square miles, and the additional 400—500 square miles in other parts of the district is only about as much as can be reserved in each of the districts of Anantapur and Bellary.

11. I think I have shown that there is still room for a more detailed and careful selection than the Collector has recommended, and, if the Board approve of my proposals, steps will be taken to make the selection as soon as possible.

RESOLUTION—dated 15th April 1889, Forest No. 218.

Submitted to Government, with reference to paragraph 3 of G.O., No. 51, dated 16th January 1888. The Board agree with Mr. Gamble in his proposals as regards further reservation in Kurnool district. They involve the formation of reserves to the extent of 250—300 square miles. The reserves will be chiefly for local supply and along the railway lines. If the Government approve, the Conservator will be requested to take early measures for the selection of the required areas.

(True Copies and Extract.)

Secretary.

To the Secretary to Government, Revenue Department. ✓

Copy to the Conservator of Forests, Northern Circle.

" " Collector of Kurnool.

" " Conservator of Forests, Southern Circle.

" " Examiner of Forest Accounts.

Exd. A. Xavier.

REVENUE DEPARTMENT.

1889.

Board of Revenue

(Land Revenue),

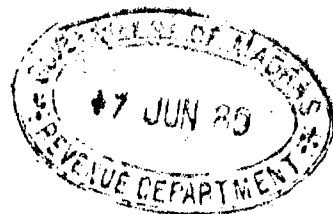
MADRAS.

No. 4195.

Printed May th.

Rev. J. J. J.

Proceedings, dated 15th April 1889,
Forest No. 218.



Submitting to Government, with remarks,
proposals of the Collector of Kurnool and the
Conservator of Forests, Northern Circle, for
further reservation of blocks in the Kurnool dis-
trict.

25/11/9

REVENUE DEPARTMENT.

C. 8368 88993 of 1885

The Board of Revenue

Dated 21st Oct. + 17th Nov 1885.

FOR ORDERS.

*If any further orders
are wanted about
the the Rev. J. J. J.
bring the papers to
the illud.*

Nov 3/86.

The above papers were ordered
to lie over pending disposal
of the Nilgiris grazing question.
It is ~~now~~ submitted that an
order on the whole question
of grazing in Reserved Forests
and Reserved Lands shd. now
be issued, but a draft G.O.
cannot be ^{drafted} submitted for ap-
proval until orders are obtained
on the ~~following~~ points noted
below.

2. The subject of grazing was
very fully dealt with by the
Board in their Procgs of 11th
Nov. 1885 No. ³⁰⁹⁸ For 617, which was
simply communicated to the
Bombay Govt. in answer to a
request for information on
the subject made by them.

That paper might be read again as constant reference must be made to it in the Govt. Order which it is suggested shd. now issue.

Attention is specially invited to para 5 of the Procs. quoted in which the views of the Board are clearly set forth. It is submitted that the Govt. shd. express a general concurrence in those views, but it seems necessary to add a rider ~~that~~ to the effect that the closing of reserved forests shd. be so regulated as to ~~prevent~~ prevent hardship being caused to cattle owners residing in the neighbourhood. The Board (para 6) ~~and~~ consider that in reserved forests grazing shd. be "entirely secondary to the improvement of the forest estate" and would depend upon

I think the Board's view may be adopted as it stands. The advantage - to the forest - of grazing being permitted - is admitted - and as soon as circumstances allow of it, it will be free to graze under regulations.

Para 6 of Bd's Procs. 11th Nov/88
No. 3098
Forest 617
Since the Board reported the question has been practically settled by G.O. 23 Aug 1886 No. 433 sanctioning certain grazing fees in the Districts under the reserved forests, for the Division. Provided these are considered maximum.

Para 4 of his letter printed in C. No. 8993.

I think the officers concerned shd. be left to use their discretion - I will certainly not invite tenders -

Buffaloes	per head	Per Annum
Bulls cows bullocks	}	0.8.0
Calves horses asses & foals		0.6.0
Goats and Sheep	"	0.2.0

In Nilgiris, double the above rates are charged.

reserved lands for meeting the grazing requirements of the ryots. But in some districts (notably in the Nilgiris) there are either very few or no reserved lands, so that the course advocated by the Board does not provide for all cases.

3. The next point upon which orders are requested is the question of fees. The Bd. consider that this must be left to some extent to the discretion of local officers but subject to certain clearly defined limits to be laid down by Govt. Col. Walker wd. invite tenders but wd. not bind the local officer to accept the highest. It is submitted that the Bd's

view is correct and that the maximum shd. be the same as that already sanctioned for reserved lands. As regards sanction

of certain species of animals from Reserved forests.

The Bd. say that goats much of course be excluded and buffaloes also to a certain great extent (Para 5 Bd's Procp of 11th Nov. 1885 No 3098)

Col. Walker wd. exclude buffaloes goats and sheep and this is apparently done in the Berars.

It is submitted that the matter shd. be left for the decision of local officers in all cases and that no general rule shd. be laid down.

5. Lastly there is the question of charging fees for grazing in Reserved Lands. These are reserved 'subject to all rights now legally vested in individuals or communities' but by charging fees the Govt. practically assume that no grazing rights exist. It is submitted, however, that this point need not be touched upon until a specific case comes up for decision.

FOR ORDERS.

C-122 8368 4993

Para 8 of his letter printed in C. No. 8993.

* Para 4 of Mr. Drysdale's letter attached to Govt. of India circular marked A.

By entering buffaloes and goats in the list of animals which they are admissible. The resolution to exclude them in any particular case must have reference to the special circumstances of the locality. We know that in some cases it is not found necessary to exclude either from Common Reserves absolutely or to a large extent.

Sec. 26, Madras Forest Act.

Leave it alone. The order is already out. 4/11/86

few grazing rights have not been admitted but Forest Settlement officers are not to be asked to do so. H. B. 27/11/86

Mr. Stuart's note on the question of the best method of supply the wants of the population generally in the matter of fuel and food and on the treatment of existing privileges of the villagers over the unoccupied lands of the State.

Mr. Stuart explains in a postscript to his note how it came to pass that these papers have been lying over for so long. Mr. Harrow has been doing as questions raised in the individual currents did not require immediate orders and the postponement of their consideration will probably lead to more comprehensive treatment of the subject. The whole policy of Government in regard to the Fuel and Food question requires reconsideration, for it is clear that the Procedure prescribed in the Forest Rules of 18 is invariable and impracticable.

The scheme for giving each village a forest is utterly impracticable & would do no good. Such forests would not be managed as they are in France but would rapidly disappear. Even the scheme of giving each block its special fuel & food reserves would be impracticable in many of our most of our tracts, & as pointed out in para 27 of Mr. Stuart's note we have not the staff or funds necessary for such a scheme. It follows that we must add to our Reserves such additional areas as is wanted for fuel & fodder purposes, and that such Reserves must be managed with a view to the supply of fuel & fodder as well as timber. There are a number of things that must be added to the Reserves & the way in which they must be managed will have to be determined by collections & the Forest officers on a consideration of the wants of agricultural cattle, of cattle. And where such exist, & of the probable number of non-agricultural cattle which will want grazing.

timber and that the scrub jungle on the plains set apart for the future use of the villagers should be subjected to scientific treatment equally with the heavy forest on the hill ranges. This fact does not appear to have been sufficiently well understood at the outset and an idea appears to have prevailed that cattle and men were to be rigorously excluded from all Reserved forests and that these large tracts were to be worked for the profit of Government rather than for the benefit of the people.

It cannot be too strongly affirmed that the chief object of the Reserves throughout is greater part of the country is the provision of pasture for small timber and fuel and that they are intended to be worked for the wants of the villagers and not to be shut up. It is obvious that the treatment of the several Reserved forests must vary with

the nature of the forest and the soil.

It is not to be supposed that the forest land is to be treated as a whole. It is to be divided into different classes according to the nature of the forest and the soil. The forest land is to be divided into three classes: (1) the hill ranges, (2) the plains, and (3) the hill ranges. The hill ranges are to be treated as a whole, the plains are to be treated as a whole, and the hill ranges are to be treated as a whole. The forest land is to be divided into three classes: (1) the hill ranges, (2) the plains, and (3) the hill ranges. The hill ranges are to be treated as a whole, the plains are to be treated as a whole, and the hill ranges are to be treated as a whole.

It is not to be supposed that the forest land is to be treated as a whole. It is to be divided into different classes according to the nature of the forest and the soil. The forest land is to be divided into three classes: (1) the hill ranges, (2) the plains, and (3) the hill ranges. The hill ranges are to be treated as a whole, the plains are to be treated as a whole, and the hill ranges are to be treated as a whole. The forest land is to be divided into three classes: (1) the hill ranges, (2) the plains, and (3) the hill ranges. The hill ranges are to be treated as a whole, the plains are to be treated as a whole, and the hill ranges are to be treated as a whole.

Difficultly will be got over with the as various interests in the forest land, and the forest land is to be divided into three classes: (1) the hill ranges, (2) the plains, and (3) the hill ranges. The hill ranges are to be treated as a whole, the plains are to be treated as a whole, and the hill ranges are to be treated as a whole. The forest land is to be divided into three classes: (1) the hill ranges, (2) the plains, and (3) the hill ranges. The hill ranges are to be treated as a whole, the plains are to be treated as a whole, and the hill ranges are to be treated as a whole.

the character of the growth than with the circumstances of the locality. For instance, the Reserves in a district like Bellary will be mainly set apart for fuel and fodder and will be essentially "fuel and fodder Reserves," while those on large hill ranges like the Anamalais will be worked chiefly for timber but it will be a great advantage if the former are treated in the same manner as the latter in regard to the settlement of claims in respect of easements and in regard to the working of them on some uniform and scientific system. To this end they should all be dealt with under Chapter II of the Act and when claims have been settled and the privilege to be exercised within the limits have been recorded they should be placed in the Forest Department regular working plans.

should be framed for each
of them.

3. The existing orders of Govt do not, apparently, contemplate the reservation under the Act to ~~very~~^{any} great extent of areas which are selected primarily for Fuel and Fodder Reserves i.e. for the use of the villagers although no definite instructions appear to have been laid down for guidance in the selection of tracts for Reserved Forests and no doubt a great portion of what has been selected especially in the plains will never yield much timber of value and can only be worked for fuel and fodder. The Board in its Proceedings dated June 1885 printed in G.O. 14 July/85, 817 remarked that Reserved Forests should comprise only those areas as hill Forest which are reserved on account of their timber or of their value as protecting river source &c. that are as should then

on 2 a 3 feet thick in
iron. at base of patient &
partial planting - 4 1/2 inches
bottom abundant - 1/2 inch for

Yes - I think they do.

[illegible]

I think the Taluk Fuel & Todder Reserves proposed by my Hon Colleague are feasible in most taluks & would be a source of great convenience to the people. The chief obstacle to them is the weakness of our Forest Estate, but they should be kept in view as an "ultimate standard". This weakness of the Forest Estate makes it impossible to manage village fuel depots now at all events, & I doubt if it will ever be strong enough for that. If any thing can be done towards strengthening the Forest Estate at the Simla Conference it should be

done. Mr. Chuaste proposals about the allotment of grazing by holdings & allowing for milch cows to run free, but it must be left to each collector to fix the standard (with approval of course) for his district. A difference should be made if possible between sheep & goats, but are they not generally herded together?

5/5/8

he set apart as Hulland
Godder reserves and that
the remainder should be left
to the villagers for the unres-
tricted exercise of their cus-
tomary privileges.

The rules under sec 26 of the Act provide that to meet the ordinary requirements of the villagers areas should be set apart under Rule 7 to be termed 'Village Forests' which should be handed over to the villagers for the supply of their requirements in the matter of grazing and of wood for fuel or for building, agricultural or domestic purposes, grass for thatching, thorns for fencing leaves for manure & free of charge. The Collector is to determine by the villagers of what villages these privileges shall be enjoyed and the Bd. in its Proceedings dated 21 August 1885 printed in G. dated 19 September 1885 No. 1070 issued instructions regarding the mode of inquiry into and record of prescrip-

rights and for the transfer
of the areas so set apart to the
villagers. The Rules under
section 26 also provide for
the selection of areas to be
constituted 'Fuel and Fodder'
Reserves under Rule 8 the
object of which was to secure
a permanent supply of fuel
and Fodder for the people
and cattle of the country and
it was directed that for this
purpose large compact blocks
should be selected, the stand-
ard being either 10 per cent
of the unassessed waste land
in the taluk or 100 acres for
every village, the taluk being
taken as the unit for the de-
termination of the extent re-
quired. Vide Board's Proceed-
ings dated 14th June 83. 1722
These areas were intended
to be strictly reserved with a
view to their improvement
and eventual utilization by
throwing open ^{portions} of them
in rotation for the use of the
villagers vide Dr Brandis's
letter printed in G.O. dated

24th 139
13th May 1882 No 503. These
Reserves were not to be settled
under the Act and nothing
was said as to the way in
which claims to the exercise
of privileges, within them were
to be dealt with.
The instructions originally
issued were not definite as
to the order in which action
was to be taken for the forma-
tion of Village Forests and of
Fuel and Fodder Reserves
respectively but in para 6 of
its Proceedings printed in G.O.
dated 14th July 1885 No 817
the Board differing from
Mr Gamble recommended
that the selection of reserved
lands and the formation of
fuel and fodder reserves
thereon should precede the
formation of Village Forests.
remarking that the question
of Village jungles would
then cease to press for
solution if indeed by that
time they had not solved
the question for themselves
by entire disappearance

from the ~~seems~~ the Govt,
however, directed that steps
should at once be taken to
carry out Rule 7 and set
apart areas for the purpose.
5. As far as I can gather
the Government has never
~~directed~~ ^{decided} for what purpose
and to what extent land
should be dealt with
under Chapter II of the
Act and constituted
Reserved Forest; it has
approved the ^{creation} ~~action~~ and
maintenance of Fuel
and Godder Reserves and
stated that the scheme
sketched in the Resolution
of the Government of
India relating to such
Reserves is that which
it had set before it.
(G. O. dated 18 April
1883 No 269) and fi-
nally it has directed
that the constitution
of Village Forests
under Rule 7 should
take precedence of
the formation of Fuel

has not? The instructions would have the
effect of leaving one of them authoritative
and the other a mere suggestion. If
it would any decision
a question on this point
have any legal force.

And an administrative order
would have little or no effect.

All Rules and orders
are subject to review by
the Government. The
Government may at any time
cancel or amend any
Rule or order. The
Government may also
at any time cancel or
amend any Rule or order.

MS 75

and Godder Reserves.
6. Notwithstanding the
stringent orders issued
in July 1885 on this
subject nothing has
been done except on
the Chilgiris simply
because the instruc-
tions issued are im-
practicable. It is
utterly impossible for
Collectors to determine
by what villagers
privileges have been
exercised and by
whom they should
continue to be en-
joyed in any given
locality vide para
9 of my letter dated
5th November 1885,
printed in G.O. dated
5th June 1886 No 3.
When I went to Bellary
I found the question
of the constitution of
Village forests still
pending and on going
into the matter I
came to the conclusion

that the scheme was impracticable in a district like Bellary. Accordingly I proposed that the procedure should be simplified by taking up under Chapter II of the Act such an area as was likely to be required to ensure a permanent supply of fuel and fodder for the requirements of the population in the future and that the remainder of the waste should be given over to the villagers for their.

22-5 14-5
unrestricted use without making any attempt to confine the privilege to the reserved or the unreserved lands ^{but} ~~and~~ leaving the question for settlement by the villagers themselves. There would under that system be only two classes of land namely 'Reserved Forests' and 'Unreserved Lands'. This scheme known as the Bellary scheme has been considered suitable to the majority of the districts and in fact it is proposed by the Board to adopt it generally, but it must be borne in mind that at the time when I suggested the plan I merely put it forward as suitable to the districts with which I had to deal and that consequently it does not brook to take into consideration all the varying conditions to be met with in different parts of the Presidency. For instance Mr. Stuart objects to a standard of 100 acres per village in the determination of the area reserved for occupation and rights to for a scheme of

general application, but the
stand and waste presented
the Board and it was
adopted for Benaru because
even if a restricted area of
land worth reserving could
not be found in some parts
of the district without including
the areas already selected
for the constitution of 'Reserved
Forests'. Both the alternative
standards presented by
the Board in its Report of the
17 June 1883, nos. 1 & 2, namely
either 10 per cent of the unreserved
waste land in a taluk or 100
acres for every mile in the
taluk are based on no definite
basis and are certainly
no substitute for precise
definition.

7. The mode in which the
area to be reserved was to
be determined was not an
essential part of my scheme;
the main feature was that
sufficient provision for the
support of game and
pasturage should be made
under the category of Reserved

The rules must be settled
distinctly for district
Jg

145
Forests and that the means
all claims to the exercise of
privileges therein should be
legally settled by decision
of a settlement officer binding
on the people and that after
adequate provision had been
made in this way the people
should be left in the enjoy-
ment of the remainder of the
waste without any restrictions.
I omitted, however, to notice
that under the Rules as they
now stand it is only the
cutting of grass and pasturing
of cattle that is permitted
free of charge on unreserved
land (Rule 9) and that under
Rule 10 the trees and timber
of unoccupied unreserved
land must in the Forest Dept.
submit to such exceptions
as may from time to time
be notified and subject to the
exercise of the privileges
secured by Rule 7. No exceptions
have been notified under
Rule 10 and the concluding
words of the Rule appear
to apply only to areas specially

set apart under Rule 7 and not to unreserved lands generally. However this may be it would be necessary as the Rules now stand if what is called the Bellary scheme were adopted, to provide for the exercise by the Villagers of their customary privileges such as those enumerated in Rule 4 over all unreserved lands without let or hindrance by the Forest Department.

Rules 9 & 10 would have to be altered and the only exception to the unrestricted use of the trees and other natural produce of such lands should be trees classed as Reserved owing to their value for building or for their bark such as the Tamarind shrub and such like special products.

8. The two boards of the Collector of Cuddalore and those of the Collector of Ramanor differ only in that he would constitute certain areas Reserved lands and

28

also minerals - 28

Third current

Fourth Current.

Fifth Current

With the remarks of the Honble Mr. G. G. G. on the question of reservation in the Madras Forest Act, dated 17 June 1840, No. 457.

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respect the exercise of privileges to some extent therein. The Board also accedes to the scheme proposed for Bellary.

9. The category of 'Reserved lands' would have to be retained until the selection for Reserved forests have been completed and the full extent to be reserved has been decided upon in order to obviate the alienation of land which ought to be reserved and to facilitate the erection of compound blocks.

The only objection to the adoption of the plan of constituting all areas which it is desired to conserve for the good of the people 'Reserved forests' under the Act is that under Sec. 24 of the Act the sanction of the Govt. of India is required for cancelling such reservation but if the reserves are carefully chosen it is very unlikely that such applications would be frequent and a great disadvantage is to be set the paramount advantage that

all claims will be legally settled and that all rights which have not been but ^{at present} have been rejected will be extinguished. This result will not follow from any encroachment of the kind prescribed by the Board in 1885 and the consequences will be that the same difficulty which now arises as regards the definition and restriction of the rights of village communities will continue to exist. The collector of Purneah has proposed to restrict the exercise of privileges within certain areas like the strip of land about the hill known between the boundary of the reserved forests and the limit of surveyed land which he calls the 'Terai' but constituting them Reserved lands, but he cannot legally extinguish rights and how is he to determine them?

Section 26 of the Act expressly mandates the regulation of the use of land at the discretion of

Fourth sentence.

The Terai must be reserved, but it will be worked for fuel & food for purposes

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Appendix I to
Sir Brandis Report
p. 287.

Appendix I page 277

x
as the collecting of firewood, thorns for fences, pasturing cattle &c.

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Government not included in Reserved Forests "subject to all rights now legally vested in individuals and communities". The Committee on Forest legislation say "we wish it to be clearly understood that interference with the rights and privileges enjoyed by the people is not intended. The expression 'rights' in section 26 of the Act appears therefore to have been intended to be synonymous with 'privileges'. ^{On the other hand} In discussing the subject of the privileges bestowed exercised by the village communities in connection with the question of ^{constitution} reservation of Reserved Forests the Committee say that "strictly speaking, there is no such thing as a private right of user in foot-waste lands and forests" and again that "such rights of user are vastly different from proprietary rights and their existence does not constitute the forests in which they are exercised communal forests". The Forest

Settlement Courts have taken
the same view and have held
that the privileges of grazing
collecting firewood, thorn bushes
&c. hitherto enjoyed by village
are not easements to the
continuance of which the
people are entitled and
such claims have been in-
variably rejected at Settlement.

10. It will be an immense
advantage therefore to treat
such tracts as those alluded
to by Mr. Johnson as 'Reserved
Forests' ^{rather than 'reserved lands'} inasmuch as all the
indefinite claims which are
now put forward and are
now so difficult to adjudicate
upon will be legally disposed
of and it will be possible
for Govt. to restrict the exercise
of such privileges in the
manner which it considers
best in the interests of the
community. The Board
in its Order of the 14th April
1887 no. 218 is in favor of
this course. The hill tracts
of Kinnor are the pasture
ground of the cattle of

Bellary in the hot weather
and in all seasons of drought
and in other districts the cattle
of distant villages are
driven to the hill ranges
for pasturage. If these tracts
are reserved under the Act
regulations can be made for
the admission of such cattle
without any infringement
of the supposed exclusive
rights of the inhabitants
of the villages immediately
adjoining such tracts and
all difficulties arising from
such claims will be at an
end for ever.

11. On the above grounds
it is submitted that the
distinction which now exists
between Reserved Forests,
Village Forests and a Fuel and
Fooder Reserve should be
abolished and that all land
which it is considered desirable
to conserve, whether for the
growth of timber, the protection
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of the sources of streams or
for the supply of fuel and
food should be dealt with

reference to the situation in
the matter of the supply of paper

X

+

3. As to privileges, the
use exercise of them will
cease in all Reserved Forests
under the system proposed
above. Moderate rates of
cognizance would be levied
on all produce removed and
light fees would be charged.

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for grazing. No distinction
need be made between yots
and those who are not members
of the agricultural class nor
between those who are in-
habitants of the villages
adjoining the Reserves and
those who live at a distance
nor as regards wood removed
for agricultural or domestic
purposes and wood removed
for sale. All who pay the
prescribed quitrentage rates
might be placed on the same
footing as regards timber
and fuel, but as grazing in
the Reserves will be limited
a distinction should be made
between cattle required for
agricultural and domestic
purposes and other cattle, such
as bullocks, and other cattle, for
which a charge is levied for the latter,
when pasture is available.
When it is not they should be
excluded. In Bombay it was
proposed that one bullock should
be allowed to graze one acre of
or more of land held by
a tenant and as regards tracts
it is never that one bullock

should be allowed for every
tract of one acre if it amounts
to not less than 5 acres. ¹⁵⁵
A tenant holding one acre would
be allowed grazing for two
bullocks. See Resolution of
Bombay Govt. dated 25 Feb.
no. 1533. There is, however,
I think no reason why a
small fee should not be levied
for the pasturage of agricul-
tural cattle in the Reserves.
4. By the above settles
the difficult question of
nature of the privilege
be allowed and those who
to share in them dis-
in the tracts bounded
dated 14 July 1885, no. 8,
be avoided. There would
be left free
unrestricted use of
as much of the trees of
reserved kinds for
quitrentage should be
15. When the Govt.
once laid down for
the land, pasture
which Forest Admin.
should be conducted

~~For the purpose of the Reserves~~

it be easy to settle
 points of detail,
 as the area which
 he reserved the fees
 should be levied for
 for the policy of
 has not been clearly
 and the instructions
 have been issued
 for practice also

CL
 1074

Copy of Secretary's
 Note

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NOTE FOR ORDERS.

1. Board's Proceedings, dated 21st October 1885, No. ²⁹⁴⁰ Forest 583.
2. Board's Proceedings, dated 17th November 1885, No. ³¹⁴¹ Forest 630.
3. Board's Proceedings, dated 28th March 1887, Forest No. 182.
4. Board's Proceedings, dated 14th April 1887, Forest No. 218.
5. Board's Proceedings, dated 27th April 1887, Forest No. 235.
6. Board's Proceedings, dated 26th April 1887, Forest No. 233.
7. Board's Proceedings, dated 15th April 1889, Forest No. 218.

FOR ORDERS:—

The papers entered at the head of this note relate to the provision of grazing facilities, fuel, &c., for the agricultural population, the levy of fees for the enjoyment of these facilities, and the curtailment of the privileges which villagers have long enjoyed in the forests and unoccupied lands of the State.

2. The object of the Forest Legislation of 1882 and the reorganisation of the department which followed it, was not merely to obtain power to deal more effectively with the State timber-producing forests, but also to improve the sources of fodder-grass and fuel, and with this end in view, power was expressly taken to regulate the rights or privileges which the villagers possessed over waste lands. This is made very clear by the report of the Committee appointed to draft the Forest Bill. After pointing out the baneful results of the absence of regulation, the

Vide Appendix I &
 Dr Brandis' suggestions
 regarding forest admin-
 istration
 26

Committee make the following statement of their views:—

"A forest law is required to enable Government to check this process, and to constitute forests to be permanently maintained as the forest domains of the State; to prevent further deterioration in wooded tracts, where the exercise of the rights must be allowed to continue; and to re-establish forest growth in places where it has disappeared. The result of these measures will be the formation of well-defined areas stocked with compact masses of forests which will furnish a much more abundant supply of wood and cattle fodder than the present open and imperfectly-stocked jungles."

And in another part (para. 24) of their report the Committee, speaking of reserved lands, say—

"There are also large extents of waste land which should be retained mainly with the view of securing a larger and more certain supply of pasture, chiefly during seasons of drought. In order to improve the productiveness of these lands efforts will be made to increase the growth of trees and shrubs upon them."

The position which the State ought to take up in this matter was also set forth at length by Dr. Brandis in his able and exhaustive report on Forest Administration in this Presidency.

"It must now be distinctly recognized" he says, "that not only does the provision of timber and firewood come within the legitimate scope of forest administration in India, but one of its most important duties will in future be to increase the supply of cattle fodder, particularly during seasons of drought in the drier districts. The importance of this feature of Indian Forest Administration has by no means yet been sufficiently recognized. On the bare and dry hills of Ajmere and Merwara an area, aggregating 100 square miles, has been demarcated and placed under strict protection; these operations were undertaken, in the first instance, with the view of improving the water-supply in tanks and wells, upon which cultivation in these districts chiefly depends. The principal advantage, however, which has manifested itself up to date, is that the supply of grass has increased largely. The conditions under which these reserves are established permit the people in the vicinity to cut grass in them, and, during the several seasons of drought which have occurred, the increased supply of grass, under the shade of the trees and brushwood which have grown up under protection, has been extremely useful. These reserves in Ajmere are only a beginning on a small scale and operations of a similar character should be undertaken in all districts which are situated in the dry regions of India."

"It is in this manner chiefly that forest conservancy may be expected to mitigate the disastrous effects of seasons of drought and famine. The importation of grain can be facilitated by the additional roads and railways, but cattle fodder cannot to the same extent be distributed over the country; it must either be

produced on the spot in the vicinity of villages, or the cattle must be driven away to places where pasture is available. The want of grass, and the consequent mortality among cattle, has always been one of the principal evils attending famines in the drier districts of India, and this evil can, in many cases, be mitigated by forest conservancy." (Para. 21 of Brandis's Report.)

And again in para. 24 of the same report he writes:

"A more intensive management of the pasture lands is another subject which must be kept in view. Village grass preserves are an old institution in many parts of the North-West Himalaya. No grazing is permitted in those areas; they are carefully protected, and in autumn the grass is cut and stored. Without these the cattle could not be maintained during winter."

* * * * *

"The care of pasture lands is not unknown in this Presidency. In the Coimbatore district there are 500,000 acres of occupied waste, for which assessment is paid by the ryots. These lands bear trees and shrubs and are used partly to furnish firewood, partly for grazing and the cutting of grass. In the coast taluka of Nellore, the ryots pay assessment for large areas of wet and dry lands which they chiefly use for pasture."

"In most districts of the Presidency, pasture on the Government waste lands is free and in those districts where, as in Kistna and Nellore, grazing fees are levied on certain lands, free grazing grounds have been set aside as far as possible in each village area for the use of ryots. I understand that it is intended to set apart free grazing lands in those districts also, which are now under settlement, e.g., in Anantapur, Bellary and the Nilgiris. It appears to me to be a matter for consideration, whether this had not better be deferred until the selection of reserved forests is commenced. The two questions of improving the pasture and forest lands must be taken up together. Eventually it will probably be found convenient to set apart free grazing lands everywhere, if possible, but the selection of lands for forest purposes must not be made difficult by the previous allotment of free grazing grounds."

"In seasons of drought pasture is available in the forest lands, when there is none in the open grazing grounds. It is not only that in such seasons there is more grass under the shelter of the trees, but the leaves of the trees themselves serve as fodder. In most cases it will be an advantage to get grazing grounds stocked with groups of trees. This, however, cannot be attempted on an adequate scale until forestry has advanced much further in this Presidency than it has at present. The growth of trees on grazing grounds, combined with closing them against cattle in rotation, and the establishment of grass preserves to furnish cut grass during the dry season, in which cattle

will only graze after the grass has been cut and which will be protected against fire, these measures should eventually have a trial, and in the allotment of free grazing grounds nothing should be done to impede future action in this direction."

3. Dr. Brandis's Report is dated 10th January 1883, and on the 1st March of that year, the Government of India issued a most important Resolution on the subject of establishing fuel and fodder reserves.

It was first pointed out that there was a growing decrease in the area of grazing lands and wooded tracts in many parts of Upper India, and that they had not only diminished in extent, but had also deteriorated in quality and changed in character. Then, after a reference to the droughts to which India is subject and the important difference which is thus introduced between Eastern and Western systems of agriculture, the Resolution continues as follows:—

"The history of the famines and droughts which have occurred during the present century, and especially in late years, is replete with painful accounts of the wholesale destruction of cattle by starvation and the failure of the fodder supply. It may be doubtful whether the loss which the agricultural population has thus sustained has always been fully appreciated. At a time when they have been deprived by failure of the rains of a great portion of the produce of one or more seasons, they have also had taken from them, in the destruction of their plough labour, the means of recouping their loss in succeeding years. The late famine of 1877 has furnished many examples of this kind. Accounts have reached the Government of India of the serious deterioration of the agricultural prosperity of many tracts which, there is every reason to believe, would now be in a flourishing condition if the cattle could have been saved. On the other hand, instances have been brought forward in which the existence of a sufficient area of grazing land has, in districts most affected by the drought, both preserved the cattle and secured the agricultural population from prospective loss.

"It is desirable at this point to explain that the 'term grazing land' as herein used is not to be restricted to land which provides nothing but the ordinary pasture of a grass plain. Such land is often affected just as seriously by a drought as the unirrigated area of cultivated land. Grazing land is here intended to include those wooded tracts and jungles which provide bushes, trees and herbs from which cattle can obtain a plentiful supply of fodder, even at times when the grass on open ground is dried up and destroyed. There are many trees and many bushes which, drawing upon a supply of moisture below the surface of the earth, can maintain their life and vigour when the shallow rooted crops and grasses are parched and

vide page 208 of the Report
(The Indian Famine Commission)

withered. And this is not all. It has also been ascertained that the grass itself which, on an exposed surface, would succumb to the drought, is, in the cooler atmosphere occasioned by the shade and protection of trees and shrubs, saved from destruction.

"As, moreover, there is, apart from the question of fodder, a distinct agricultural advantage in maintaining throughout the plains of Upper India a supply of wood for fuel and domestic purposes, the term used in the following paragraphs of this resolution to designate grazing lands will be that of fuel and fodder reserves."

Then, after giving instances of the great mortality among cattle which droughts have occasioned and of the manner in which the evils of famine have been met where there were fodder reserves to fall back upon, the Resolution goes on—

"The examples to which reference has now been made are sufficient proof of the necessity of taking some action for the protection of the cattle of the country against drought. The facts brought forward seem to prove that at present the agricultural population will not or cannot themselves take sufficient precautions to provide against exceptional occurrences. They trust to accident or to assistance from the Government. But in this matter little or no help can be afforded, unless systematic arrangements are made in advance and continuously maintained, under which a supply of fodder in a year of drought may be secured."

4. The Indian Famine Commission also laid great stress upon the importance of preserving and improving the sources of pasture as will be seen from the following extract from its report:—

"It is much to be regretted that the introduction of a forest law has been so long deferred in Madras, and we trust that measures for protecting the existing forest tracts from denudation, and for obtaining power to reserve suitable areas for pasture, which may be so important in their relation to future seasons of drought, will speedily be undertaken in Madras with the same energy and judgment which is [sic] being displayed elsewhere.

* * * * *

"We have evidence from all parts of India that the mischievous practice of indefinite trespass on the public forests has sprung up from short-sighted eagerness for immediate profit and ignorance of the conditions under which alone the reproduction of forests is possible; and the public interest evidently requires that any reasonable privilege of this kind, which it would be harsh to abolish, should be enjoyed only within defined limits and under salutary rules. Village communities may thus be brought to avail themselves of forest produce in a manner consistent with its reproduction, and not with a license recklessly destructive of the public property, and we think it probable that some of the least productive tracts now under the plough might be managed with greater benefit to the commu-

vide page 170 Part II
Report of the Indian
Famine Commission

nity as protected forest for village uses than as arable land.

"So far as any immediate advantage is to be sought from the extension of forest in respect to protection against drought, it will, in our opinion, be mainly in the direction of the judicious enclosure and protection of tracts such as have just been alluded to, from which improved and more certain pasture may be secured for the cattle of the vicinity, a supply of firewood secured which may lead to a more general utilisation of animal manure for agriculture, and a possible addition made to the power of the subsoil to retain its moisture, and to the prospect of maintaining the supply of water in the wells. In all cases existing communal rights of pasturage should receive careful attention, and, as far as possible, efforts should be made to extend facilities of this description, and to add to their value by a suitable system of protection."

5. Lastly, much evidence was given before the Madras Agricultural Committee to the effect that the wretched condition of the cattle in this Presidency, which will be generally admitted, is due to inadequate supplies of fodder.

6. Enough has been stated in the foregoing paragraphs to show that there is a general consensus of opinion that the establishment of fuel and fodder reserves is desirable in the interests of the cultivating classes. The next question for consideration is the manner in which they are to be provided and worked. It will be well to first give an account of what has been done in this direction in the past.

7. In 1859 the Jungle Conservancy Department was started with this object, but its operations were never sufficiently extensive and were conducted in a listless, fitful, and unmethodical manner. It would serve no useful purpose to give a detailed history of those efforts, but certain proposals for forming fuel reserves in Coimbatore, which were made by Mr. A. J. Stuart, the Collector of that district in January 1882, just on the eve of the abolition of the Jungle Conservancy Department, are deserving of notice, as the so-called Bellary scheme, which has found so much favour of late, seems to be founded on those suggestions.

8. Mr. Stuart asked for permission to set aside as reserves an area equivalent to not less than 10 per cent. and not more than 20 per cent. of the cultivated extent so as to obtain "a fair proportion of forest and jungle evenly distributed over the country." He calculated that the adoption of his proposal would give an average of a little over 100 acres of reserved lands for each village in the district. The

*limited in 1887
G.O. No. 502 of 18-8-82
(2) for 100 acres of fuel & fodder
(3) for 100 acres of fuel & fodder
my scheme was not based
on the 10% suggestion.
I merely gave the Board
an area of 20 per cent. of
the cultivated extent which
admitted the 10% suggestion
as to the area to be reserved
for fuel & fodder reserves.
but the essential part of*

*my scheme was that the area set apart should
be for the production of fuel & fodder & not
be treated as reserved forests under the Act. The area
to be reserved must vary with the conditions of each district*

Board accepted the scheme with the proviso that the selections should be made from lands which had been unoccupied for more than eighteen months, "so as to avoid the danger of taking up for fuel lands that ought more properly to be allowed, in process of time, to come under the plough, and bear food or fodder." The Board further expressed a desire to see the principle extended to all districts; and meanwhile called upon the Collector to furnish a detailed statement regarding the lands which he proposed to take up in each village.

9. The scheme was referred to Dr. Brandis, who was then in Madras, and he reported decidedly in its favour; he suggested, however, that no maximum or minimum be fixed, but that the Collector should be instructed to consider the circumstances of each village, and to enter in the list of reserved lands all areas which are likely to be useful for the purpose in view. Dr. Brandis was opposed to the Board's proviso that the selections should be made from lands that had been unoccupied for more than eighteen months, as this restriction would result in only the poorest lands being taken up and the task of converting these into forest would be exceedingly difficult. "It will not," he wrote, "be an easy matter to attain success in the hot and dry climate of the Coimbatore district, and unless the operations are commenced under the most favourable circumstances, failure is unavoidable," and he concluded by urging that the best lands at the disposal of Government, and those most likely to yield good results, should be selected.

It is not necessary to give in detail his suggestions for stocking these lands with trees, but it should be mentioned that he deprecated the commencement of operations simultaneously on a great many plots and that he was strongly of opinion that strict protection during a series of years must precede all other operations.

10. The Board, however, adhered to the opinion that only lands which had been unoccupied for eighteen months should be reserved and the Government seems to have accepted this decision. Effect was ordered to be given to Mr. Stuart's proposals in other respects (G.O., 13th May 1882, No. 503), and in a subsequent order (G.O., 21st December 1882, No. 1464) it was directed that the question of forming village fuel reserves should be considered in each district by the Collector in com-

munication with the Conservator of the Circle, and that action should be gradual and well considered, as nothing is gained by the submission of wholesale proposals relating to an entire district.

11. The next paper of importance is the Resolution of the Government of India, to which reference has already been made, and upon this the Government of Madras observed that the scheme sketched therein was in fact that which this Government had set before them. The Board, however, issued explicit orders for the formation of reserves of the nature suggested by the Government of India. For convenience of reference the more important passages of the Board's order are here quoted at length:—

(3) "The object of the formation of fuel and fodder reserves is to preserve and so to increase the supply of fuel for villagers and of fodder for their cattle, and to this end it is desirable that there should be formed, by degrees, a series of such reserves in every taluk of every district in the Presidency.

(4) "The Government have pointed out in G.O., dated 21st December 1882, No. 1464, that action in the matter of fuel reserves should be gradual and well considered, and that nothing is gained by submitting wholesale proposals relating to an entire district. Collectors will, therefore, submit their proposals for one taluk at a time, and when all that is necessary in the way of constituting reserves in that taluk has been sanctioned, another may be taken up and proposals submitted with respect to it, and so on, taluk by taluk, until each district is fully provided for."

(5) "The first step to be taken towards forming reserves is the selection of the areas to be reserved. The Board consider that the formation of a small reserve for each village, situated within its own limits, is out of the question, owing to the expense that must necessarily be involved in its formation and conservancy, and that the taluk is the proper unit of conservancy, all the villages within its limits being considered as having an equal right to share in the benefits arising from the formation of the reserves situated therein. In the selection of the areas to be reserved, Collectors should endeavour so to arrange them that no village in a taluk is more distant than ten miles, at the most, from a reserve. This may sometimes be impracticable, but this principle should as far as possible regulate the selection of areas to be reserved.

(6) "The next point is that the areas selected should be in large compact blocks, and should in their total area comprise an extent equal to about 10 per cent. of the unassessed waste land in the taluk; or a standard of 100 acres for every village in the taluk may be taken, and if the total areas of the reserves are equal to that extent, it may be assumed that a sufficient area has been selected for the use of the whole taluk.

13/14/1883

*As per memo in
G.O. 10 July/83. 874*

*As per memo in
to reserve 10 per cent
of the unassessed area.*

In some districts it may be impossible to secure anything like this amount of waste land. And in such cases the Collector must do the best that he can, bearing in mind that as far as possible the principle sought to be maintained is that each taluk should supply its own population with fuel and their flocks and herds with fodder, but when this cannot be done, other taluks must supply those that cannot supply themselves.

12. The Government stated* that it had no objection to the general tenor of these instructions, but it gave them no very warm support and it is believed that very little effect was given to them by Collectors.

13. This scheme of the Board's was, moreover, thrown into the background by the issue of rules under section 26 of the Forest Act, in which an attempt was made to deal with the question of the supply of fuel and fodder by the formation of village forests. This method of meeting the wants of the ryots seems to have originated with Sir Dietrich Brandis, who had proposed the constitution of such forests in Mysore so far back as 1868. His proposals, however, were not accepted; but he again put them forward in connection with Madras Forest Administration, his object being to save the expense which would be entailed on the State if it itself undertook the protection and improvement of the required area.

"A glance at the area statement appended to the present report," he writes, "and at the forecast of annual forest revenue recorded in a subsequent chapter will show that it will be quite impossible for the State to provide the means for the protection and improvement of the whole of the waste lands at its disposal."

* * * * * Certain proposals are, it is true, submitted in this report which will have the effect of eventually increasing the revenue. But so much is certain, that financially it is out of the question for the State to undertake the task of efficiently protecting and steadily improving the whole of the forests and grazing grounds. * * *

* Hence the plan has arisen to form village forests, which will include the village grazing grounds, and which it is intended shall be protected and managed by the people yielding to them a permanent supply of wood and fodder without any expense to the State."

Dr. Brandis was, however, most strongly opposed to any attempt to form village forests being made at the outset. He considered that the staff which the Department would have at starting would be found barely sufficient to deal with the more urgent work of the constitution, protection, and management of reserved

forests, and for this reason he did not recommend that a chapter on village forests be included in the Madras Forest Act, and for this reason, no reference was made to such forests in the Madras Act, which, in this respect, differed from the India and Burma Acts.

"Under existing circumstances," he says, "all that can be attempted with reasonable prospect of success is to constitute reserved forests under the Act, and then to manage them by the Government forest officers. Later on when experience has been gained, and when the cost of efficient protection and good management of Government waste lands and jungle in the plains has been determined by actual experience, then the project of village forests must be taken in hand, and if it should be found necessary to give such project the support of a legislative enactment, it will not be found difficult to frame such an enactment. I submit an emphatic warning against any attempt at present to undertake several things at the same time." (Para. 65).

14. Notwithstanding this protest the Board submitted and the Government approved of rules contemplating the formation of both village forests and fuel and fodder reserves. As originally issued these rules stood as follows:—

"7. In villages which now contain land covered with jungle or forest in which villagers have hitherto enjoyed, free of charge, the privilege of grazing cattle or cutting trees (other than reserved trees) for fuel or for building or agricultural purposes, or of burning charcoal, the Collector may set apart, once for all, such portions thereof as he may consider reasonable for the exercise of those privileges, and shall determine by the villagers of what villages they shall be enjoyed. The produce of these lands, however, shall not be sold or bartered, nor shall any of the aforesaid privileges be in any way alienated. The authority of the Forest Department over the said lands shall thereafter be limited to the enforcement of the above rules, and the conservancy, felling and disposal of the reserved trees standing on the said lands. If by the action of said villagers, or by their neglect to replant or conserve the said lands, the jungle or forest is completely cleared away, the above privileges shall, on notification by the Collector to that effect, be held to have ceased and determined.

8. Out of the remaining lands, the Collector may select any areas that are reserved lands to be constituted fuel and fodder reserves or grazing grounds or to be placed under special fire protection. After the limits of these areas have been clearly indicated and duly notified in the District Gazette, no person within such areas shall wilfully or negligently set fire to the trees, timber, grass or other forest produce, or shall kindle or keep burning any fire, except at such places and subject to such precautions as may be prescribed by the Collector by notification in the District Gazette."

Village Forests

Fuel + Fodder Reserves

15. These rules formed the subject of considerable discussion, and in 1885,* rule 7 was amended

so as to run as follows:—

"Where the practice of grazing cattle, sheep or goats, or of cutting trees (other than reserved trees) or other forest produce for fuel, or for building, agricultural or domestic purposes, or of cutting grass for thatching or fodder, or thorns for fences, or leaves of trees (other than reserved trees) for manure, free of charge, has long and steadily obtained, the Collector shall set apart once for all such areas as he may consider reasonable for this purpose and shall, &c., &c." (As in original rule.)

16. The most important point of difference between this rule and that originally issued is the change in its character from permissive to imperative. This was further emphasized by a special instruction to the Board to impress on all Collectors the importance attached by Government to the speedy carrying out of this rule and to at once call for an estimate (prepared in communication with the Conservator of the Circle) from every district of the time within which the contemplated village reserves could be completed. As a matter of fact, however, very little was done, and in November of the same year (1885) Mr. Galton, then Collector of Bellary, reported that it would be difficult to form village forests in his district and made certain proposals for otherwise providing the necessary fuel and fodder reserves.

17. These proposals were practically identical with the scheme sketched in Board's Proceedings, dated 14th June 1883, No. 1722, an extract from which has been given above; but Mr. Galton pointed out that the condition that no village should be more than 10 miles distant from a reserve could not be given effect to, and that to obtain the required area (100 acres for each village) it would be necessary to include the reserved forests. Since most of the latter were, however, unlikely to produce much timber for many years to come they would, in any case, be worked for fuel and fodder. As regards the former point, Mr. Galton was of opinion that the greater distance of his proposed blocks was not of much importance. "The villagers," he wrote, "will resort to the reserves if fees are charged, only when the pasturage on unreserved lands fails, and as they are accustomed to drive their cattle long distances in search of pasture and to remain away from home for weeks together, the inconvenience will not

It is stated that the rule has been recently amended by G.O. 2, 21 Jan 1905 to 54 and its character altered by the substitution of the word 'may' for 'shall'.

G.O. 18-3 1751-86.

Not at all. Mr. Galton has pointed out the inherent features of any scheme which would be all lands which it was considered desirable to reserve for the benefit of the community. It must be understood that reserves under the rule should be properly managed by the Forest Dept. instead of being left to the care of the village people in the hands of village forests or being merely reserved and named 'Fuel + Fodder Reserves'. The great difficulty was to find all claims in the village block and place them under the Board in 1883/85 would have been legal for a while but impracticable, and that the land required for the use of the village will be treated differently. The statement regarding the Board's proposals in 1883 was in no way intended to say that

be regarded as very serious." He further pointed out that it would be impossible to guard effectually a large number of small blocks, scattered over a taluk, whereas a comparatively small staff would suffice for the protection of a few large reserves, and, lastly, he recommended that these blocks should be constituted "reserved forests" under the Act, so that there would be but one class of forest lands instead of the subdivision into "reserved forest," "reserved lands," "fuel and fodder reserves," and "village forests."

18. Mr. Galton contended that if these proposals were accepted the formation of "village forests" would be unnecessary, as the area of unreserved land left for the exercise of free privileges would be very large. The only difference between village forests and unreserved lands, so far as Mr. Galton could see, was that, under rule 7, the produce of the former could not be sold and bartered nor could any of the privileges be in any way alienated, whereas this restriction did not apply to the latter class of lands; but as the enforcement of the restriction would be very difficult, if not impossible, unless a very large staff was entertained, the advantage of proceeding under rule 7 is not apparent.

19. These proposals were strongly supported by the Conservator, received the cordial approval of the Board and were accepted by the Government. They have subsequently been known as the "Bellary scheme."

20. In March 1886, the Collector of Cuddapah submitted proposals on the subject of village forests of that district. He recommended that in the eastern half of the district regular village forests should be formed, portions of proposed reserved forests being given up for this purpose where necessary. But for the western part of the district, which in its physical conditions greatly resembles Bellary, it was proposed to adopt the plan already sanctioned for that district, on the ground that as the areas taken up for reservation were small, the ryots' privileges were, therefore, very slightly affected, and it was accordingly unnecessary to form village forests in order to secure to them the continued enjoyment of these privileges. The proposals differed somewhat, however, from the Bellary scheme. Grazing and the cutting of grass are allowed free on all unoccupied unreserved lands by rule 9 of the rules under section 26 of the Forest Act, but

This was not quite correct, as it is only the cutting of grass & pasturing of cattle that is free on unreserved lands under Rule 9. As to cutting of timber that all these and other natural produce of unoccupied lands are not to be cut in the Forest Department except under Rule 10.

under rule 10 all the trees and timber on such lands vest in the Forest Department, subject to such exceptions as may from time to time be notified by the Governor in Council. The ryots would, therefore, have to pay for the latter unless express orders to the contrary were given. The Collector of Cuddapah accordingly proposed that all dry wood required for domestic use, leaves of trees and shrubs required by agriculturists for manure, and timber and thorns required for agricultural purposes should be excepted by the Governor in Council, subject to the condition that the produce thus obtained free should not be sold or bartered. The Government accepted the principle of these proposals, but it directed that timber required for building purposes should be added to the exceptions and that the form of the notification should be amended (G.O., dated 21st July 1886, No. 619).

21. A revised notification was accordingly submitted by the Collector with his letter, dated 15th December 1886, No. 1543, which is embodied in Board's Proceedings, dated 28th March 1887, No. 182, Forest. The Collector in that letter explained that when he used the term "village forests" in his former communication he had meant the whole of the forest or jungle lands, outside reserved forests, in the localities where village forests were constituted, i.e., in those localities there would be no unreserved lands other than village forest. There being some doubt about the matter he submitted three alternative proposals, but he was himself in favor of leaving all land outside reserved forests as "unreserved lands" to be worked under rule 9 with exceptions under rule 10. He was decidedly opposed to the constitution of compact blocks of good forest land as "village forests" and his remarks on this subject may be quoted at length:—

"I venture in conclusion to point out to the Board and Government that the proposed creation of communal village forests, though on the face of it a concession of privileges, will in reality prove a cause of contention and much dissatisfaction. Those who have influence in the villages concerned will, I am assured, hasten to utilize the concessions made to their own private advantage and to the destruction of the forest. It will be extremely difficult to lay down equitably which villages shall and which villages shall not share in any given village forest. It will not be possible in most cases to set apart a separate piece of forest for each village, and the villagers to whom the

privileges are granted will be certain to quarrel among themselves continually regarding their use of the common forest. The difficulties connected with the issue of free permits have been represented already. On the other hand, it would cause little or no disturbance to the public mind if all the forests or waste lands outside reserved forests were worked under rule 9 and the simple exceptions to rule 10 which were first proposed, omitting the proposed concession of wood for house building. This would virtually be to continue existing arrangements, with the addition of the concession of the privilege of cutting trees of classes I and II for implements, &c. At present only trees of class III are cut free for such purposes."

He concludes by expressing a hope that the Government will be induced to adopt the course recommended, or to leave the question of village forests for further consideration when the system proposed by him has been tried and found wanting.

With reference to the order of Government that wood required for building purposes should be added to the exceptions under rule 10, the Collector writes as follows:—

"I wish respectfully to submit that as the free cutting of wood for building purposes has not for two years, i.e., since the introduction of the rules under section 26, been permitted in this district (except when the houses of poor persons are destroyed by fire), it is hardly necessary to introduce it now. The charge for the wood of classes I, II and III in the new table of rates is not high, and any permission to cut such wood free in large quantities for building will certainly tend to the rapid destruction of the growth on unreserved lands, and will give rise to numberless disputes and much abuse, to avoid which it might be necessary to have recourse again to the objectionable free permit system, which was abolished when the rules under section 26 were introduced. The continuance of the present arrangement will not be felt as a hardship by the people; cases of real necessity might still be met by free grants made by the District Forest-officer or the Divisional officers."

22. In forwarding this letter, Mr. Gamble explained that it was certainly his view that village forests should consist of real forest and not be merely large stretches of waste land more or less covered with forest growth. He was far from thinking that such forests were everywhere impracticable, but he was of opinion that their present constitution would be difficult and that their selection should be postponed till the reserved forests are finally settled and it is accurately known what areas are available for them. He accordingly supported the Collector's proposal to allow the lands not included in a reserved forest to be worked under rules 9

and 10. This proposal also met with the approval of the Board.

23. The next Collector who reported on the question of village forests was Mr. Johnson, at that time acting as Collector of Kurnool. His letter will be found in Board's Proceedings, dated 14th April 1887, No. 218, Forest. He notes that the area of reserved forests in Kurnool would amount to some 2,000 square miles and that no grazing would be permitted in these except on payment. As the privileges hitherto enjoyed would thus be greatly curtailed, he considered it advisable that no charges should be made for grazing elsewhere except in the case of surplus animals. The lands remaining outside the limits of reserved forests are

- (1) A strip of varying breadth along the edge of the Nallamalai and Velegonda hills between the boundary of the reserved forests and the limit of surveyed lands.
- (2) The waste lands within the ordinary limits of villages, including large unsurveyed areas on the Yerramalais.

The proposal is that the whole of (1) and selected portions of (2) should be made "reserved lands," within which the exercise of the admitted privileges of the villagers would be permitted subject to the following restrictions:—

- (1) A limit on the number of animals of one owner which would be entitled to free grazing.
- (2) Power to the Collector to close against grazing an area not exceeding 20 per cent., and against sheep and goats a further 20 per cent. of the reserved lands in any village.
- (3) Power to forbid the exercise of privileges where rules have been broken or privileges abused.
- (4) No bark for fibre to be taken except from creepers and trees of class IV.

It is proposed that every land-holder should be entitled to free grazing for one pair of bullocks and one cow if his holding does not exceed 15 acres, and if it does, the same number for each 15 acres. In the case of lambadis, shepherds and others who keep cattle without holding land, Mr. Johnson recommends free grazing for the existing number of animals, fees being levied on all future increase above this number.

24. In forwarding the proposals Mr. Gamble pointed out that the concession of

free grazing would necessitate the alteration of rule 9, which requires fees to be charged for grazing on "reserved lands," and on the whole he prefers the Bellary scheme, but with 1 square mile instead of 100 acres per village as the standard for determining the area. The Board preferred the same arrangement as that which they had approved for Cuddapah, and took the opportunity to point out that as these lands take the place of village forests they should be entered as such in the diplots and not given for cultivation except with the Collector's permission. It is submitted, however, that this would not be practicable as the lands in question are all the unoccupied unreserved lands, and the Board's direction would, if carried out, require the Collector's sanction for the grant of every darkhast.

25. The next paper we come to is Board's Proceedings, dated 27th April 1887, No. 235, Forest, which gives a summary of the opinions of all Collectors on the subject of village forests. With very few exceptions all these officers report in favor of the Bellary scheme on the ground of its simplicity and also because of their disbelief in the permanence of forests left to the management of a village community. The Board accordingly recommends that the Government should make a new departure by classifying lands under only two heads for forest purposes, viz., (1) reserved forests and (2) unreserved lands. The Board is further of opinion that the village is too small a unit to take and that the scheme of taluk blocks, which has been described above, should be adopted.

26. In the papers that have been summarized above, two questions have been mixed up which it is desirable to consider separately. The first is the provision of a sufficient area of forest land for the supply of grazing or fodder for agricultural cattle and of fuel and small timber for the population generally. The other is the treatment of the existing privileges of the villagers over the unoccupied lands of the State.

27. It will be readily admitted that the constitution of a large number of fuel and fodder reserves scattered over a taluk, within easy access of every village, is a consummation devoutly to be wished. But with a staff of Superior Grade Forest-officers so small that several important districts have to be entrusted to Sub-Assistants, with a subordinate staff altogether

This standard is not in 24. (entire part of the scheme. it was copied merely because it was the standard already provided and because in Bellary it was impossible to find any 100 acres per village without including some of the areas which it was intended to constitute Reserved Forests.

Neither unit would do

I think the Taluk unit is better. It is done in the jungles of the hills and the plantations are not taken the place of fuel.

It would be simply impossible to find the areas for the village situated in the hills.

This is exactly what I want when I put forward my scheme for Bellary. This is the main objection to the Bellary scheme in the hills. It is impossible to find the areas for the village situated in the hills.

insufficient for existing purposes, and lastly with an inexorable demand from the Financial Department of an annual surplus of not less than two and a half lakhs, it is abundantly clear that reserves of this nature could not only not be formed, but could not even be effectually protected if they were already in existence and in good condition. It would indeed be a grievous mistake to throw such a great amount of additional work on the forest establishments and Dr. Brandis's frequent advice not to attempt too many things at a time cannot be too strongly insisted upon. It is submitted, then, that for the present the Forest Department should devote its efforts to the protection and improvement of the large blocks of forest lands which are already or will be reserved under the Act. There is not the slightest reason why these should not be used as reserves for the supply of fuel and fodder either throughout the year or in the hot months, when the ordinary pasturage is poor and scanty. It may be that under such circumstances the tree-growth and reproduction will not be nearly so good as they would be if all cattle and cattle herds were excluded. But, as has already been shown, the object of the forest policy of the Government is not merely the growth of timber or the proof of the possibilities of natural reproduction, and Forest officers cannot too soon be disabused of the idea that to "make a solitude and call it peace" is not the perfection of forest administration. It will, however, be quite impossible for the Government to lay down general instructions for the working of the forests. It must be left to Collectors and their Divisional officers to decide what are the requirements of the people, and the Collector and his Forest officer can then determine how these requirements are to be met. The cattle actually required for agricultural and domestic purposes must have the first claim on the Government reserves, and surplus animals should be allowed grazing in the protected areas only when the circumstances permit of it. In this country the Malthusian doctrine is as applicable to cattle as to human beings and the only check on reproduction is the positive check. It is absolutely necessary, therefore, to discriminate between agricultural cattle and surplus animals or the result of protection will simply be a large increase in the number of animals requiring pasture and the consequent failure of all efforts to permanently improve the

grazing grounds. The distinction is made in Bombay and in several, if not in all, the provinces under the Government of India. It is there based upon the area of the holding, which affords at once a simple and rational method for determining the number of animals needed for agricultural purposes. In the Bellary scheme the area of pasturage required is fixed with reference to the number of villages. That this is an erroneous method is obvious, for the villages in that district will be largely diminished in numbers with the completion of the survey, and the result of adopting this standard is that, without any change in the real circumstances of the case, the area of reserves would be reduced by nearly one-half. The proper standard is the cultivated, or perhaps the culturable, area from which can be calculated the number of agricultural cattle. The number of acres for which a pair of bullocks will be sufficient will probably vary for each district. Mr. Johnson took 15 acres in Kurnool. In the Bombay district of Nasik the extent is fixed at 20 acres. The Madras Settlement Department has taken much lower figures than these and it is desirable that the requirements of ryots in this matter should be construed liberally. A milch cow or a she-buffalo or both might be allowed in addition to each pair of bullocks. The requirements of cattle-breeders would be met in the large grazing grounds such as the Nallamalais in Kurnool and the hill tracts of Coimbatore, a large proportion of which must be kept open for grazing.

28. We now come to the thorny question of privileges. Prior to the passing of the Forest Act and the reorganization of the Department which followed it, very little restriction was placed upon the grazing of cattle, the collection of leaves and fuel, and the felling of such timber as was required for agricultural implements or the dwellings and cattle sheds of the rural population. Throughout the greater portion of the Presidency, pasture on Government lands was entirely free and even in the districts of Kistna and Nellore, where a considerable revenue was realized from grazing fees, an area deemed sufficient for the requirements of cattle kept for agricultural and domestic purposes was set aside for free pasture. In the case of fuel a small seigniorage was levied when it was removed in large quantities and in most districts a charge was made even on head-loads when brought into towns; but as a

*So it was not supposed that
the ryots would provide
pasturage for the cattle.
The whole of the land was
to be left for
the ryots & fuel supply.
The ryots & the ryots
for the ryots & the ryots.
The ryots & the ryots
in the ryots & the ryots.
The ryots & the ryots
The ryots & the ryots
The ryots & the ryots*

rule every villager could get all the fuel he required free of cost. Leaves for manure could also be obtained without payment and free permits were given to cut timber required for house-building or agricultural implements. Speaking generally in fact, agriculturists contributed little or nothing to forest revenues and at the same time obtained a considerable quantity of forest produce.

With the introduction of the Act and the concurrent reform of forest administration, the unrestricted exercise of these privileges had necessarily to be curtailed, for uncontrolled interference with the produce of the forests was obviously incompatible with efficient professional treatment. The result of reservation and the issue of rules under section 26 was to impose a charge for all timber and fuel, for leaves, for thorns and in fact for all forest produce for whatever purpose required. The cutting of grass and the pasturing of cattle are permitted free of charge on all unreserved lands, but the best grazing lands have of course been taken up for reservation and over these the ryots cannot claim to continue to exercise the privileges which they have so long enjoyed. As a matter of fact, however, the rules have never yet been strictly enforced and there are many reserved forests and reserved lands in which the pasturing of cattle is still allowed without payment of any fees; and in most villages where the people hitherto got their firewood free, they can still pick up enough dry wood to render it unnecessary for them to purchase from the Forest Department. But there can be no doubt that the pressure of the rules is steadily increasing and one of the problems which has to be faced, and had better be faced at once, is the extent to which villagers who have hitherto enjoyed free privileges should continue to be allowed to do so. The imposition of fees universally will produce widespread discontent, while on the other hand if the State undertakes operations for the improvement of the property over which the privileges are enjoyed, the cost of these operations should in fairness be borne by the people who reap the benefit.

29. The attempt to assure the continuance of the enjoyment of these privileges by the formation of village forests has been generally condemned, and it is submitted that without a large increase in the Forest staff so as to render supervision possible, there is every prospect that such

*sa. chon the impos-
tion of*

forests would be rapidly denuded. Nor is it likely that they would be worked fairly. The alternative put forward is the Bellary scheme and it is submitted that this, as modified by the Collector of Cuddapah, should be adopted. The result would be that all the best forest land would be placed under protection, while over the rest the enjoyment of free privileges would continue. It is obvious, however, that these privileges will be greatly diminished in value if all the best lands are reserved and fees levied for grazing, timber and fuel. On the other hand, it is only fair that those who benefit by the protection afforded, as the ryots undoubtedly will benefit, should contribute something towards the cost of it. The natural deduction from these premises is that a small fee be levied for grazing, &c.; this has been done in some districts, notably Kurnool, without exciting any opposition.

The question here arises as to whether any distinction in the matter of fees should be made between what have been called agricultural cattle and other cattle. The privilege of free grazing has been enjoyed in the past by all alike, both ryots and cattle-breeders, and there is logically not the slightest ground for making any distinction. But it has been made in other provinces and the Government of India favours it; moreover, it is politically defensible on the ground that it will greatly diminish the opposition that may be expected to this additional charge, and, secondly, on the ground already admitted in the case of the income-tax, that it is undesirable to increase the burdens laid on agriculture.

But even in the case of non-agricultural cattle the fees will be a very moderate charge for the improvement in pasturage which may be expected from protection, and the following arguments in favour of a grazing tax of 2 annas per head which were advanced by Mr. A. J. Stuart in 1883, may usefully be quoted here:—

- 1st. It will make a moderate amount of forest revenue without oppression.
- 2nd. It will necessitate cattle-owners taking out licenses from the various firkadars, so that the herds and those who drive them in any part of the jungles will be known, and mischief to trees or firing of grass may be more effectively checked.

*This is a very good
idea. I think it is
highly to be recommended
in view of the fact that
the ryots are not
sufficiently protected.*

*In the case of forest
land.*

*I think it desirable
to do so.*

3rd. It will help gradually to induce the ryots to provide more than they do in their cultivation system for the cultivation of fodder, and to look upon the provision of cattle food for the dry season as a part of their agricultural business.

4th. It will tend greatly to decrease the number of cattle driven into the forests and jungles, and thereby allow them to improve by keeping away those who can at little expense and trouble provide for their cattle at home.

Mr. Stuart then continued as follows:—

"It cannot be said that the feeding charges of cattle are high when an animal can be fed for three or four months or as much longer as the owner pleases within one year for the sum of 2 annas, about the price of an ordinary horse-keeper's bundle of grass. The tax may, in my opinion, be regarded as almost nominal, the chief object being to insist upon a license being taken and held by the drovers upon whom some hold may in this way be obtained; at the same time trifling sums contributed by a large number of people and not much felt by them help considerably to swell the receipts of the Forest Department on which future improvement must depend. (Board's Proceedings, dated 2nd February 1883, No. 276).

It may also be noted that in 1879 the Government sanctioned the imposition of a fee of 2 annas per head in Coimbatore on the ground that such a fee or even a higher one is readily paid to the Cochin and Travancore Sircars and to private proprietors (Paragraph 10 of G.O., dated 2nd August 1879, No. 1612). The arguments in favour of the eventual imposition of a small tax are indeed unanswerable.

30. The Government has prescribed the marginally-noted scale of fees as a maximum for reserved lands, and it might now be ordered that these rates are never to be exceeded even in reserved forests without the previous sanction of the Government. If these rates might be taken as the maximum for agricultural cattle, and Collectors might be left at liberty to admit such cattle without charge when that course is considered desirable. It may often be necessary to confine sheep and goats to special restricted areas or to exclude them altogether.

31. It may be mentioned in connection with the subject of differential rates, that in Bombay special privileges are conceded to all the inhabitants of forest villages, a

Rs. 500. 25 Dec 83

	Per annum.
RS. A. P.	
Buffaloes	0 8 0
Bulls, cows, bullocks, calves, horses, asses, and foals ...	0 4 0
Sheep and goats	0 2 0

Rs. 500. 25 Dec 83
is 1013
by one half in each
computation

*Ex. Sheep & goats can never
be considered agricultural
No but sheep & goats are
not like goats. In some
very unimproved districts
addition to some of the
other cattle...*

*This is a
very good
idea.*

forest village being one which has contributed any land towards a reserved forest. There is much to be said in favour of this plan, but against it may be urged the fact that in this Presidency the enjoyment of forest privileges has not in the past been confined to the inhabitants of the village in which the forest land lies.

32. If the foregoing proposals are accepted, there is no reason why a very large area of forest land should not be reserved. This matter has already been dealt with by the Board, and attention is invited to the following extract from Board's Proceedings, dated 28th March 1887, Forest No. 182, which clearly shows the effect of reservation under such circumstances.

"The Board have already pointed out in their Proceedings, dated 28th March 1887, Forest No. 181, that the mere act of reservation of itself is no hardship to the villagers, but that on the contrary—provided that definite provision is made in the working plan, which follows the reservation, for the continuance to the villagers under the necessary control of the customary privileges which they would enjoy if the land were not reserved—such reservation is an unmixed benefit to them; for it preserves to them, unimpaired and in perpetuity, the timber and pasturage which without it and without the professional management which accompanies it would most certainly in a few years be destroyed and lost to them."

It must be left to the Collector, in consultation with his Divisional officers and his Forest Assistant, to decide what areas are to be closed, wholly or partially, and it must be impressed upon them and upon Conservators that the greater part of the reserved forests are intended for the supply of pasture, small timber, and fuel, and that they must be worked accordingly. A large proportion of the area should never be closed, even though the progress to improvement may thereby be greatly retarded. Notwithstanding this restriction, control and protection will do immense good, and the present forest staff is, moreover, too small to deal adequately with a large extent of forest.

33. It is submitted that with the acceptance of these principles, there is no objection to the reservation of the additional area in the Cuddapah district which is recommended in Board's Proceedings, dated 28th March 1887, Forest No. 182, or to the acceptance of the similar proposal made for Kurnool. In the latter district, indeed, it should be considered whether it is not advisable to reserve the land which Mr. Johnson calls the *terai*, as some sort of

*I cannot see the point to do so.
The right of buying has been
enjoyed from time immemorial
and by very distant villages
in the case of hills ranges like
the Kallamalas or other
from adjoining districts con-
ting around them accordingly*

I agree

*Cy.O. No. 191.
6-3-88*

*I am opposed to
the distribution
under H.S.*

Point No.

*Yes, in determining what area should
be reserved the collector must
consider cattle men as well
as agriculturists*

I agree

H.S.

*Continuing this tract should
be reserved.*

H.S.

*This class must be retained
until the the reservation for
Reserved Forests have been
made. To prevent alienation
of land which are reserved
they are required for the
better of the Reserve. In
the reservation plan the
the remarks of the members
in the papers stated with
G.O. No. 17/June/90 No. 457
relating to the reservation in
Trichinopoly. H.S.*

control of this seems desirable, and the continuance of "reserved lands" as a separate class has been condemned. It has only to be added that the scale of rates prescribed by the Government is the maximum and that the imposition of fees should be made very gradually. The motto *festina lente* is peculiarly applicable here and if it be borne steadily in mind the improvement of the forest lands of the Presidency will be brought about without giving rise to any serious discontent and to the advantage alike of the people and the exchequer.

H. A. S.

E

Forwarded

The Hon^{ble} Mr. Sivas
The Hon^{ble} Mr. Sivas
H.E. the Governor

This has been marked
'Urgent' because it is
thought desirable to resolve
the questions raised, if
possible, before Mr. Logan
goes to Simla.

After 37 years 11/9.
detention of the papers by Mr
Andreas Stuart
JH

Cor. 11/9

P.S. 179
SEP 20 1890
REVENUE DEPARTMENT

I very much regret the
great delay that has occurred
in these few submissions of
these papers. The two re-
lating to light grazing were
duly submitted for orders and
were returned to the Hon. Mr.
Master with a slip pointing
out that the grazing fees
sanctioned by Govt. related
to reserved lands and not
to reserved forests. He
kept the papers rather than
be returned or until he
went on sick leave in 1888.
The papers of 1887 were
originally ordered to be over-
until Mr. Brougham reported
what was the exact nature
of the Bellary scheme.
It was seven months before
this report was received,
and I had meanwhile
seen the Bombay Forest

The President of the ...

I find that I have been
very much to blame in this
matter and I can only plead
in excuse that the delay has
done no harm, but rather the
reverse, and that it was
not due to ill-will but to
the natural repugnance to
an old paper, the ^{initial} ~~one~~
delay in the disposal being
due to ^{me} Mr. ~~Harrison~~ and
not to me.

Am.

READ—

The draft is for the most part a reprint of the statement
made & appears from the
initials at the end to have
been drawn up by him. I
don't know why his name
was followed. It was the
order, & I for one disapprove
of it. The
statement is a
good draft (but on notes)
& the f.d. could
have been drawn
up equally well a
perhaps better by the
Under Secy. Carr.

ORDER—

The foregoing papers relate to various questions connected with the provision of pasturage, fodder, fuel and small timber for the agricultural population, and to the curtailment of the privileges which villagers have hitherto enjoyed in the forests and unoccupied lands of the State. In disposing of these important matters the Government considers it desirable to examine at some length the forest policy of the past and to lay down the general principles upon which it intends to proceed in the future.

2. The object of the Forest Legislation of 1882 and the reorganisation of the department which followed it, was not merely to obtain power to deal more effectively with the State timber-producing forests, but also to improve the sources of fodder-grass and fuel, and with this end in view, power was expressly taken to regulate the rights or privileges which the villagers possessed over waste lands.

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This is made very clear by the report of the Committee appointed to draft the Forest Bill. After pointing out the baneful results of the absence of regulation, the Committee make the following statement of their views:—

"A forest law is required to enable Government to check this process, and to constitute forests to be permanently maintained as the forest domains of the State; to prevent further deterioration in wooded tracts, where the exercise of the rights must be allowed to continue; and to re-establish forest growth in places where it has disappeared. The result of these measures will be the formation of well-defined areas stocked with compact masses of forests which will furnish a much more abundant supply of wood and cattle fodder than the present open and imperfectly-stocked jungles."

"There are also large extents of waste land which should be retained mainly with the view of securing a larger and more certain supply of pasture, chiefly during seasons of drought. In order to improve the productiveness of these lands efforts will be made to increase the growth of trees and shrubs upon them."

The position which the State ought to take up in this matter was also set forth at length by Dr. Brandis in his able and exhaustive report on forest administration in this Presidency, from which the following extracts are taken.—

"It must now be distinctly recognized" he says, "that not only does the provision of timber and firewood come within the legitimate scope of forest administration in India, but one of its most important duties will in future be to increase the supply of cattle fodder, particularly during seasons of drought in the drier districts. The importance of this feature of Indian Forest Administration has by no means yet been sufficiently recognized. On the bare and dry hills of Ajmere and Merwara an area, aggregating 100 square miles, has been demarcated and placed under strict protection; these operations were undertaken, in the first instance, with the view of improving the water-supply in tanks and wells, upon which cultivation in these districts chiefly depends. The principal advantage, however, which has manifested itself up to date, is that the supply of grass has increased largely. The conditions under which these reserves are established permit the people in the vicinity to cut grass in them, and, during the several seasons of drought which have occurred, the increased supply of grass, under the shade of the trees and brushwood which have grown up under protection, has been extremely useful. These reserves in Ajmere are only a beginning on a small scale and operations of a similar character should be undertaken in all districts which are situated in the dry regions of India."

"It is in this manner chiefly that forest conservancy may be expected to mitigate the disastrous effects of seasons of drought and famine. The importation of grain can be facilitated by

the additional roads and railways, but cattle fodder cannot to the same extent be distributed over the country; it must either be produced on the spot in the vicinity of villages, or the cattle must be driven away to places where pasture is available. The want of grass, and the consequent mortality among cattle, has always been one of the principal evils attending famines in the drier districts of India, and this evil can, in many cases, be mitigated by forest conservancy."

"In seasons of drought pasture is available in the forest lands, when there is none in the open grazing grounds. It is not only that in such seasons there is more grass under the shelter of the trees, but the leaves of the trees themselves serve as fodder. In most cases it will be an advantage to get grazing grounds stocked with groups of trees. This, however, cannot be attempted on an adequate scale until forestry has advanced much further in this Presidency than it has at present. The growth of trees on grazing grounds, combined with closing them against cattle in rotation, and the establishment of grass preserves to furnish cut grass during the dry season, in which cattle will only graze after the grass has been cut and which will be protected against fire, these measures should eventually have a trial, and in the allotment of free grazing grounds nothing should be done to impede future action in this direction."

3. Dr. Brandis's Report is dated 10th January 1883, and on the 1st March of that year, the Government of India issued an important Resolution on the subject of establishing fuel and fodder reserves.

It was first pointed out that there was a growing decrease in the area of grazing lands and wooded tracts in many parts of Upper India, and that they had not only diminished in extent, but had also deteriorated in quality and changed in character. Then, after a reference to the droughts to which India is subject and the important difference which is thus introduced between Eastern and Western systems of agriculture, the Resolution continues as follows:—

"The history of the famines and droughts which have occurred during the present century, and especially in late years, is replete with painful accounts of the wholesale destruction of cattle by starvation and the failure of the fodder supply. It may be doubtful whether the loss which the agricultural population has thus sustained has always been fully appreciated. At a time when they have been deprived by failure of the rains of a great portion of the produce of one or more seasons, they have also had taken from them, in the destruction of their plough labour, the means of recouping their loss in succeeding years. The late famine of 1877 has furnished many

examples of this kind. Accounts have reached the Government of India of the serious deterioration of the agricultural prosperity of many tracts which, there is every reason to believe, would now be in a flourishing condition if the cattle could have been saved. On the other hand, instances have been brought forward in which the existence of a sufficient area of grazing land has, in districts most affected by the drought, both preserved the cattle and secured the agricultural population from prospective loss.

"It is desirable at this point to explain that the 'term grazing land' as herein used is not to be restricted to land which provides nothing but the ordinary pasture of a grass plain. Such land is often affected just as seriously by a drought as the unirrigated area of cultivated land. Grazing land is here intended to include those wooded tracts and jungles which provide bushes, trees and herbs from which cattle can obtain a plentiful supply of fodder, even at times when the grass on open ground is dried up and destroyed. There are many trees and many bushes which, drawing upon a supply of moisture below the surface of the earth, can maintain their life and vigour when the shallow rooted crops and grasses are parched and withered. And this is not all. It has also been ascertained that the grass itself which, on an exposed surface, would succumb to the drought, is, in the cooler atmosphere occasioned by the shade and protection of trees and shrubs, saved from destruction.

"As, moreover, there is, apart from the question of fodder, a distinct agricultural advantage in maintaining throughout the plains of Upper India a supply of wood for fuel and domestic purposes, the term used in the following paragraphs of this resolution to designate grazing lands will be that of fuel and fodder reserves."

A number of instances are next given of the great mortality among cattle which droughts have occasioned and of the manner in which the evils of famine have been met where there were fodder reserves to fall back upon, and the conclusions at which the Government of India had arrived are summed up in the following passage:—

"The examples to which reference has now been made are sufficient proof of the necessity of taking some action for the protection of the cattle of the country against drought. The facts brought forward seem to prove that at present the agricultural population will not or cannot themselves take sufficient precautions to provide against exceptional occurrences. They trust to accident or to assistance from the Government. But in this matter little or no help can be afforded, unless systematic arrangements are made in advance and continuously maintained, under which a supply of fodder in a year of drought may be secured."

4. The Indian Famine Commission also laid great stress upon the importance of preserving and improving the sources of

pasture and dwell especially upon the necessity for measures being speedily undertaken in Madras for protecting the existing forest tracts from denudation and for obtaining power to reserve suitable areas for pasture which may be so important in their relation to future seasons of drought.

* * *
"We have evidence," the Commissioners write, "from all parts of India that the mischievous practice of indefinite trespass on the public forests has sprung up from short-sighted eagerness for immediate profit and ignorance of the conditions under which alone the reproduction of forests is possible; and the public interest evidently requires that any reasonable privilege of this kind, which it would be harsh to abolish, should be enjoyed only within defined limits and under salutary rules. Village communities may thus be brought to avail themselves of forest produce in a manner consistent with its reproduction, and not with a license recklessly destructive of the public property, and we think it probable that some of the least productive tracts now under the plough might be managed with greater benefit to the community as protected forest for village uses than as arable land."

"So far as any immediate advantage is to be sought from the extension of forest in respect to protection against drought, it will, in our opinion, be mainly in the direction of the judicious enclosure and protection of tracts such as have just been alluded to, from which improved and more certain pasture may be secured for the cattle of the vicinity, a supply of firewood secured which may lead to a more general utilisation of animal manure for agriculture, and a possible addition made to the power of the subsoil to retain its moisture, and to the prospect of maintaining the supply of water in the wells. In all cases existing communal rights of pasturage should receive careful attention, and, as far as possible, efforts should be made to extend facilities of this description, and to add to their value by a suitable system of protection."

5. Lastly, much evidence was given before the Madras Agricultural Committee to the effect that the wretched condition of the cattle in the greater part of this Presidency, which will be generally admitted, is due to inadequate supplies of fodder.

6. The question of the provision of fuel is hardly less important than that of pasture. In many parts of the Presidency the supply of firewood is so scanty that the people suffer considerable inconvenience and discomfort. But this is not the worst; wood being dear the dung of cattle is used in its place and the soil is thus deprived of the manure of which it stands in such urgent need. Any measures, therefore, which tend to improve the supply and

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“(3) The object of the formation of fuel and fodder reserves is to preserve and so to increase the supply of fuel for villagers and of fodder for their cattle, and to this end it is desirable that there should be formed, by degrees, a series of such reserves in every taluk of every district in the Presidency.

"(4) The Government have pointed out in G.O., dated 21st December 1882, No. 1464, that action in the matter of fuel reserves should.

be gradual and well considered, and that nothing is gained by submitting wholesale proposals relating to an entire district. Collectors will, therefore, submit their proposals for one taluk at a time, and when all that is necessary in the way of constituting reserves in that taluk has been sanctioned, another may be taken up and proposals submitted with respect to it, and so on, taluk by taluk, until each district is fully provided for.

"(5) The first step to be taken towards forming reserves is the selection of the areas to be reserved. The Board consider that the formation of a small reserve for each village, situated within its own limits, is out of the question, owing to the expense that must necessarily be involved in its formation and conservancy, and that the taluk is the proper unit of conservancy, all the villages within its limits being considered as having an equal right to share in the benefits arising from the formation of the reserves situated therein. In the selection of the areas to be reserved, Collectors should endeavour so to arrange them that no village in a taluk is more distant than ten miles, at the most, from a reserve. This may sometimes be impracticable, but this principle should as far as possible regulate the selection of areas to be reserved.

"(6) The next point is that the areas selected should be in large compact blocks, and should in their total area comprise an extent equal to about 10 per cent. of the unassessed waste land in the taluk; or a standard of 100 acres for every village in the taluk may be taken, and if the total areas of the reserves are equal to that extent, it may be assumed that a sufficient area has been selected for the use of the whole taluk. In some districts it may be impossible to secure anything like this amount of waste land. And in such cases the Collector must do the best that he can, bearing in mind that as far as possible the principle sought to be maintained is that each taluk should supply its own population with fuel and their flocks and herds with fodder, but when this cannot be done, other taluks must supply those that cannot supply themselves.

13. The Government stated* that it had no objection to the general tenor of these instructions, but it is believed that very little effect was given to them by Collectors. This scheme of the Board's was, moreover, thrown into the background by the issue of rules under section 26 of the Forest Act, in which an attempt was made to deal with the question of the supply of fuel and fodder by the formation of village forests. This method of meeting the wants of the ryots seems to have originated with Sir Dietrich Brandis, who had proposed the constitution of such forests in Mysore so far back as 1868. His proposals, however, were not accepted; but he again put them forward in connection

* G.O., 18th July 1883, No. 874, Revenue.

with Madras Forest Administration, his object being to save the expense which would be entailed on the State if it itself undertook the protection and improvement of the required area.

"A glance at the area statement appended to the present report," he writes, "and at the forecast of annual forest revenue recorded in a subsequent chapter will show that it will be quite impossible for the State to provide the means for the protection and improvement of the whole of the waste lands at its disposal.

* * * * * Certain proposals are, it is true, submitted in this report which will have the effect of eventually increasing the revenue. But so much is certain, that financially it is out of the question for the State to undertake the task of efficiently protecting and steadily improving the whole of the forests and grazing grounds. * * *

* Hence the plan has arisen to form village forests, which will include the village grazing grounds, and which it is intended shall be protected and managed by the people yielding to them a permanent supply of wood and fodder without any expense to the State."

Dr. Brandis was, however, most strongly opposed to any attempt to form village forests being made at the outset. He considered that the staff which the Department would have at starting would be found barely sufficient to deal with the more urgent work of the constitution, protection, and management of reserved forests, and for this reason he did not recommend that a chapter on village forests be included in the Madras Forest Act, and no reference was accordingly made to such forests in the Madras Act, which, in this respect, differed from the India and Burma Acts.

"Under existing circumstances," he says, "all that can be attempted with reasonable prospect of success is to constitute reserved forests under the Act, and then to manage them by the Government forest officers. Later on when experience has been gained, and when the cost of efficient protection and good management of Government waste lands and jungle in the plains has been determined by actual experience, then the project of village forests must be taken in hand, and if it should be found necessary to give such project the support of a legislative enactment, it will not be found difficult to frame such an enactment. I submit an emphatic warning against any attempt at present to undertake several things at the same time."

14. Notwithstanding this protest the Board submitted and the Government approved of rules contemplating the formation of both village forests and fuel and

fodder reserves. As originally issued these rules stood as follows:—

"7. In villages which now contain land covered with jungle or forest in which villagers have hitherto enjoyed, free of charge, the privilege of grazing cattle or cutting trees (other than reserved trees) for fuel or for building or agricultural purposes, or of burning charcoal, the Collector may set apart, once for all, such portions thereof as he may consider reasonable for the exercise of those privileges, and shall determine by the villagers of what villages they shall be enjoyed. The produce of these lands, however, shall not be sold or bartered, nor shall any of the aforesaid privileges be in any way alienated. The authority of the Forest Department over the said lands shall thereafter be limited to the enforcement of the above rules, and the conservancy, felling and disposal of the reserved trees standing on the said lands. If by the action of said villagers, or by their neglect to replant or conserve the said lands, the jungle or forest is completely cleared away, the above privileges shall, on notification by the Collector to that effect, be held to have ceased and determined.

8. Out of the remaining lands, the Collector may select any areas that are reserved lands to be constituted fuel and fodder reserves or grazing grounds or to be placed under special fire protection. After the limits of these areas have been clearly indicated and duly notified in the District Gazette, no person within such areas shall wilfully or negligently set fire to the trees, timber, grass or other forest produce, or shall kindle or keep burning any fire, except at such places and subject to such precautions as may be prescribed by the Collector by notification in the District Gazette."

15. These rules formed the subject of considerable discussion, and in 1885,* rule 7 was amended

* G.O., 14th July 1885, No. 817.

so as to run as follows:—

"Where the practice of grazing cattle, sheep or goats, or of cutting trees (other than reserved trees) or other forest produce for fuel, or for building, agricultural or domestic purposes, or of cutting grass for thatching or fodder, or thorns for fences, or leaves of trees (other than reserved trees) for manure, free of charge, has long and steadily obtained, the Collector shall set apart once for all such areas as he may consider reasonable for this purpose and shall, &c., &c." (As in original rule.)

16. The most important point of difference between this rule and that originally issued is the change in its character from permissive to imperative. This was further emphasized by a special instruction to the Board to impress on all Collectors the importance attached by Government to the speedy carrying out of this rule and to at once call for an estimate (prepared in communication with the Conservator of

the Circle) from every district of the time within which the contemplated village reserves could be completed. As a matter of fact, however, very little was done, and in November of the same year (1885) Mr. Galton, then Collector of Bellary, reported that it would be difficult to form village forests in his district and made certain proposals for otherwise providing the necessary fuel and fodder reserves.

17. In the first place he deprecated the sub-division of the Government forests into so many classes and recommended that all land which was to be dealt with by the Forest Department should be formally settled and reserved under the Act. Subject to this proviso, Mr. Galton's proposals were practically identical with the scheme sketched in Board's Proceedings, dated 14th June 1883, No. 1722, an extract from which has been given above; but he pointed out that the condition that no village should be more than 10 miles distant from a reserve could not be given effect to, and that to obtain the required area (100 acres for each village) it would be necessary to include the reserved forests. Since most of the latter were, however, unlikely to produce much timber for many years to come they would, in any case, be worked for fuel and fodder. As regards the former point, Mr. Galton was of opinion that the greater distance of his proposed blocks was not of much importance. "The villagers," he wrote, "will resort to the reserves if fees are charged, only when the pasturage on unreserved lands fails, and as they are accustomed to drive their cattle long distances in search of pasture and to remain away from home for weeks together, the inconvenience will not be regarded as very serious." He further pointed out that it would be impossible to guard effectually a large number of small blocks, scattered over a taluk, whereas a comparatively small staff would suffice for the protection of a few large reserves.

18. Mr. Galton contended that if his plan was accepted the formation of "village forests" would be unnecessary, as the area of unreserved land left for the exercise of free privileges would be very large. His proposals were strongly supported by the Conservator, received the cordial approval of the Board and were accepted by the Government. They have subsequently been known as the "Bellary scheme."

19. In March 1886, the Collector of Cud-dapah submitted proposals on the subject of

village forests of that district. He recommended that in the eastern half of the district regular village forests should be formed, portions of proposed reserved forests being given up for this purpose where necessary. But for the western part of the district, which in its physical conditions greatly resembles Bellary, it was proposed to adopt the plan already sanctioned for that district, on the ground that as the areas taken up for reservation were small, the ryots' privileges were, therefore, very slightly affected, and it was accordingly unnecessary to form village forests in order to secure to them the continued enjoyment of these privileges. The proposals differed somewhat, however, from the Bellary scheme. Grazing and the cutting of grass are allowed free on all unoccupied unreserved lands by rule 9 of the rules under section 26 of the Forest Act, but under rule 10 all the trees and timber on such lands vest in the Forest Department, subject to such exceptions as may from time to time be notified by the Governor in Council. The ryots would, therefore, have to pay for the latter unless express orders to the contrary were given. The Collector of Cuddapah accordingly proposed that all dry wood required for domestic use, leaves of trees and shrubs required by agriculturists for manure, and timber and thorns required for agricultural purposes should be excepted by the Governor in Council, subject to the condition that the produce thus obtained free should not be sold or bartered. The Government accepted the principle of these proposals, but it directed that timber required for building purposes should be added to the exceptions and that the form of the notification should be amended (G.O., dated 24th July 1886, No. 619).

20. A revised notification was accordingly submitted by the Collector with his letter, dated 15th December 1886, No. 1543, which is embodied in Board's Proceedings, dated 28th March 1887, No. 182, Forest. The Collector in that letter explained that when he used the term "village forests" in his former communication he had meant the whole of the forest or jungle lands, outside reserved forests, in the localities where village forests were constituted, *i.e.*, in those localities there would be no unreserved lands other than village forest. There being some doubt about the matter he submitted three alternative proposals, but he was himself in favor of leaving all land outside reserved

forests as "unreserved lands" to be worked under rule 9 with exceptions under rule 10. He was decidedly opposed to the constitution of compact blocks of good forest land as "village forests" and his remarks on this subject may be quoted at length:—

"I venture in conclusion to point out to the Board and Government that the proposed creation of communal village forests, though on the face of it a concession of privileges, will in reality prove a cause of contention and much dissatisfaction. Those who have influence in the villages concerned will, I am assured, hasten to utilize the concessions made to their own private advantage and to the destruction of the forest. It will be extremely difficult to lay down equitably which villages shall and which villages shall not share in any given village forest. It will not be possible in most cases to set apart a separate piece of forest for each village, and the villagers to whom the privileges are granted will be certain to quarrel among themselves continually regarding their use of the common forest. The difficulties connected with the issue of free permits have been represented already. On the other hand, it would cause little or no disturbance to the public mind if all the forests or waste lands outside reserved forests were worked under rule 9 and the simple exceptions to rule 10 which were first proposed, omitting the proposed concession of wood for house building. This would virtually be to continue existing arrangements, with the addition of the concession of the privilege of cutting trees of classes I and II for implements, &c. At present only trees of class III are cut free for such purposes."

With reference to the order of Government that wood required for building purposes should be added to the exceptions under rule 10, the Collector writes as follows:—

"I wish respectfully to submit that as the free cutting of wood for building purposes has not for two years, *i.e.*, since the introduction of the rules under section 26, been permitted in this district (except when the houses of poor persons are destroyed by fire), it is hardly necessary to introduce it now. The charge for the wood of classes I, II and III in the new table of rates is not high, and any permission to cut such wood free in large quantities for building will certainly tend to the rapid destruction of the growth on unreserved lands, and will give rise to numberless disputes and much abuse, to avoid which it might be necessary to have recourse again to the objectionable free permit system, which was abolished when the rules under section 26 were introduced. The continuance of the present arrangement will not be felt as a hardship by the people; cases of real necessity might still be met by free grants made by the District Forest-officer or the Divisional officers."

21. A modified form of the Bellary scheme has also been proposed for Kurnool, but in this district the retention of the class of forest known as reserved lands is contemplated, and in these the exercise of the admitted privileges of the villagers would be permitted subject to the following restrictions :—

- (1) A limit on the number of animals of one owner which would be entitled to free grazing.
- (2) Power to the Collector to close against grazing an area not exceeding 20 per cent., and against sheep and goats a further 20 per cent. of the reserved lands in any village.
- (3) Power to forbid the exercise of privileges where rules have been broken or privileges abused.
- (4) No bark for fibre to be taken except from creepers and trees of class IV.

It is proposed that every land-holder should be entitled to free grazing for one pair of bullocks and one cow for every 15 acres, or portion of 15 acres, of holding. In the case of Lambadis, shepherds and others who keep cattle without holding land, Mr. Johnson recommends free grazing for the existing number of animals, fees being levied on all future increase above this number.

22. The opinions of the other Collectors on the subject of village forests are summarized in Board's Proceedings, dated 27th April 1887, No. 235, Forest, and with very few exceptions they report in favour of the Bellary scheme on the ground of its simplicity and also because of their disbelief in the permanence of forests left to the management of a village community. In the Nilgiris has it been found possible to form such forests, and the Government has recently been obliged to restore its permissive character to rule 7 of the rules under Section 26 of the Forest Act, as the creation of village forests was in many parts of the country found to be altogether impracticable.

23. The Government is now of opinion that the idea of village forests must be altogether abandoned. There can be little doubt that without constant supervision lands assigned for this purpose would be worked unfairly and would be rapidly denuded of all tree growth. But effective supervision of vast number of little blocks of forest land dotted over the country would be impossible without an increase

of forest establishments so large that its cost would be prohibitive. To preserve the forests, then, and to prevent disputes, discontent, and injustice it is desirable to have the sources of the fuel and fodder supply under Government control, and to minimize expenditure on establishments it is necessary that the reserves should be in fairly large blocks. ~~The Government considers that these conditions are found fulfilled in the Bellary scheme.~~

24. One important feature of that scheme is that all Government forests shall eventually be formally settled and reserved under the Act. The only objection to this course is that it involves some increased cost, but the advantages of having all rights definitely determined or extinguished, are so great as to quite outweigh the extra expenditure. It is, however, most necessary to correct the idea, which prevails somewhat widely, that as soon as a forest is reserved, cattle and men are to be excluded and it is to be worked for the profit of the Government rather than for the benefit of the people. It cannot be too strongly affirmed that the chief object of the reserved forests throughout the greater part of the country is the provision of pasture, small timber, fuel, and leaves for manure or litter. They are to be worked in order to meet the wants of the villagers in these respects and are not to be converted into close preserves for the growth of high timber. ~~It may be that~~ under such conditions the tree growth and natural reproduction will not be nearly so good as they would be if all cattle and cattle-herds were excluded, but much can be done by closing portions in turn and by encouraging the cutting and removal of grass, where this is a feasible substitute for grazing. The Government cannot lay down any detailed rules for the treatment of the reserves. This must vary with the character of the growth and the circumstances of the locality, but speaking generally the forests in the plains should be worked as fuel and fodder reserves and those on the hills as high forest. ~~It is~~ the duty of the Collector to decide on each particular case, and if the Conservator does not agree with him the matter can be referred to the Board.

25. The next point for consideration is the area which should be reserved in each district. The Government considers that in the first place all good forest land, however great the extent, should be brought

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under control. This has already been done in most districts. The Collector should next consider the circumstances of each taluk, which will be the unit for purposes of fuel and fodder reserves. If in any case the area already taken up is not sufficient to furnish the estimated requirements in firewood, leaves and small timber, and to afford grazing for all cattle necessary for agricultural or domestic purposes, more land should, if possible, be brought under management. In some cases, it may even be desirable to start fuel plantations and to establish firewood depôts, measures which have produced such excellent results on the Nilgiri Hills, where firewood can now be purchased at one half to one-third of the price that was demanded twenty years ago. Such plantations would be especially beneficial in districts like Bellary and Anantapur and in taluks situated on the coast. If a large block of land is taken up and fenced and planted gradually year by year, then in a comparatively short time not only will the young plants have sprung up, but there will also be the plentiful growth of scrub and herbage which always follows protection from fire and cattle. The plantation will thus become both a fuel and fodder reserve.

26. The cattle actually required for agricultural and domestic purposes must have the first claim on the Government reserves, and surplus animals should be allowed grazing in the protected areas only when the circumstances permit of it. If this is not done the result of protection will simply be a large increase in the number of animals requiring pasture and the consequent failure of all efforts to permanently improve the grazing grounds. The distinction is made in other provinces, and is there based upon the area of the holding, which affords at once a simple and rational method for determining the number of animals needed for agricultural operations. In the Bellary scheme the area of pasturage required is fixed with reference to the number of villages. That this is an erroneous method is obvious, for the villages in that district will be largely diminished in numbers with the completion of the survey, and the result of adopting this standard is that, without any change in the real circumstances of the case, the area of reserves would be reduced by nearly one-half. The proper standard is the area of the holding from which can be calculated the number of cattle required

*and the natural jungle growth
should be supplemented by plantations
created for the purpose of fuel supply.*

*for experience has shown that if
large tracts of the forest land
is carefully enclosed & planted up,
the natural growth of grass &
herbage which follows the protection
should quickly follow the protection
afforded by excluding cattle &
keeping out fire & the plantation
then becomes*

for agricultural purposes. The number of acres for which a pair of bullocks will be sufficient will probably vary for each district. Mr. Johnson took 15 acres in Kurnool. The Settlement Department has taken much lower figures than these and it is desirable that the requirements of ryots in this matter should be construed liberally. A milch cow or a she-buffalo or both will be allowed in addition to each pair of bullocks.

There will be in every village a considerable area of unoccupied unserved land and this will afford pasturage for the surplus animals if there is no room for them in the fodder reserves. The requirements of cattle-breeders would usually be met in the large grazing grounds such as the Nallamalais in Kurnool and the hill tracts of Coimbatore, a large proportion of which must be kept open for grazing.

27. The last matter to be considered is the levy of fees. It is undoubtedly true that prior to the passing of the Forest Act the rural population enjoyed extensive privileges over the unoccupied lands of the State, and although the Courts have invariably refused to admit that these privileges were rights the Government would not interfere with their exercise without very strong reasons for doing so. It is, however, imperatively necessary to the well-being of the agricultural classes that measures should be taken to improve and protect the grazing grounds and the sources of the supply of timber and fuel, and the Government would be gravely to blame if it neglected this important duty out of a timid consideration for those privileges which have been the cause of so much waste and injury in the past. The requisite extent of forest land must, therefore, be brought under control and the exercise of former privileges in this area must in many cases be curtailed, as for example by limiting the number of cattle to be admitted for grazing or by restricting the number of trees which are to be felled.

But control and improvement involve considerable expenditure and it is only equitable that this should be defrayed by the people who will derive benefit from it and in whose interests it is incurred. The Government considers, therefore, that fees should be levied for all the produce of the forest lands under control, but in the matter of grazing it would make a distinction between what have been described as agricultural cattle and animals that do not fall within that category.

*As a general rule the
requirements of the ryots
should be allowed 2 pairs of
bullocks & a milch
cow or she-buffalo in the
proportion*

disposed to

cannot

28. The Government has prescribed the marginally-noted scale of fees as a maximum for reserved lands, and it will now be extended to reserved forests also. Half these rates will be taken as the maximum for agricultural cattle, and Collectors will be left at liberty to admit such cattle without charge when for special reasons that course is considered desirable. It may often be necessary to confine sheep and goats to special restricted areas or to exclude them altogether. Timber, firewood and other produce of reserved forest will ordinarily be sold as now on the best terms that can be obtained, but the rate for firewood should be kept as low as possible and agriculturists may be supplied with such produce as they require at the seigniorage rates sanctioned for reserved lands.

	Per annum.
	RS. A. P.
Buffaloes	0 8 0
Bulls, cows, bullocks, calves, horses, asses, and foals ...	0 4 0
Sheep and goats	0 2 0

or
24/25 admit sheep. It seems
desirable to admit the
sheep and goats
but sheep are not in the reserved forests
are not allowed to graze in the reserved forests
because of the risk of fire to the
crops of animals which

29. On all unoccupied unreserved land the grazing of cattle, the cutting of grass, the collection of dry wood, thorns, leaves of trees and shrubs that are not reserved and the felling of trees other than reserved trees will be permitted free of charge provided that the grass, wood, leaves, &c., are required for agricultural or domestic purposes and not for sale or barter.

30. The adoption of the foregoing measures will eventually entail considerable alteration in the rules under section 26 of the Forest Act. But for the present the category of reserved lands must be retained so as to give control over lands that are to be made into reserved forests. The chief changes, therefore, will be in rules 9 and 10, but other rules can also be greatly simplified. The Board should revise them throughout in consultation with Conservators and submit a draft for the approval of the Government.

31. The Government sanctions the reservation of the additional areas in the Cuddapah and Kurnool districts. In the latter the *terai*, which it was proposed to retain as reserved land, will ~~of course~~ now be converted into "reserved forest."

32. The policy which has been described above cannot be brought into operation at once, as the present staff is altogether insufficient for the proper working of the taluk reserves which are contemplated. An increase in both the superior and the subordinate establishments is urgently required, and until this is obtained it will be impossible to give effect to the measures which are so necessary to the interests of

constituted

As regards the former, separate
orders are being issued: in

complete

I think it can be introduced
at once though it cannot be
completely carried out

full

44 25

the agricultural population of this Presidency. For the present, therefore, the constitution of fuel and fodder reserves in every taluk must be taken simply as the ideal to be eventually reached, but meanwhile there is ample scope for the energies of Revenue and Forest officers and a wide field for all their efforts.

H.A.S.

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NOTE FOR ORDERS.

- Board's Proceedings, dated 21st October
1885, No. ²⁹⁴⁰ Forest 583.
- Board's Proceedings, dated 17th November
1885, No. ³¹⁴¹ Forest 630.
- Board's Proceedings, dated 28th March
1887, Forest No. 182.
- Board's Proceedings, dated 14th April
1887, Forest No. 218.
- Board's Proceedings, dated 27th April
1887, Forest No. 235.
- Board's Proceedings, dated 26th April
1887, Forest No. 233.
- Board's Proceedings, dated 15th April
1889, Forest No. 218.

FOR ORDERS:—

The papers entered at the head of this note relate to the provision of grazing facilities, fuel, &c., for the agricultural population, the levy of fees for the enjoyment of these facilities, and the curtailment of the privileges which villagers have long enjoyed in the forests and unoccupied lands of the State.

2. The object of the Forest Legislation of 1882 and the reorganisation of the department which followed it, was not merely to obtain power to deal more effectively with the State timber-producing forests, but also to improve the sources of fodder-grass and fuel, and with this end in view, power was expressly taken to regulate the rights or privileges which the villagers possessed over waste lands. This is made very clear by the report of the Committee appointed to draft the Forest Bill. After pointing out the baneful results of the absence of regulation, the

Committee make the following statement of their views:—

"A forest law is required to enable Government to check this process, and to constitute forests to be permanently maintained as the forest domains of the State; to prevent further deterioration in wooded tracts, where the exercise of the rights must be allowed to continue; and to re-establish forest growth in places where it has disappeared. The result of these measures will be the formation of well-defined areas stocked with compact masses of forests which will furnish a much more abundant supply of wood and cattle fodder than the present open and imperfectly-stocked jungles."

And in another part (para. 24) of their report the Committee, speaking of reserved lands, say:—

"There are also large extents of waste land which should be retained mainly with the view of securing a larger and more certain supply of pasture, chiefly during seasons of drought. In order to improve the productiveness of these lands efforts will be made to increase the growth of trees and shrubs upon them."

The position which the State ought to take up in this matter was also set forth at length by Dr. Brandis in his able and exhaustive report on Forest Administration in this Presidency.

"It must now be distinctly recognized" he says, "that not only does the provision of timber and firewood come within the legitimate scope of forest administration in India, but one of its most important duties will in future be to increase the supply of cattle fodder, particularly during seasons of drought in the drier districts. The importance of this feature of Indian Forest Administration has by no means yet been sufficiently recognized. On the bare and dry hills of Ajmere and Merwara an area, aggregating 100 square miles, has been demarcated and placed under strict protection; these operations were undertaken, in the first instance, with the view of improving the water-supply in tanks and wells, upon which cultivation in these districts chiefly depends. The principal advantage, however, which has manifested itself up to date, is that the supply of grass has increased largely. The conditions under which these reserves are established permit the people in the vicinity to cut grass in them, and, during the several seasons of drought which have occurred, the increased supply of grass, under the shade of the trees and brushwood which have grown up under protection, has been extremely useful. These reserves in Ajmere are only a beginning on a small scale and operations of a similar character should be undertaken in all districts which are situated in the dry regions of India."

"It is in this manner chiefly that forest conservancy may be expected to mitigate the disastrous effects of seasons of drought and famine. The importation of grain can be facilitated by the additional roads and railways, but cattle fodder cannot to the same extent be distributed over the country; it must either be

produced on the spot in the vicinity of villages, or the cattle must be driven away to places where pasture is available. The want of grass, and the consequent mortality among cattle, has always been one of the principal evils attending famines in the drier districts of India, and this evil can, in many cases, be mitigated by forest conservancy." (Para. 21 of Brandis's Report.)

And again in para. 24 of the same report he writes:

"A more intensive management of the pasture lands is another subject which must be kept in view. Village grass preserves are an old institution in many parts of the North-West Himalaya. No grazing is permitted in those areas; they are carefully protected, and in autumn the grass is cut and stored. Without these the cattle could not be maintained during winter.

* * * * *

"The care of pasture lands is not unknown in this Presidency. In the Coimbatore district there are 500,000 acres of occupied waste, for which assessment is paid by the ryots. These lands bear trees and shrubs and are used partly to furnish firewood, partly for grazing and the cutting of grass. In the coast taluks of Nellore, the ryots pay assessment for large areas of wet and dry lands which they chiefly use for pasture."

"In most districts of the Presidency, pasture on the Government waste lands is free and in those districts where, as in Kistna and Nellore, grazing fees are levied on certain lands, free grazing grounds have been set aside as far as possible in each village area for the use of ryots. I understand that it is intended to set apart free grazing lands in those districts also, which are now under settlement, e.g., in Anantapur, Bellary and the Nilgiris. It appears to me to be a matter for consideration, whether this had not better be deferred until the selection of reserved forests is commenced. The two questions of improving the pasture and forest lands must be taken up together. Eventually it will probably be found convenient to set apart free grazing lands everywhere, if possible, but the selection of lands for forest purposes must not be made difficult by the previous allotment of free grazing grounds."

"In seasons of drought pasture is available in the forest lands, when there is none in the open grazing grounds. It is not only that in such seasons there is more grass under the shelter of the trees, but the leaves of the trees themselves serve as fodder. In most cases it will be an advantage to get grazing grounds stocked with groups of trees. This, however, cannot be attempted on an adequate scale until forestry has advanced much further in this Presidency than it has at present. The growth of trees on grazing grounds, combined with closing them against cattle in rotation, and the establishment of grass preserves to furnish cut grass during the dry season, in which cattle

will only graze after the grass has been cut and which will be protected against fire, these measures should eventually have a trial, and in the allotment of free grazing grounds nothing should be done to impede future action in this direction."

3. Dr. Brandis's Report is dated 10th January 1883, and on the 1st March of that year, the Government of India issued a most important Resolution on the subject of establishing fuel and fodder reserves.

It was first pointed out that there was a growing decrease in the area of grazing lands and wooded tracts in many parts of Upper India, and that they had not only diminished in extent, but had also deteriorated in quality and changed in character. Then, after a reference to the droughts to which India is subject and the important difference which is thus introduced between Eastern and Western systems of agriculture, the Resolution continues as follows:—

"The history of the famines and droughts which have occurred during the present century, and especially in late years, is replete with painful accounts of the wholesale destruction of cattle by starvation and the failure of the fodder supply. It may be doubtful whether the loss which the agricultural population has thus sustained has always been fully appreciated. At a time when they have been deprived by failure of the rains of a great portion of the produce of one or more seasons, they have also had taken from them, in the destruction of their plough labour, the means of recouping their loss in succeeding years. The late famine of 1877 has furnished many examples of this kind. Accounts have reached the Government of India of the serious deterioration of the agricultural prosperity of many tracts which, there is every reason to believe, would now be in a flourishing condition if the cattle could have been saved. On the other hand, instances have been brought forward in which the existence of a sufficient area of grazing land has, in districts most affected by the drought, both preserved the cattle and secured the agricultural population from prospective loss.

"It is desirable at this point to explain that the 'term grazing land' as herein used is not to be restricted to land which provides nothing but the ordinary pasture of a grass plain. Such land is often affected just as seriously by a drought as the unirrigated area of cultivated land. Grazing land is here intended to include those wooded tracts and jungles which provide bushes, trees and herbs from which cattle can obtain a plentiful supply of fodder, even at times when the grass on open ground is dried up and destroyed. There are many trees and many bushes which, drawing upon a supply of moisture below the surface of the earth, can maintain their life and vigour when the shallow rooted crops and grasses are parched and

withered. And this is not all. It has also been ascertained that the grass itself which, on an exposed surface, would succumb to the drought, is, in the cooler atmosphere occasioned by the shade and protection of trees and shrubs, saved from destruction.

"As, moreover, there is, apart from the question of fodder, a distinct agricultural advantage in maintaining throughout the plains of Upper India a supply of wood for fuel and domestic purposes, the term used in the following paragraphs of this resolution to designate grazing lands will be that of fuel and fodder reserves."

Then, after giving instances of the great mortality among cattle which droughts have occasioned and of the manner in which the evils of famine have been met where there were fodder reserves to fall back upon, the Resolution goes on—

"The examples to which reference has now been made are sufficient proof of the necessity of taking some action for the protection of the cattle of the country against drought. The facts brought forward seem to prove that at present the agricultural population will not or cannot themselves take sufficient precautions to provide against exceptional occurrences. They trust to accident or to assistance from the Government. But in this matter little or no help can be afforded, unless systematic arrangements are made in advance and continuously maintained, under which a supply of fodder in a year of drought may be secured."

4. The Indian Famine Commission also laid great stress upon the importance of preserving and improving the sources of pasture as will be seen from the following extract from its report:—

"It is much to be regretted that the introduction of a forest law has been so long deferred in Madras, and we trust that measures for protecting the existing forest tracts from denudation, and for obtaining power to reserve suitable areas for pasture, which may be so important in their relation to future seasons of drought, will speedily be undertaken in Madras with the same energy and judgment which is [sic] being displayed elsewhere.

* * * * *

"We have evidence from all parts of India that the mischievous practice of indefinite trespass on the public forests has sprung up from short-sighted eagerness for immediate profit and ignorance of the conditions under which alone the reproduction of forests is possible; and the public interest evidently requires that any reasonable privilege of this kind, which it would be harsh to abolish, should be enjoyed only within defined limits and under salutary rules. Village communities may thus be brought to avail themselves of forest produce in a manner consistent with its reproduction, and not with a license recklessly destructive of the public property, and we think it probable that some of the least productive tracts now under the plough might be managed with greater benefit to the commu-

nity as protected forest for village uses than as arable land.

"So far as any immediate advantage is to be sought from the extension of forest in respect to protection against drought, it will, in our opinion, be mainly in the direction of the judicious enclosure and protection of tracts such as have just been alluded to, from which improved and more certain pasture may be secured for the cattle of the vicinity, a supply of firewood secured which may lead to a more general utilisation of annual manure for agriculture, and a possible addition made to the power of the subsoil to retain its moisture, and to the prospect of maintaining the supply of water in the wells. In all cases existing communal rights of pasturage should receive careful attention, and, as far as possible, efforts should be made to extend facilities of this description, and to add to their value by a suitable system of protection."

5. Lastly, much evidence was given before the Madras Agricultural Committee to the effect that the wretched condition of the cattle in this Presidency, which will be generally admitted, is due to inadequate supplies of fodder.

6. Enough has been stated in the foregoing paragraphs to show that there is a general consensus of opinion that the establishment of fuel and fodder reserves is desirable in the interests of the cultivating classes. The next question for consideration is the manner in which they are to be provided and worked. It will be well to first give an account of what has been done in this direction in the past.

7. In 1859 the Jungle Conservancy Department was started with this object, but its operations were never sufficiently extensive and were conducted in a listless, fitful, and unmethodical manner. It would serve no useful purpose to give a detailed history of those efforts, but certain proposals for forming fuel reserves in Coimbatore, which were made by Mr. A. J. Stuart, the Collector of that district in January 1882, just on the eve of the abolition of the Jungle Conservancy Department, are deserving of notice, as the so-called Bellary scheme, which has found so much favour of late, seems to be founded on those suggestions.

8. Mr. Stuart asked for permission to set aside as reserves an area equivalent to not less than 10 per cent. and not more than 20 per cent. of the cultivated extent so as to obtain "a fair proportion of forest and jungle evenly distributed over the country." He calculated that the adoption of his proposal would give an average of a little over 100 acres of reserved lands for each village in the district. The

*not at all
He is
proposed.*

Board accepted the scheme with the proviso that the selections should be made from lands which had been unoccupied for more than eighteen months, "so as to avoid the danger of taking up for fuel lands that ought more properly to be allowed, in process of time, to come under the plough, and bear food or fodder." The Board further expressed a desire to see the principle extended to all districts, and meanwhile called upon the Collector to furnish a detailed statement regarding the lands which he proposed to take up in each village.

9. The scheme was referred to Dr. Brandis, who was then in Madras, and he reported decidedly in its favour; he suggested, however, that no maximum or minimum be fixed, but that the Collector should be instructed to consider the circumstances of each village, and to enter in the list of reserved lands all areas which are likely to be useful for the purpose in view. Dr. Brandis was opposed to the Board's proviso that the selections should be made from lands that had been unoccupied for more than eighteen months, as this restriction would result in only the poorest lands being taken up and the task of converting these into forest would be exceedingly difficult. "It will not," he wrote, "be an easy matter to attain success in the hot and dry climate of the Coimbatore district, and unless the operations are commenced under the most favourable circumstances, failure is unavoidable," and he concluded by urging that the best lands at the disposal of Government, and those most likely to yield good results, should be selected.

It is not necessary to give in detail his suggestions for stocking these lands with trees, but it should be mentioned that he deprecated the commencement of operations simultaneously on a great many plots and that he was strongly of opinion that strict protection during a series of years must precede all other operations.

10. The Board, however, adhered to the opinion that only lands which had been unoccupied for eighteen months should be reserved and the Government seems to have accepted this decision. Effect was ordered to be given to Mr. Stuart's proposals in other respects (G.O., 13th May 1882, No. 503), and in a subsequent order (G.O., 21st December 1882, No. 1464) it was directed that the question of forming village fuel reserves should be considered in each district by the Collector in con-

munication with the Conservator of the Circle, and that action should be gradual and well considered, as nothing is gained by the submission of wholesale proposals relating to an entire district.

11. The next paper of importance is the Resolution of the Government of India, to which reference has already been made, and upon this the Government of Madras observed that the scheme sketched therein was in fact that which this Government had set before them. The Board, however, issued explicit orders for the formation of reserves of the nature suggested by the Government of India. For convenience of reference the more important passages of the Board's order are here quoted at length:—

(3) "The object of the formation of fuel and fodder reserves is to preserve and so to increase the supply of fuel for villagers and of fodder for their cattle, and to this end it is desirable that there should be formed, by degrees, a series of such reserves in every taluk of every district in the Presidency.

(4) "The Government have pointed out in G.O., dated 21st December 1882, No. 1464, that action in the matter of fuel reserves should be gradual and well considered, and that nothing is gained by submitting wholesale proposals relating to an entire district. Collectors will, therefore, submit their proposals for one taluk at a time, and when all that is necessary in the way of constituting reserves in that taluk has been sanctioned, another may be taken up and proposals submitted with respect to it, and so on, taluk by taluk, until each district is fully provided for."

(5) "The first step to be taken towards forming reserves is the selection of the areas to be reserved. The Board consider that the formation of a small reserve for each village, situated within its own limits, is out of the question, owing to the expense that must necessarily be involved in its formation and conservancy, and that the taluk is the proper unit of conservancy, all the villages within its limits being considered as having an equal right to share in the benefits arising from the formation of the reserves situated therein. In the selection of the areas to be reserved, Collectors should endeavour so to arrange them that no village in a taluk is more distant than ten miles, at the most, from a reserve. This may sometimes be impracticable, but this principle should as far as possible regulate the selection of areas to be reserved.

(6) "The next point is that the areas selected should be in large compact blocks, and should in their total area comprise an extent equal to about 10 per cent. of the unassessed waste land in the taluk; or a standard of 100 acres for every village in the taluk may be taken, and if the total areas of the reserves are equal to that extent, it may be assumed that a sufficient area has been selected for the use of the whole taluk.

In some districts it may be impossible to secure anything like this amount of waste land. And in such cases the Collector must do the best that he can, bearing in mind that as far as possible the principle sought to be maintained is that each taluk should supply its own population with fuel and their flocks and herds with fodder, but when this cannot be done, other taluks must supply those that cannot supply themselves.

12. The Government stated* that it had no objection to the general tenor of these instructions, but it gave them no very warm support and it is believed that very little effect was given to them by Collectors.

13. This scheme of the Board's was, moreover, thrown into the background by the issue of rules under section 26 of the Forest Act, in which an attempt was made to deal with the question of the supply of fuel and fodder by the formation of village forests. This method of meeting the wants of the ryots seems to have originated with Sir Dietrich Brandis, who had proposed the constitution of such forests in Mysore so far back as 1868. His proposals, however, were not accepted; but he again put them forward in connection with Madras Forest Administration, his object being to save the expense which would be entailed on the State if it itself undertook the protection and improvement of the required area.

"A glance at the area statement appended to the present report," he writes, "and at the forecast of annual forest revenue recorded in a subsequent chapter will show that it will be quite impossible for the State to provide the means for the protection and improvement of the whole of the waste lands at its disposal.

* * * * * Certain proposals are, it is true, submitted in this report which will have the effect of eventually increasing the revenue. But so much is certain, that financially it is out of the question for the State to undertake the task of efficiently protecting and steadily improving the whole of the forests and grazing grounds. * * *

* Hence the plan has arisen to form village forests, which will include the village grazing grounds, and which it is intended shall be protected and managed by the people yielding to them a permanent supply of wood and fodder without any expense to the State."

Dr. Brandis was, however, most strongly opposed to any attempt to form village forests being made at the outset. He considered that the staff which the Department would have at starting would be found barely sufficient to deal with the more urgent work of the constitution, protection, and management of reserved

“Under existing circumstances,” he says, “all that can be attempted with reasonable prospect of success is to constitute reserved forests under the Act, and then to manage them by the Government forest officers. Later on when experience has been gained, and when the cost of efficient protection and good management of Government waste lands and jungle in the plains has been determined by actual experience, then the project of village forests must be taken in hand, and if it should be found necessary to give such project the support of a legislative enactment, it will not be found difficult to frame such an enactment. I submit an emphatic warning against any attempt at present to undertake several things at the same time.” (Para. 65).

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8. Out of the remaining lands, the Collector may select any areas that are reserved lands to be constituted fuel and fodder reserves or grazing grounds or to be placed under special fire protection. After the limits of these areas have been clearly indicated and duly notified in the District Gazette, no person within such areas shall wilfully or negligently set fire to the trees, timber, grass or other forest produce, or shall kindle or keep burning any fire, except at such places and subject to such precautions as may be prescribed by the Collector by notification in the District Gazette."

so as to run as follows :—

16. The most important point of difference between this rule and that originally issued is the change in its character from permissive to imperative. This was further emphasized by a special instruction to the Board to impress on all Collectors the importance attached by Government to the speedy carrying out of this rule and to at once call for an estimate (prepared in communication with the Conservator of the Circle) from every district of the time within which the contemplated village reserves could be completed. As a matter of fact, however, very little was done, and in November of the same year (1885) Mr. Galton, then Collector of Bellary, reported that it would be difficult to form village forests in his district and made certain proposals for otherwise providing the necessary fuel and fodder reserves.

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 Edward J. May selection
 over that all land, which
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 John Keating from
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be regarded as very serious." He further pointed out that it would be impossible to guard effectually a large number of small blocks, scattered over a taluk, whereas a comparatively small staff would suffice for the protection of a few large reserves, and, lastly, he recommended that these blocks should be constituted "reserved forests" under the Act, so that there would be but one class of forest lands instead of the subdivision into "reserved forest," "reserved lands," "fuel and fodder reserves," and "village forests."

18. Mr. Galton contended that if these proposals were accepted the formation of "village forests" would be unnecessary, as the area of unreserved land left for the exercise of free privileges would be very large. The only difference between village forests and unreserved lands, so far as Mr. Galton could see, was that, under rule 7, the produce of the former could not be sold and bartered nor could any of the privileges be in any way alienated, whereas this restriction did not apply to the latter class of lands; but as the enforcement of the restriction would be very difficult, if not impossible, unless a very large staff was entertained, the advantage of proceeding under rule 7 is not apparent.

19. These proposals were strongly supported by the Conservator, received the cordial approval of the Board and were accepted by the Government. They have subsequently been known as the "Bellary scheme."

20. In March 1886, the Collector of Cuddapah submitted proposals on the subject of village forests of that district. He recommended that in the eastern half of the district regular village forests should be formed, portions of proposed reserved forests being given up for this purpose where necessary. But for the western part of the district, which in its physical conditions greatly resembles Bellary, it was proposed to adopt the plan already sanctioned for that district, on the ground that as the areas taken up for reservation were small, the ryots' privileges were, therefore, very slightly affected, and it was accordingly unnecessary to form village forests in order to secure to them the continued enjoyment of these privileges. The proposals differed somewhat, however, from the Bellary scheme. Grazing and the cutting of grass are allowed free on all unoccupied unreserved lands by rule 9 of the rules under section 26 of the Forest Act, but

under rule 10 all the trees and timber on such lands vest in the Forest Department, subject to such exceptions as may from time to time be notified by the Governor in Council. The ryots would, therefore, have to pay for the latter unless express orders to the contrary were given. The Collector of Cuddapah accordingly proposed that all dry wood required for domestic use, leaves of trees and shrubs required by agriculturists for manure, and timber and thorns required for agricultural purposes should be excepted by the Governor in Council, subject to the condition that the produce thus obtained free should not be sold or bartered. The Government accepted the principle of these proposals, but it directed that timber required for building purposes should be added to the exceptions and that the form of the notification should be amended (G.O., dated 21st July 1886, No. 619).

21. A revised notification was accordingly submitted by the Collector with his letter, dated 15th December 1886, No. 1543, which is embodied in Board's Proceedings, dated 28th March 1887, No. 182, Forest. The Collector in that letter explained that when he used the term "village forests" in his former communication he had meant the whole of the forest or jungle lands, outside reserved forests, in the localities where village forests were constituted, *i.e.*, in those localities there would be no unreserved lands other than village forest. There being some doubt about the matter he submitted three alternative proposals, but he was himself in favor of leaving all land outside reserved forests as "unreserved lands" to be worked under rule 9 with exceptions under rule 10. He was decidedly opposed to the constitution of compact blocks of good forest land as "village forests" and his remarks on this subject may be quoted at length:—

"I venture in conclusion to point out to the Board and Government that the proposed creation of communal village forests, though on the face of it a concession of privileges, will in reality prove a cause of contention and much dissatisfaction. Those who have influence in the villages concerned will, I am assured, hasten to utilize the concessions made to their own private advantage and to the destruction of the forest. It will be extremely difficult to lay down equitably which villages shall and which villages shall not share in any given village forest. It will not be possible in most cases to set apart a separate piece of forest for each village, and the villagers to whom the

privileges are granted will be certain to quarrel among themselves continually regarding their use of the common forest. The difficulties connected with the issue of free permits have been represented already. On the other hand, it would cause little or no disturbance to the public mind if all the forests or waste lands outside reserved forests were worked under rule 9 and the simple exceptions to rule 10 which were first proposed, omitting the proposed concession of wood for house building. This would virtually be to continue existing arrangements, with the addition of the concession of the privilege of cutting trees of classes I and II for implements, &c. At present only trees of class III are cut free for such purposes."

He concludes by expressing a hope that the Government will be induced to adopt the course recommended, or to leave the question of village forests for further consideration when the system proposed by him has been tried and found wanting.

With reference to the order of Government that wood required for building purposes should be added to the exceptions under rule 10, the Collector writes as follows:—

"I wish respectfully to submit that as the free cutting of wood for building purposes has not for two years, i.e., since the introduction of the rules under section 26, been permitted in this district (except when the houses of poor persons are destroyed by fire), it is hardly necessary to introduce it now. The charge for the wood of classes I, II and III in the new table of rates is not high, and any permission to cut such wood free in large quantities for building will certainly tend to the rapid destruction of the growth on unreserved lands, and will give rise to numberless disputes and much abuse, to avoid which it might be necessary to have recourse again to the objectionable free permit system, which was abolished when the rules under section 26 were introduced. The continuance of the present arrangement will not be felt as a hardship by the people; cases of real necessity might still be met by free grants made by the District Forest-officer or the Divisional officers."

22. In forwarding this letter, Mr. Gamble explained that it was certainly his view that village forests should consist of real forest and not be merely large stretches of waste land more or less covered with forest growth. He was far from thinking that such forests were everywhere impracticable, but he was of opinion that their present constitution would be difficult and that their selection should be postponed till the reserved forests are finally settled and it is accurately known what areas are available for them. He accordingly supported the Collector's proposal to allow the lands not included in a reserved forest to be worked under rules 9

and 10. This proposal also met with the approval of the Board.

23. The next Collector who reported on the question of village forests was Mr. Johnson, at that time acting as Collector of Kurnool. His letter will be found in Board's Proceedings, dated 14th April 1887, No. 218, Forest. He notes that the area of reserved forests in Kurnool would amount to some 2,000 square miles and that no grazing would be permitted in these except on payment. As the privileges hitherto enjoyed would thus be greatly curtailed, he considered it advisable that no charges should be made for grazing elsewhere except in the case of surplus animals. The lands remaining outside the limits of reserved forests are

- (1) A strip of varying breadth along the edge of the Nallamalai and Velegonda hills between the boundary of the reserved forests and the limit of surveyed lands.
- (2) The waste lands within the ordinary limits of villages, including large unsurveyed areas on the Yerramalais.

The proposal is that the whole of (1) and selected portions of (2) should be made "reserved lands," within which the exercise of the admitted privileges of the villagers would be permitted subject to the following restrictions:—

- (1) A limit on the number of animals of one owner which would be entitled to free grazing.
- (2) Power to the Collector to close against grazing an area not exceeding 20 per cent., and against sheep and goats a further 20 per cent. of the reserved lands in any village.
- (3) Power to forbid the exercise of privileges where rules have been broken or privileges abused.
- (4) No bark for fibre to be taken except from creepers and trees of class IV.

It is proposed that every land-holder should be entitled to free grazing for one pair of bullocks and one cow if his holding does not exceed 15 acres, and if it does, the same number for each 15 acres. In the case of lambadis, shepherds and others who keep cattle without holding land, Mr. Johnson recommends free grazing for the existing number of animals, fees being levied on all future increase above this number.

24. In forwarding the proposals Mr. Gamble pointed out that the concession of

free grazing would necessitate the alteration of rule 9, which requires fees to be charged for grazing on "reserved lands," and on the whole he prefers the Bellary scheme, but with 1 square mile instead of 100 acres per village as the standard for determining the area. The Board preferred the same arrangement as that which they had approved for Cuddapah, and took the opportunity to point out that as these lands take the place of village forests they should be entered as such in the diplots and not given for cultivation except with the Collector's permission. It is submitted, however, that this would not be practicable as the lands in question are all the unoccupied unreserved lands, and the Board's direction would, if carried out, require the Collector's sanction for the grant of every darkhast.

25. The next paper we come to is Board's Proceedings, dated 27th April 1887, No. 235, Forest, which gives a summary of the opinions of all Collectors on the subject of village forests. With very few exceptions all these officers report in favor of the Bellary scheme on the ground of its simplicity and also because of their disbelief in the permanence of forests left to the management of a village community. The Board accordingly recommends that the Government should make a new departure by classifying lands under only two heads for forest purposes, viz, (1) reserved forests and (2) unreserved lands. The Board is further of opinion that the village is too small a unit to take and that the scheme of taluk blocks, which has been described above, should be adopted.

26. In the papers that have been summarized above, two questions have been mixed up which it is desirable to consider separately. The first is the provision of a sufficient area of forest land for the supply of grazing or fodder for agricultural cattle and of fuel and small timber for the population generally. The other is the treatment of the existing privileges of the villagers over the unoccupied lands of the State.

27. It will be readily admitted that the constitution of a large number of fuel and fodder reserves scattered over a taluk, within easy access of every village, is a consummation devoutly to be wished. But with a staff of Superior Grade Forest-officers so small that several important districts have to be entrusted to Sub-Assistants, with a subordinate staff altogether

insufficient for existing purposes, and lastly with an inexorable demand from the Financial Department of an annual surplus of not less than two and a half lakhs, it is abundantly clear that reserves of this nature could not only not be formed, but could not even be effectually protected if they were already in existence and in good condition. It would indeed be a grievous mistake to throw such a great amount of additional work on the forest establishments and Dr. Brandis's frequent advice not to attempt too many things at a time cannot be too strongly insisted upon. It is submitted, then, that for the present the Forest Department should devote its efforts to the protection and improvement of the large blocks of forest lands which are already or will be reserved under the Act. There is not the slightest reason why these should not be used as reserves for the supply of fuel and fodder either throughout the year or in the hot months, when the ordinary pasturage is poor and scanty. It may be that under such circumstances the tree-growth and reproduction will not be nearly so good as they would be if all cattle and cattle herds were excluded. But, as has already been shown, the object of the forest policy of the Government is not merely the growth of timber or the proof of the possibilities of natural reproduction, and Forest officers cannot too soon be disabused of the idea that to "make a solitude and call it peace" is not the perfection of forest administration. It will, however, be quite impossible for the Government to lay down general instructions for the working of the forests. It must be left to Collectors and their Divisional officers to decide what are the requirements of the people, and the Collector and his Forest officer can then determine how these requirements are to be met. The cattle actually required for agricultural and domestic purposes must have the first claim on the Government reserves, and surplus animals should be allowed grazing in the protected areas only when the circumstances permit of it. In this country the Malthusian doctrine is as applicable to cattle as to human beings and the only check on reproduction is the positive check. It is absolutely necessary, therefore, to discriminate between agricultural cattle and surplus animals or the result of protection will simply be a large increase in the number of animals requiring pasture and the consequent failure of all efforts to permanently improve the

*Quite so, and is the best
for the future of the
Forest Department in Bellary*

grazing grounds. The distinction is made in Bombay and in several, if not in all, the provinces under the Government of India. It is there based upon the area of the holding, which affords at once a simple and rational method for determining the number of animals needed for agricultural purposes. In the Bellary scheme the area of pasturage required is fixed with reference to the number of villages. That this is an erroneous method is obvious, for the villages in that district will be largely diminished in numbers with the completion of the survey, and the result of adopting this standard is that, without any change in the real circumstances of the case, the area of reserves would be reduced by nearly one-half. The proper standard is the cultivated, or perhaps the culturable, area from which can be calculated the number of agricultural cattle. The number of acres for which a pair of bullocks will be sufficient will probably vary for each district. Mr. Johnson took 15 acres in Kurnool. In the Bombay district of Nasik the extent is fixed at 20 acres. The Madras Settlement Department has taken much lower figures than these and it is desirable that the requirements of ryots in this matter should be construed liberally. A milch cow or a she-buffalo or both might be allowed in addition to each pair of bullocks. The requirements of cattle-breeders would be met in the large grazing grounds such as the Nallamalais in Kurnool and the hill tracts of Coimbatore, a large proportion of which must be kept open for grazing.

28. We now come to the thorny question of privileges. Prior to the passing of the Forest Act and the reorganization of the Department which followed it, very little restriction was placed upon the grazing of cattle, the collection of leaves and fuel, and the felling of such timber as was required for agricultural implements or the dwellings and cattle sheds of the rural population. Throughout the greater portion of the Presidency, pasture on Government lands was entirely free and even in the districts of Kistna and Nellore, where a considerable revenue was realized from grazing fees, an area deemed sufficient for the requirements of cattle kept for agricultural and domestic purposes was set aside for free pasture. In the case of fuel a small seigniorage was levied when it was removed in large quantities and in most districts a charge was made even on head-loads when brought into towns; but as a

The area of the holding, which affords at once a simple and rational method for determining the number of animals needed for agricultural purposes. In the Bellary scheme the area of pasturage required is fixed with reference to the number of villages. That this is an erroneous method is obvious, for the villages in that district will be largely diminished in numbers with the completion of the survey, and the result of adopting this standard is that, without any change in the real circumstances of the case, the area of reserves would be reduced by nearly one-half. The proper standard is the cultivated, or perhaps the culturable, area from which can be calculated the number of agricultural cattle. The number of acres for which a pair of bullocks will be sufficient will probably vary for each district. Mr. Johnson took 15 acres in Kurnool. In the Bombay district of Nasik the extent is fixed at 20 acres. The Madras Settlement Department has taken much lower figures than these and it is desirable that the requirements of ryots in this matter should be construed liberally. A milch cow or a she-buffalo or both might be allowed in addition to each pair of bullocks. The requirements of cattle-breeders would be met in the large grazing grounds such as the Nallamalais in Kurnool and the hill tracts of Coimbatore, a large proportion of which must be kept open for grazing.

rule every villager could get all the fuel he required free of cost. Leaves for manure could also be obtained without payment and free permits were given to cut timber required for house-building or agricultural implements. Speaking generally in fact, agriculturists contributed little or nothing to forest revenues and at the same time obtained a considerable quantity of forest produce.

With the introduction of the Act and the concurrent reform of forest administration, the unrestricted exercise of these privileges had necessarily to be curtailed, for uncontrolled interference with the produce of the forests was obviously incompatible with efficient professional treatment. The result of reservation and the issue of rules under section 26 was to impose a charge for all timber and fuel, for leaves, for thorns and in fact for all forest produce for whatever purpose required. The cutting of grass and the pasturing of cattle are permitted free of charge on all unreserved lands, but the best grazing lands have of course been taken up for reservation and over these the ryots cannot claim to continue to exercise the privileges which they have so long enjoyed. As a matter of fact, however, the rules have never yet been strictly enforced and there are many reserved forests and reserved lands in which the pasturing of cattle is still allowed without payment of any fees; and in most villages where the people hitherto got their firewood free, they can still pick up enough dry wood to render it unnecessary for them to purchase from the Forest Department. But there can be no doubt that the pressure of the rules is steadily increasing and one of the problems which has to be faced, and had better be faced at once, is the extent to which villagers who have hitherto enjoyed free privileges should continue to be allowed to do so. The imposition of fees universally will produce widespread discontent, while on the other hand if the State undertakes operations for the improvement of the property over which the privileges are enjoyed, the cost of these operations should in fairness be borne by the people who reap the benefit.

29. The attempt to assure the continuance of the enjoyment of these privileges by the formation of village forests has been generally condemned, and it is submitted that without a large increase in the Forest staff so as to render supervision possible, there is every prospect that such

forests would be rapidly denuded. Nor is it likely that they would be worked fairly. The alternative put forward is the Bellary scheme and it is submitted that this, as modified by the Collector of Cuddapah, should be adopted. The result would be that all the best forest land would be placed under protection, while over the rest the enjoyment of free privileges would continue. It is obvious, however, that these privileges will be greatly diminished in value if all the best lands are reserved and fees levied for grazing, timber and fuel. On the other hand, it is only fair that those who benefit by the protection afforded, as the ryots undoubtedly will benefit, should contribute something towards the cost of it. The natural deduction from these premises is that a small fee be levied for grazing, &c.; this has been done in some districts, notably Kurnool, without exciting any opposition.

The question here arises as to whether any distinction in the matter of fees should be made between what have been called agricultural cattle and other cattle. The privilege of free grazing has been enjoyed in the past by all alike, both ryots and cattle-breeders, and there is logically not the slightest ground for making any distinction. But it has been made in other provinces and the Government of India favours it; moreover, it is politically defensible on the ground that it will greatly diminish the opposition that may be expected to this additional charge, and, secondly, on the ground already admitted in the case of the income-tax, that it is undesirable to increase the burdens laid on agriculture.

But even in the case of non-agricultural cattle the fees will be a very moderate charge for the improvement in pasturage which may be expected from protection, and the following arguments in favour of a grazing tax of 2 annas per head which were advanced by Mr. A. J. Stuart in 1883, may usefully be quoted here:—

1st. It will make a moderate amount of forest revenue without oppression.

2nd. It will necessitate cattle-owners taking out licenses from the various firkadars, so that the herds and those who drive them in any part of the jungles will be known, and mischief to trees or firing of grass may be more effectively checked.

In reserved forests...

3rd. It will help gradually to induce the ryots to provide more than they do in their cultivation system for the cultivation of fodder, and to look upon the provision of cattle food for the dry season as a part of their agricultural business.

4th. It will tend greatly to decrease the number of cattle driven into the forests and jungles, and thereby allow them to improve by keeping away those who can at little expense and trouble provide for their cattle at home.

Mr. Stuart then continued as follows:—

"It cannot be said that the feeding charges of cattle are high when an animal can be fed for three or four months or as much longer as the owner pleases within one year for the sum of 2 annas, about the price of an ordinary horse-keeper's bundle of grass. The tax may, in my opinion, be regarded as almost nominal, the chief object being to insist upon a license being taken and held by the drovers upon whom some hold may in this way be obtained; at the same time trifling sums contributed by a large number of people and not much felt by them help considerably to swell the receipts of the Forest Department on which future improvement must depend. (Board's Proceedings, dated 2nd February 1883, No. 276).

It may also be noted that in 1879 the Government sanctioned the imposition of a fee of 2 annas per head in Coimbatore on the ground that such a fee or even a higher one is readily paid to the Cochin and Travancore Sircars and to private proprietors (Paragraph 10 of G.O., dated 2nd August 1879, No. 1612). The arguments in favour of the eventual imposition of a small tax are indeed unanswerable.

30. The Government has prescribed the marginally-noted scale of fees as a maximum for reserved lands, and it might now be ordered that these rates are never to be exceeded even in reserved forests without the previous sanction of the Government. Half these rates might be taken as the maximum for agricultural cattle, and Collectors might be left at liberty to admit such cattle without charge when that course is considered desirable. It may often be necessary to confine sheep and goats to special restricted areas or to exclude them altogether.

31. It may be mentioned in connection with the subject of differential rates, that in Bombay special privileges are conceded to all the inhabitants of forest villages, a

	Per annum.
RS. A. P.	
Buffaloes	0 8 0
Bulls, cows, bullocks, calves,	
horses, asses, and foals	0 4 0
Sheep and goats	0 2 0

forest village being one which has contributed any land towards a reserved forest. There is much to be said in favour of this plan, but against it may be urged the fact that in this Presidency the enjoyment of forest privileges has not in the past been confined to the inhabitants of the village in which the forest land lies.

32. If the foregoing proposals are accepted, there is no reason why a very large area of forest land should not be reserved. This matter has already been dealt with by the Board, and attention is invited to the following extract from Board's Proceedings, dated 28th March 1887, Forest No. 182, which clearly shows the effect of reservation under such circumstances.

"The Board have already pointed out in their Proceedings, dated 28th March 1887, Forest No. 181, that the mere act of reservation of itself is no hardship to the villagers, but that on the contrary—provided that definite provision is made in the working plan which follows the reservation for the continuance to the villagers under the necessary control of the customary privileges which they would enjoy if the land were not reserved—such reservation is an unmixed benefit to them; for it preserves to them, unimpaired and in perpetuity, the timber and pasturage which without it and without the professional management which accompanies it would most certainly in a few years be destroyed and lost to them."

It must be left to the Collector, in consultation with his Divisional officers and his Forest Assistant, to decide what areas are to be closed, wholly or partially, and it must be impressed upon them and upon Conservators that the greater part of the reserved forests are intended for the supply of pasture, small timber, and fuel, and that they must be worked accordingly. A large proportion of the area should never be closed, even though the progress to improvement may thereby be greatly retarded. Notwithstanding this restriction, control and protection will do immense good, and the present forest staff is, moreover, too small to deal adequately with a large extent of forest.

33. It is submitted that with the acceptance of these principles, there is no objection to the reservation of the additional area in the Cuddapah district which is recommended in Board's Proceedings, dated 28th March 1887, Forest No. 182, or to the acceptance of the similar proposal made for Kurnool. In the latter district, indeed, it should be considered whether it is not advisable to reserve the land which Mr. Johnson calls the *terai*, as some sort of

control of this seems desirable, and the continuance of "reserved lands" as a separate class has been condemned. It has only to be added that the scale of rates prescribed by the Government is the maximum and that the imposition of fees should be made very gradually. The motto *festina lente* is peculiarly applicable here and if it be borne steadily in mind the improvement of the forest lands of the Presidency will be brought about without giving rise to any serious discontent and to the advantage alike of the people and the exchequer.

H. A. S.

Mr. Stuart has been
function in the best
method of supplying the
needs of the population
generally in the matter
of fuel & fodder and
in the treatment of ex-
isting privileges of the
Village on the line
of the land of the State

Mr. Stuart explains
a paragraph which
has not come to pass
that these papers have
been lying over for
long - no time has
been made as the paper
raised in the
Committee did not
immediate order
postponement
consideration &
lead to more con-
servative treatment.

The whole policy of forestry

in regard to the forest

requires reconsideration

from function, for it

is clear that the process

now prescribed by the

Forest Rules of 1883 is

unworkable & impracticable

in fact no attempt has

yet been made to carry

out the orders except in

the hill tracts where Village

Forest have been established

and this however is an

abandonment of the original

idea, the main work will

be just & fodder being

to be done in comparison

with the population and

number of cattle that there

is difficulty in carrying

out the orders - so

factories have been

227
attent and are now under

consideration of the Government

in view to further extend

here. No amount of

timbering however, will do

any good, in my opinion

the system which is con-

templated by the Rules is

radically wrong and is

suited to almost every

district in the Presidency

and nothing short of a

total change of ^{system} ~~policy~~

and remodeling of the

Regulations for the manage-

ment of the Forests &

pasture lands is needed

2. Mr. Sturges has been

visiting the hills which

have been taken during

years to bring a

set of contour to

the jungles & for

later views to be

of the people and has
great success from the
Bureau's Report & other
papers to show that the
attention ~~of~~ of them the
and chiefly cannot wait
the passing of the Forest
Act was? There is
that part which
has been laid by the
authorities who have dealt
with the problem on the
importance of protecting
areas for the supply of
firewood & for pasture
have especially for the
water supply and that
it is distinctly recognized
that Reserves should be
created with this object
in view as for the
for timber and
for the future use
of the people and
to scientific

Equally
important ~~factor~~ ^{factor} ~~is~~ ^{is}
as the heavy ²²⁹ Forest
in the hills ranges and
fact does not appear to be
the ^{important} ^{with} ^{from}
start at the ~~outset~~ ^{outset} ^{tramp}
in the ^{areas} ^{to be} ^{considered}
which that ^{land} ^{is} ^{not}
one ^{the} ^{rightly} ^{but} ¹
not from the
Forest and that ^{the} ^{large} ^{tracts}
large tracts ^{are} ^{the} ^{only}
not for the people of ^{the} ^{country}
rather than for the ^{people} ^{and}
of the people - ^{as} ^{to} ^{be} ^{used}
to the ^{King's} ^{land} ^{which}
that the ^{chief} ^{of} ^{the}
the Reserves ^{there} ^{is} ^{the}
the ^{greater} ^{part} ^{of} ^{the}
is the ^{movement} ^{of}
such ^{time} ^{as} ^{for}
that they are ^{not} ^{to}
be ^{used} ^{for} ^{the}
of the ^{King's} ^{land} ^{which}
be ^{shut} ^{up} ^{if}
that the ^{traction} ^{is}
small Reserves

not vary with the same
 of the former and with
 the circumstances of the
 locality. In some
 cases Reservoirs in a district
 may be many miles
 apart but each for full
 supply of water will be full
 of water. These Reservoirs which
 are on large hills ranges
 in the limestone hills
 and are well watered
 and supply for timber but
 will be a great advantage
 to the former are
 situated in the same manner
 under better in regard
 and in the nature of claims
 to be made to the land
 in regard to the

ing to them as some
 in a similar way
 To this end they
 I shall be dealt with
 Chap II of the Act
 where claims have
 voted + the privileges
 followed within them
 + have been created

The Board in its Report dated
 6 June 1851 printed in 80 p.
 dated 14 July 1851 81 p.
 mentioned that Reservoir
 Reservoirs should comprise
 only those areas of hills
 Reservoirs which are reserved
 on account of their position
 or of their value as protecting
 Reservoirs. That areas
 should then be reserved as
 Reservoirs and
 that the Reservoirs should be
 left to the village for the use
 of the village of their own use

231
 they should be placed
 the Reservoirs as
 regular Reservoirs
 should be placed
 of them -
 The existing Reservoirs
 do not, apparently,
 include the Reservoirs
 the best to any great ex-
 tent of areas which are
 selected primarily for the
 use of the village
 Reservoirs, although no
 definite instructions ex-
 press to have been laid
 down for the purpose in
 the selection of Reservoirs
 for the Reservoir Reservoirs
 as they are a great portion
 of what has been selected
 especially in the plains

which some wild lands
 timber of value + can
 only be worked for fuel
 + fodder
 of the land in 2 of the hills
 the Reservoirs
 that for the Reservoirs
 ordinary Reservoirs of
 The village areas should
 be left to the village for the use
 of the village of their own use

See report under Rule
6th Amendment "Kings-
ley". The Board in
~~its~~ ~~Per: 2. 24 Aug 05~~
~~1722~~ which have
heard me with re-
gard to the supply
their requirements in
the matter of paying,
and I want for
part it for holding,
equivalent or domestic
purposes, fees for watching
them for fencing, fines
for running or free of
charge. The charges
to determine by the
members of what value
these privileges shall
be enjoyed and the Board
in its Per: 2. 24 Aug 05
printed in No 2. 19 Sept
05 no 1070 issued in
instructions regarding the same
presumptive rights and for
the transfer of the cases
so set up as to the members
under Sec 26.
The Rules also provide
for the election of cases
to be constituted Panel and

From the same under the
of the right of which was
to be a permanent
by the 1st of the 1st of the
the right and each of
the land and to be
directed that for this purpose
for large compact blocks
should be selected the
standard being either 10
percent of the unoccupied
land in the block
or a standard of 100 acres
for every village. The block
being taken as the unit
for the return is that of the
extent required. No. 13
Per 9. 14 June 1837. 1722.
These areas were in the
No. 6. A strictly accurate
with a view to their im-
provement and eventual
utilization by the very same
parties of them in relation
to the use of the village
No. 5. The same letter
printed in No. 2. 13 June
1837. No. 503. These measures
were not to be carried under
the act and nothing was
said as to the way in which

Claims to the Bureau 2.
privileges within them were
to be dealt with
^{instructions} Required -
The same were not definite
as to the action which
action was to be taken
for the formation of Kings
House & of Paul & Fother
Houses respectively but
before 6 of its members

1210 - 5.0 8.14

٤٥٥٠ ٥١٧ ٢٢٢

Rising from Dr. Sash

2 comments that the

History of record

lands and the formation
of the ...

2nd page & further answers

These 16 sets make
one set of 16.

The function of the

Trusty. the (wmi)

[illegible]

at our entrance to
the city of St. Louis

100 East 100th St

purpose.

5. As far as I can gather, the
the Govt. has never been
able to do that properly
and to what extent (and)

2. I think / jungle would
then come to pass for
solution if in fact by
that time they had not
and I read the forest in for
themselves by entire
disappearance from the
scene ;

Should be State under
Chap. II of the Act and
constituted the said Trust
is ^{to have} ~~the~~ ^{as in} appointed the ^{trust in} ~~the~~ ^{trust in}
maintenance of the
Trusts under and states
that the Scheme sketched
in the Memorandum of the
Gov. of India relating to
such Trusts is that
which we had set before
us (S.O. dated 18 April
1934 No 469) and finally
we have directed that a
Committee of Viceroy
Trusts under the
title mentioned in the
- letter of the - to the
Trusts.

6 Letter, reading the three
sent rules issued in
July 185 on this subject
nothing has been done, ex-
cept on the religious ser-
vice because the in-
structions issued are im-
practicable. It is utterly im-
possible for Churches to
determine by what religious
principles have been ex-

clearly they should continue to be
enjoyed in any given
locality and since 92
by letter dated 5 Nov/05
printed in 800005
Jan/06 no 3. When I
went to Chicago I found
the question of the con-
stitution of Chicago's future
still pending and as going
into the matter I came
to the conclusion that the
scheme was impracticable
in a district like Chicago
accordingly I proposed
that the procedure should
be simplified by taking
up under Chap II of the
Act such cases as
were likely to be required
to ensure a permanent
supply of fuel & fodder
for the requirements of the
population in the future &
that the remainder of the
lands should be given over
to the Chicagoers for their

unrestricted use without
making any attempt to de-
fine precisely the ex-
tent of the reserved
lands but leaving the pre-
cise position to be de-
termined by the
Chicagoans themselves. I then
would under that system
have only two classes of land
namely 'reserved lands'
and 'unreserved lands'.
This scheme, however, was
as the Chicago scheme has
been considered suitable to
the majority of the Chicagoans
and in fact was pro-
posed by the Board to be
in principle but it was
to be borne in mind that
at the time when I referred
to the plan I merely put
it forward as suitable to
the Chicagoans and that
I had to deal with that
consequently it does not
propose to take into con-
sideration all the varying
conditions to be met with
in different parts of the
Presidency. In instances

and that under Rule 10
the time & time in 1, and
apud unrescued lands
not in the Free Dy, or
subject to such exceptions
as may from time to time
be adopted and subject
to the exercise of the power
granted by Rule 7.
The exceptions have been
adopted under Rule 10
and the concluding words
2 the Rules apply to
apply only to ^{land} ^{mainly}
grants under Rule 7
and not to unrescued
lands generally. However
this may be ^{as the Rules have stood}
be necessary ^{in the} of that
is called the Bellamy scheme
are adopted, to provide
for the exercise by the Village
of their customary privileges
such as those enumerated
in Rule 7 on the un-
rescued lands without
let or hindrance by the Rules 9 & 10 and have to
Free Dy, ^{the only} ^{to be used} & the only
exceptions to the unrescued

are 2 the time and
the actual portion of
such lands should be
thus classed as reserved
only to some extent for
building or for other business
such as the Jangal lands
and such like special
privileges.

Third clause

The proposals of the Collector
to the Government are in
accord with rule and the
of the Collector of Revenue
offer only in that he would

Fourth clause

Constitute custom cases
Reserved lands & determine
the exercise of privileges
to some extent to be
The Board also accepts

Fifth clause

The scheme proposed for
Bellamy.

6. The category of Reserved
lands' would have to be
retained until the sche-
me for Reserved lands is
have been completed &
the Free Dy. to be

I sent has been drawn
 up in order to illustrate
 the character of the
 which ought to be secured
 and to facilitate the
 action of Congress. The
 The only objection to
 the adoption of the plan
 of constituting all areas
 under the same
 concern for the good
 of the people. However
 I know under the act
 is that under Sec 24
 of the act the constitution
 of the law of India is re-
 quired for conceding such
 reservation, but if the
 reserves are carefully
 chosen it is very un-
 likely that such ap-
 plications would be frequent
 and against this objection
 is to be set the paramount
 advantage that all
 claims will be legally

Fructus Liriodendri

which have not been pro-
posed or which have
been ~~expected~~ ^{expected} with
distrust. This course
we not follow for any
purpose of the kind presented
by the Board in 1855 and
the consequence will be that
the same difficulty shall
arise ~~again~~ ^{arises} ~~concerning~~ ^{concerns} the
definition & restriction of
the rights of Village com-
munities will continue
to exist. The character
of Kansas law must
restrict the exercise of
privileges within certain
limits like the "strip
of land" ~~along the~~ ^{along the}
boundary between the
boundary of the reserved
forest and the limit
of surveyed lands. This
he calls the "Termin" by
constituting them reserved
lands, but he cannot
legally distinguish between
how is he to determine
them? Section 26.

the fact especially under
 the regulation of the law
 I stand at the disposal of
 for as it is included in
 "Reserved Rights" subject
 to the rights now legally
 held in individuals and
 communities. The Com.
 letter in Trust before
 the law we wish it
 to be distinctly clearly un-
 derstood that in taking
 into the rights & privileges
 enjoyed by the people is
 not intended. The re-
 spective rights in Article
 26 of the law appears
 therefore to have been in-
 tended to be synonymous
 with privileges. In dis-
 cussing the subject of
 the privileges ^{enjoyed} exercised by
 the Village Communities
 in connection with the
 position of reservation
 the Committee say that
 "strictly speaking, there is

Appendix I G.D. Blum
 Dis. 2 Apr. p. 251

Appendix I page 277

* as the Whiting 2
 found, there is no
 parting with it

right of use in few cases
 land & forests" and again
 that "such rights of use
 are merely dependent from
 proprietary rights and their
 existence does not constitute
 the fruits in which they are
 based communal fruits.
 The Trust I believe that
 have taken the same
 view & have held that the
 principle of paying char-
 tered persons, there is no
 liability incurred by ^{the people} the people
 in not consenting to the
 continuance of such the
 people are entitled to such
 claims have been universally
 rejected as untenable.
 It will be an immense ad-
 vantage therefore to treat
 all such claims as those
 claimed by the Whiting
 is the same Trust as
 the 'Reserved Land' and
 as much as the other
 private claims which are
 now put forward and are
 now so difficult to adjust.

upon
be legally disposed of
and it will be possible
for to transfer the Section
of such parcels ^{in the manner} of it
considered best in the interests
of the community. The Board
in its Report of the 14 April
1907 No. 218 is in favor
of this course. The land
tracts of Kinnik are the
best lands of the territory
of Yellow in the hot
bottom & in the course
of drainage and in the
distinction the water of di-
verse villages are drawn
to the hills range for per-
centage. If these tracts
are reserved under the
Cott regulations can be
made for the admission
of such water without any
impairment of the sup-
ply of water to the region of
the water in the mountains. The
villages immediately
adjoining such tracts and
the difficulties arising from
such claims will be at
an end for ever.

On the above grounds it is
submitted that the dis-
tinction which now exists
between Reserved Forests
- Village Forests and Forest
& Forest Reserves should
be abolished & that the
land which is considered
desirable to conserve, whether
for the growth of timber for
protection of the source of
streams or for the supply of
fuel and fodder should
be dealt with under Chap. 1
of the Act and placed under
the charge of the Forest Dept.
The category of Reserved
land should be retained
only until the creation of
Reserves has been completed.
No standard can be pre-
sented for the determination
of the area to be reserved.
This will depend upon the
character of the country &
the extent of waste area
as well as on the
population & number of
cattle to be provided for.
In districts which have
large herds of cattle

which large areas should
be reserved to be in the
which have some the
reserves in the large ranges
will be valuable for the
preservation of the stock
of ungrowing districts as
one of the things in which
they are situated in places
of drought and for the
pasture of lands when
going to cattle breeds -
As regards districts with a
limited extent of range
it might be possible to
fix some standard with
reference to the population
in the matter of
As regards the supply of
fuel & with reference to
the number of cattle in
fixed for agricultural
domestic purposes in
the matter of
regarding grazing as proposed
in para 27 of the Minutes
etc. In many districts
it will be impossible to
make provision for all the
cattle which are kept and
the surplus one that is
considered necessary for
fodder & domestic purposes

7

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must be as to the
can on the reserved
lands. The Board and
Commissioner have been
asked as to the possibility
of having a large area
standing as a fund - the
keeping up of 10 per cent
of the increased value of
100 acres per acre is
strictly unworkable
As to principles, the free
possession of the land is
in the present position
under the system proposed
above. The whole rate of
reigning would be fixed
on the produce removed and
the price would be charged
for grazing. No distinction
between the two systems
~~the two systems~~ and those
who are not members of the
Agricultural class are
lower than who are in
habitation of the village
adjoining the reserves and
those who live at a distance
as regards land removed
for agricultural domestic
purposes & land removed for
fodder

As the pay for the prescribed
signage rates being
to stand on the same
footing as lands timber
and fuel, but as grazing
in the reserves will be
limited a distinction
should be made between
cattle required for agric.
cultural & domestic pur-
poses and other cattle,
higher pay being charged
for the latter. Where pasture
is available - when
it is not they should be
killed. In Newbury
it was proposed that an
allowance should be allowed
to graziers per acre for every
10 acres of land held by
a grazier & as regards
pays of 10 acres ^{that} the
allowance should be allowed
for every part of 10 acres
if it amounted to not
less than 5 acres. A grazier
holding 20 acres would
be allowed paying for 2
horses. vide Resolution
of the Newbury (inc. dist.)
25 Dec 56 No 1530

There is however ²⁵ th ^{ink}
no reason why a trade
for 1000 should be paid
for the pasture of 2 acres.
cultural cattle in the
reserves.

By the close of the session
the Director's position of
the return of the proceeds
to be cleared and then
also as to those in the
vicinity of the papers
printed in G.O. 2 14 July
1854 No 817 will be arrived
unreserved lands would
be open & left free to the
unreserved use of the
graziers as regards time of
the reserved lands for
which signages should
be charged.

When the Gov. has seen
and more definitely the
land principles on which
these administrations
should be conducted in
future it will be easy
to work minor points
of detail, such as the
cases which should be
reserved. The few which

in the land to
for the 1st 1st
has not been clearly
defined and the in-
structions which have
been issued are in-
practicable.

Ch
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Mary

Rev. Dept.

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NOTE-FOR-ORDERS.

Read:—

- Board's Proceedings, dated 21st October
1885, No. ²⁹⁴⁰ Forest 583.
Board's Proceedings, dated 17th Novem-
ber 1885, No. ³¹⁴¹ Forest 630.
Board's Proceedings, dated 28th March
1887, Forest No. 182.
Board's Proceedings, dated 14th April
1887, Forest No. 218.
Board's Proceedings, dated 27th April
1887, Forest No. 235.
Board's Proceedings, dated 26th April
1887, Forest No. 233.
Board's Proceedings, dated 15th April
1889, Forest No. 218.

Order.

The foregoing papers relate to the various questions connected with the provision of ~~the~~ pasturage, fodder, fuel and small timber ~~to the agricultural population~~ ^{to the agricultural population} ~~for the use of the population~~ ^{for the use of the population} and the curtailment of the privileges which ~~villagers~~ ^{villagers} ~~the agricultural population~~ ^{the agricultural population} have hitherto enjoyed in the forests and unoccupied lands of the State. In disposing of these important matters the Govt. considers it desirable to examine at some length the forest policy of the past and to lay down the general principles upon which it intends to proceed in the future.

FOR ORDERS:—

The papers entered at the head of this note relate to the provision of grazing facilities, fuel, &c., for the agricultural population, the levy of fees for the enjoyment of these facilities, and the curtailment of the privileges which villagers have long enjoyed in the forests and unoccupied lands of the State.

2. The object of the Forest Legislation of 1882 and the reorganisation of the department which followed it, was not merely to obtain power to deal more effectively with the State timber-producing forests, but also to improve the sources of fodder-grass and fuel, and with this end in view, power was expressly taken to regulate the rights or privileges which the villagers possessed over waste lands. This is made very clear by the report of the Committee appointed to draft the Forest Bill. After pointing out the baneful results of the absence of regulation, the

Committee make the following statement of their views:—

"A forest law is required to enable Government to check this process, and to constitute forests to be permanently maintained as the forest domains of the State; to prevent further deterioration in wooded tracts, where the exercise of the rights must be allowed to continue; and to re-establish forest growth in places where it has disappeared. The result of these measures will be the formation of well-defined areas stocked with compact masses of forests which will furnish a much more abundant supply of wood and cattle fodder than the present open and imperfectly-stocked jungles."

And in another part (para. 24) of their report the Committee, speaking of reserved lands, say—

"There are also large extents of waste land which should be retained mainly with the view of securing a larger and more certain supply of pasture, chiefly during seasons of drought. In order to improve the productiveness of these lands efforts will be made to increase the growth of trees and shrubs upon them."

The position which the State ought to take up in this matter was also set forth at length by Dr. Brandis in his able and exhaustive report on Forest Administration in this Presidency.

"It must now be distinctly recognized" he says, "that not only does the provision of timber and firewood come within the legitimate scope of forest administration in India, but one of its most important duties will in future be to increase the supply of cattle fodder, particularly during seasons of drought in the drier districts. The importance of this feature of Indian Forest Administration has by no means yet been sufficiently recognized. On the bare and dry hills of Ajmere and Morwara an area, aggregating 100 square miles, has been demarcated and placed under strict protection; these operations were undertaken, in the first instance, with the view of improving the water-supply in tanks and wells, upon which cultivation in these districts chiefly depends. The principal advantage, however, which has manifested itself up to date, is that the supply of grass has increased largely. The conditions under which these reserves are established permit the people in the vicinity to cut grass in them, and, during the several seasons of drought which have occurred, the increased supply of grass, under the shade of the trees and brushwood which have grown up under protection, has been extremely useful. These reserves in Ajmere are only a beginning on a small scale and operations of a similar character should be undertaken in all districts which are situated in the dry regions of India."

"It is in this manner chiefly that forest conservancy may be expected to mitigate the disastrous effects of seasons of drought and famine. The importation of grain can be facilitated by the additional roads and railways, but cattle fodder cannot to the same extent be distributed over the country; it must either be

produced on the spot in the vicinity of villages, or the cattle must be driven away to places where pasture is available. The want of grass, and the consequent mortality among cattle, has always been one of the principal evils attending famines in the drier districts of India, and this evil can, in many cases, be mitigated by forest conservancy." (Para. 21 of Brandis's Report.)

And again in para. 24 of the same report he writes:

"A more intensive management of the pasture lands is another subject which must be kept in view. Village grass preserves are an old institution in many parts of the North-West Himalaya. No grazing is permitted in those areas; they are carefully protected, and in autumn the grass is cut and stored. Without these the cattle could not be maintained during winter."

"The care of pasture lands is not unknown in this Presidency. In the Coimbatore district there are 500,000 acres of occupied waste, for which assessment is paid by the ryots. These lands bear trees and shrubs and are used partly to furnish firewood, partly for grazing and the cutting of grass. In the coast taluks of Nellore, the ryots pay assessment for large areas of wet and dry lands which they chiefly use for pasture."

"In most districts of the Presidency, pasture on the Government waste lands is free and in those districts where, as in Kistna and Nellore, grazing fees are levied on certain lands, free grazing grounds have been set aside as far as possible in each village area for the use of ryots. I understand that it is intended to set apart free grazing lands in those districts also, which are now under settlement, e.g., in Anantapur, Bellary and the Nilgiris. It appears to me to be a matter for consideration, whether this had not better be deferred until the selection of reserved forests is commenced. The two questions of improving the pasture and forest lands must be taken up together. Eventually it will probably be found convenient to set apart free grazing lands everywhere, if possible, but the selection of lands for forest purposes must not be made difficult by the previous allotment of free grazing grounds."

"In seasons of drought pasture is available in the forest lands, when there is none in the open grazing grounds. It is not only that in such seasons there is more grass under the shelter of the trees, but the leaves of the trees themselves serve as fodder. In most cases it will be an advantage to get grazing grounds stocked with groups of trees. This, however, cannot be attempted on an adequate scale until forestry has advanced much further in this Presidency than it has at present. The growth of trees on grazing grounds, combined with closing them against cattle in rotation, and the establishment of grass preserves to furnish cut grass during the dry season, in which cattle

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from which the following
have been taken*

will only graze after the grass has been cut and which will be protected against fire, these measures should eventually have a trial, and in the allotment of free grazing grounds nothing should be done to impede future action in this direction."

3. Dr. Brandis's Report is dated 10th January 1883, and on the 1st March of that year, the Government of India issued a most important Resolution on the subject of establishing fuel and fodder reserves.

It was first pointed out that there was a growing decrease in the area of grazing lands and wooded tracts in many parts of Upper India, and that they had not only diminished in extent, but had also deteriorated in quality and changed in character. Then, after a reference to the droughts to which India is subject and the important difference which is thus introduced between Eastern and Western systems of agriculture, the Resolution continues as follows:—

"The history of the famines and droughts which have occurred during the present century, and especially in late years, is replete with painful accounts of the wholesale destruction of cattle by starvation and the failure of the fodder supply. It may be doubtful whether the loss which the agricultural population has thus sustained has always been fully appreciated. At a time when they have been deprived by failure of the rains of a great portion of the produce of one or more seasons, they have also had taken from them, in the destruction of their plough labour, the means of recouping their loss in succeeding years. The late famine of 1877 has furnished many examples of this kind. Accounts have reached the Government of India of the serious deterioration of the agricultural prosperity of many tracts which, there is every reason to believe, would now be in a flourishing condition if the cattle could have been saved. On the other hand, instances have been brought forward in which the existence of a sufficient area of grazing land has, in districts most affected by the drought, both preserved the cattle and secured the agricultural population from prospective loss.

"It is desirable at this point to explain that the 'term grazing land' as herein used is not to be restricted to land which provides nothing but the ordinary pasture of a grass plain. Such land is often affected just as seriously by a drought as the unirrigated area of cultivated land. Grazing land is here intended to include those wooded tracts and jungles which provide bushes, trees and herbs from which cattle can obtain a plentiful supply of fodder, even at times when the grass on open ground is dried up and destroyed. There are many trees and many bushes which, drawing upon a supply of moisture below the surface of the earth, can maintain their life and vigour when the shallow rooted crops and grasses are parched and

withered. And this is not all. It has also been ascertained that the grass itself which, on an exposed surface, would succumb to the drought, is, in the cooler atmosphere occasioned by the shade and protection of trees and shrubs, saved from destruction.

"As, moreover, there is, apart from the question of fodder, a distinct agricultural advantage in maintaining throughout the plains of Upper India a supply of wood for fuel and domestic purposes, the term used in the following paragraphs of this resolution to designate grazing lands will be that of fuel and fodder reserves."

Then, after giving instances of the great mortality among cattle which droughts have occasioned and of the manner in which the evils of famine have been met where there were fodder reserves to fall back upon, the Resolution goes on—

"The examples to which reference has now been made are sufficient proof of the necessity of taking some action for the protection of the cattle of the country against drought. The facts brought forward seem to prove that at present the agricultural population will not or cannot themselves take sufficient precautions to provide against exceptional occurrences. They trust to accident or to assistance from the Government. But in this matter little or no help can be afforded, unless systematic arrangements are made in advance and continuously maintained, under which a supply of fodder in a year of drought may be secured."

4. The Indian Famine Commission also laid great stress upon the importance of preserving and improving the sources of pasture as will be seen from the following extract from its report:—

"It is much to be regretted that the introduction of a forest law has been so long deferred in Madras, and we trust that measures for protecting the existing forest tracts from denudation, and for obtaining power to reserve suitable areas for pasture, which may be so important in their relation to future seasons of drought, will speedily be undertaken in Madras with the same energy and judgment which is [sic] being displayed elsewhere."

"We have evidence from all parts of India that the mischievous practice of indefinite trespass on the public forests has sprung up from short-sighted eagerness for immediate profit and ignorance of the conditions under which alone the reproduction of forests is possible; and the public interest evidently requires that any reasonable privilege of this kind, which it would be harsh to abolish, should be enjoyed only within defined limits and under salutary rules. Village communities may thus be brought to avail themselves of forest produce in a manner consistent with its reproduction, and not with a license recklessly destructive of the public property, and we think it probable that some of the least productive tracts now under the plough might be managed with greater benefit to the commu-

A number of instances are not then given

and the conclusion at which the Govt. of India had arrived are summed up in the following passage—

and dwelt especially upon the necessity for measures being speedily undertaken in Madras for protecting the existing forest tracts from denudation and

"the Commissioners write,"

nity as protected forest for village uses than as arable land.

"So far as any immediate advantage is to be sought from the extension of forest in respect to protection against drought, it will, in our opinion, be mainly in the direction of the judicious enclosure and protection of tracts such as have just been alluded to, from which improved and more certain pasture may be secured for the cattle of the vicinity, a supply of firewood secured which may lead to a more general utilisation of animal manure for agriculture, and a possible addition made to the power of the subsoil to retain its moisture, and to the prospect of maintaining the supply of water in the wells. In all cases existing communal rights of pasturage should receive careful attention, and, as far as possible, efforts should be made to extend facilities of this description, and to add to their value by a suitable system of protection."

5. Lastly, much evidence was given before the Madras Agricultural Committee to the effect that the wretched condition of the cattle in this Presidency, which will be generally admitted, is due to inadequate supplies of fodder.

7. Enough has been stated in the foregoing paragraphs to show that there is a general consensus of opinion that the establishment of fuel and fodder reserves is desirable in the interests of the cultivating classes. The next question for consideration is the manner in which they are to be provided and worked. It will be well to first give an account of what has been done in this direction in the past.

8. In 1859 the Jungle Conservancy Department was started with this object, but its operations were never sufficiently extensive and were conducted in a listless, fitful, and unmethodical manner. It would serve no useful purpose to give a detailed history of those efforts, but certain proposals for forming fuel reserves in Coimbatore, which were made by Mr. A. J. Stuart, the Collector of that district in January 1882, just on the eve of the abolition of the Jungle Conservancy Department, are deserving of notice, as the so-called Bellary scheme, which has found so much favour of late, seems to be founded on those suggestions.

8. Mr. Stuart asked for permission to set aside as reserves an area equivalent to not less than 10 per cent. and not more than 20 per cent. of the cultivated extent so as to obtain "a fair proportion of forest and jungle evenly distributed over the country." He calculated that the adoption of his proposal would give an average of a little over 100 acres of reserved lands for each village in the district. The

the greater part of

expressed in the foregoing para-
With the views of H. E. the
G. in C. Entomology concurs and
he is

they contained the germ of
a scheme which was after-
wards put forward by the
Board of Revenue, and
this in its turn was sub-
sequently used as the basis
of the measures known
as the Bellary scheme.

6. The question of the ^{provision} supply of fuel is hardly less important than that of pasture. In many parts of the Presidency, the supply of firewood is so scanty, that the people suffer considerable inconvenience and discomfort. But this is not the worst; wood being dear the dung of cattle is used in its place and the soil is thus deprived of the manure which it stands in such urgent need. Any measure, therefore, which tends to improve the supply and lower the price of firewood would be of immense advantage to the cause of agriculture in this country.

Board accepted the scheme with the proviso that the selections should be made from lands which had been unoccupied for more than eighteen months, "so as to avoid the danger of taking up for fuel lands that ought more properly to be allowed, in process of time, to come under the plough, and bear food or fodder." The Board further expressed a desire to see the principle extended to all districts, and meanwhile called upon the Collector to furnish a detailed statement regarding the lands which he proposed to take up in each village.

10. The scheme was referred to Dr. Brandis, who was then in Madras, and he reported decidedly in its favour; he suggested, however, that no maximum or minimum be fixed, but that the Collector should be instructed to consider the circumstances of each village, and to enter in the list of reserved land all areas which are likely to be useful for the purpose in view. Dr. Brandis was opposed to the Board's proviso that the selections should be made from lands that had been unoccupied for more than eighteen months, as this restriction would result in only the poorest lands being taken up and the task of converting these into forest would be exceedingly difficult. "It will not," he wrote, "be an easy matter to attain success in the hot and dry climate of the Coimbatore district, and unless the operations are commenced under the most favourable circumstances, failure is unavoidable," and he concluded by urging that the best lands at the disposal of Government, and those most likely to yield good results, should be selected.

It is not necessary to give in detail his suggestions for stocking these lands with trees, but it should be mentioned that he deprecated the commencement of operations simultaneously on a great many plots and that he was strongly of opinion that strict protection during a series of years must precede all other operations.

10. The Board, however, adhered to the opinion that only lands which had been unoccupied for eighteen months should be reserved and the Government seems to have accepted this decision. Effect was ordered to be given to Mr. Stuart's proposals in other respects (G.O., 13th May 1882, No. 503), and in a subsequent order (G.O., 21st December 1882, No. 1464) it was directed that the question of forming village fuel reserves should be considered in each district by the Collector in com-

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however,
11. The Govt. accepted the Board's

but

munication with the Conservator of the Circle, and that action should be gradual and well considered, as nothing is gained by the submission of wholesale proposals relating to an entire district.

12. 11. The next paper of importance is the Resolution of the Government of India, to which reference has already been made, and upon this the Government of Madras observed that the scheme sketched therein was in fact that which this Government had set before them. The Board, however, issued explicit orders for the formation of reserves of the nature suggested by the Government of India. For convenience of reference the more important passages of the Board's order are here quoted at length:—

(3) "The object of the formation of fuel and fodder reserves is to preserve and so to increase the supply of fuel for villagers and of fodder for their cattle, and to this end it is desirable that there should be formed, by degrees, a series of such reserves in every taluk of every district in the Presidency.

(4) "The Government have pointed out in G.O., dated 21st December 1882, No. 1464, that action in the matter of fuel reserves should be gradual and well considered, and that nothing is gained by submitting wholesale proposals relating to an entire district. Collectors will, therefore, submit their proposals for one taluk at a time, and when all that is necessary in the way of constituting reserves in that taluk has been sanctioned, another may be taken up and proposals submitted with respect to it, and so on, taluk by taluk, until each district is fully provided for."

(5) "The first step to be taken towards forming reserves is the selection of the areas to be reserved. The Board consider that the formation of a small reserve for each village, situated within its own limits, is out of the question, owing to the expense that must necessarily be involved in its formation and conservancy, and that the taluk is the proper unit of conservancy, all the villages within its limits being considered as having an equal right to share in the benefits arising from the formation of the reserves situated therein. In the selection of the areas to be reserved, Collectors should endeavour so to arrange them that no village in a taluk is more distant than ten miles, at the most, from a reserve. This may sometimes be impracticable, but this principle should as far as possible regulate the selection of areas to be reserved.

(6) "The next point is that the areas selected should be in large compact blocks, and should in their total area comprise an extent equal to about 10 per cent. of the unassessed waste land in the taluk; or a standard of 100 acres for every village in the taluk may be taken, and if the total areas of the reserves are equal to that extent, it may be assumed that a sufficient area has been selected for the use of the whole taluk.

In some districts it may be impossible to secure anything like this amount of waste land. And in such cases the Collector must do the best that he can, bearing in mind that as far as possible the principle sought to be maintained is that each taluk should supply its own population with fuel and their flocks and herds with fodder, but when this cannot be done, other taluks must supply those that cannot supply themselves.

13. 12. The Government stated* that it had no objection to the general tenor of these instructions, but it gave them no very warm support and it is believed that very little effect was given to them by Collectors.

* G.O., 18th July 1883, No. 874, Revenue.

13. This scheme of the Board's was, moreover, thrown into the background by the issue of rules under section 26 of the Forest Act, in which an attempt was made to deal with the question of the supply of fuel and fodder by the formation of village forests. This method of meeting the wants of the ryots seems to have originated with Sir Dietrich Brandis, who had proposed the constitution of such forests in Mysore so far back as 1868. His proposals, however, were not accepted; but he again put them forward in connection with Madras Forest Administration, his object being to save the expense which would be entailed on the State if it itself undertook the protection and improvement of the required area.

"A glance at the area statement appended to the present report," he writes, "and at the forecast of annual forest revenue recorded in a subsequent chapter will show that it will be quite impossible for the State to provide the means for the protection and improvement of the whole of the waste lands at its disposal."

* * * * * Certain proposals are, it is true, submitted in this report which will have the effect of eventually increasing the revenue. But so much is certain, that financially it is out of the question for the State to undertake the task of efficiently protecting and steadily improving the whole of the forests and grazing grounds. * * *

* Hence the plan has arisen to form village forests, which will include the village grazing grounds, and which it is intended shall be protected and managed by the people yielding to them a permanent supply of wood and fodder without any expense to the State."

Dr. Brandis was, however, most strongly opposed to any attempt to form village forests being made at the outset. He considered that the staff which the Department would have at starting would be found barely sufficient to deal with the more urgent work of the constitution, protection, and management of reserved

forests, and for this reason he did not recommend that a chapter on village forests be included in the Madras Forest Act, and for this reason, no reference was made to such forests in the Madras Act, which, in this respect, differed from the India and Burma Acts.

"Under existing circumstances," he says, "all that can be attempted with reasonable prospect of success is to constitute reserved forests under the Act, and then to manage them by the Government forest officers. Later on when experience has been gained, and when the cost of efficient protection and good management of Government waste lands and jungle in the plains has been determined by actual experience, then the project of village forests must be taken in hand, and if it should be found necessary to give such project the support of a legislative enactment, it will not be found difficult to frame such an enactment. I submit an emphatic warning against any attempt at present to undertake several things at the same time." (Para. 65).

14. Notwithstanding this protest the Board submitted and the Government approved of rules contemplating the formation of both village forests and fuel and fodder reserves. As originally issued these rules stood as follows:—

"7. In villages which now contain land covered with jungle or forest in which villagers have hitherto enjoyed, free of charge, the privilege of grazing cattle or cutting trees (other than reserved trees) for fuel or for building or agricultural purposes, or of burning charcoal, the Collector may set apart, once for all, such portions thereof as he may consider reasonable for the exercise of those privileges, and shall determine by the villagers of what villages they shall be enjoyed. The produce of these lands, however, shall not be sold or bartered, nor shall any of the aforesaid privileges be in any way alienated. The authority of the Forest Department over the said lands shall thereafter be limited to the enforcement of the above rules, and the conservancy, felling and disposal of the reserved trees standing on the said lands. If by the action of said villagers, or by their neglect to replant or conserve the said lands, the jungle or forest is completely cleared away, the above privileges shall, on notification by the Collector to that effect, be held to have ceased and determined.

8. Out of the remaining lands, the Collector may select any areas that are reserved lands to be constituted fuel and fodder reserves or grazing grounds or to be placed under special fire protection. After the limits of these areas have been clearly indicated and duly notified in the District Gazette, no person within such areas shall wilfully or negligently set fire to the trees, timber, grass or other forest produce, or shall kindle or keep burning any fire, except at such places and subject to such precautions as may be prescribed by the Collector by notification in the District Gazette."

15. These rules formed the subject of considerable discussion, and in 1885,* rule 7 was amended

so as to run as follows:—

"Where the practice of grazing cattle, sheep or goats, or of cutting trees (other than reserved trees) or other forest produce for fuel, or for building, agricultural or domestic purposes, or of cutting grass for thatching or fodder, or thorns for fences, or leaves of trees (other than reserved trees) for manure, free of charge, has long and steadily obtained, the Collector shall set apart once for all such areas as he may consider reasonable for this purpose and shall, &c., &c." (As in original rule.)

16. The most important point of difference between this rule and that originally issued is the change in its character from permissive to imperative. This was further emphasized by a special instruction to the Board to impress on all Collectors the importance attached by Government to the speedy carrying out of this rule and to at once call for an estimate (prepared in communication with the Conservator of the Circle) from every district of the time within which the contemplated village reserves could be completed. As a matter of fact, however, very little was done, and in November of the same year (1885) Mr. Galton, then Collector of Bellary, reported that it would be difficult to form village forests in his district and made certain proposals for otherwise providing the necessary fuel and fodder reserves.

In the first place he deprecated the subdivision of the Govt. forests into so many classes and recommended that all land which was to be dealt with by the Forest Dept should be formally settled and reserved under the Act. Subject to this proviso, Mr. Galton's proposals were practically identical with

17. These proposals were practically identical with the scheme sketched in Board's Proceedings, dated 14th June 1883, No. 1722, an extract from which has been given above; but Mr. Galton pointed out that the condition that no village should be more than 10 miles distant from a reserve could not be given effect to, and that to obtain the required area (100 acres for each village) it would be necessary to include the reserved forests. Since most of the latter were, however, unlikely to produce much timber for many years to come they would, in any case, be worked for fuel and fodder. As regards the former point, Mr. Galton was of opinion that the greater distance of his proposed blocks was not of much importance. "The villagers," he wrote, "will resort to the reserves if fees are charged, only when the pasturage on unreserved lands fails, and as they are accustomed to drive their cattle long distances in search of pasture and to remain away from home for weeks together, the inconvenience will not

be regarded as very serious." He further pointed out that it would be impossible to guard effectually a large number of small blocks, scattered over a taluk, whereas a comparatively small staff would suffice for the protection of a few large reserves, and ~~lastly, he recommended that these blocks should be constituted "reserved forests" under the Act, so that there would be but one class of forest lands instead of the subdivision into "reserved forest," "reserved lands," "fuel and fodder reserves," and "village forests."~~

18. Mr. Galton contended that if these proposals were accepted the formation of "village forests" would be unnecessary, as the area of unreserved land left for the exercise of free privileges would be very large. ~~The only difference between village forests and unreserved lands, so far as Mr. Galton could see, was that, under rule 7, the produce of the former could not be sold and bartered nor could any of the privileges be in any way alienated, whereas this restriction did not apply to the latter class of lands; but as the enforcement of the restriction would be very difficult, if not impossible, unless a very large staff was entertained, the advantage of proceeding under rule 7 is not apparent.~~

19. These proposals were strongly supported by the Conservator, received the cordial approval of the Board and were accepted by the Government. They have subsequently been known as the "Bellary scheme."

20. In March 1886, the Collector of Cuddapah submitted proposals on the subject of village forests of that district. He recommended that in the eastern half of the district regular village forests should be formed, portions of proposed reserved forests being given up for this purpose where necessary. But for the western part of the district, which in its physical conditions greatly resembles Bellary, it was proposed to adopt the plan already sanctioned for that district, on the ground that as the areas taken up for reservation were small, the ryots' privileges were, therefore, very slightly affected, and it was accordingly unnecessary to form village forests in order to secure to them the continued enjoyment of these privileges. The proposals differed somewhat, however, from the Bellary scheme. Grazing and the cutting of grass are allowed free on all unoccupied unreserved lands by rule 9 of the rules under section 26 of the Forest Act, but

under rule 10 all the trees and timber on such lands vest in the Forest Department, subject to such exceptions as may from time to time be notified by the Governor in Council. The ryots would, therefore, have to pay for the latter unless express orders to the contrary were given. The Collector of Cuddapah accordingly proposed that all dry wood required for domestic use, leaves of trees and shrubs required by agriculturists for manure, and timber and thorns required for agricultural purposes should be excepted by the Governor in Council, subject to the condition that the produce thus obtained free should not be sold or bartered. The Government accepted the principle of these proposals, but it directed that timber required for building purposes should be added to the exceptions and that the form of the notification should be amended (G.O., dated 21st July 1886, No. 619).

21. A revised notification was accordingly submitted by the Collector with his letter, dated 15th December 1886, No. 1543, which is embodied in Board's Proceedings, dated 28th March 1887, No. 182, Forest. The Collector in that letter explained that when he used the term "village forests" in his former communication he had meant the whole of the forest or jungle lands, outside reserved forests, in the localities where village forests were constituted, i.e., in those localities there would be no unreserved lands other than village forest. There being some doubt about the matter he submitted three alternative proposals, but he was himself in favor of leaving all land outside reserved forests as "unreserved lands" to be worked under rule 9 with exceptions under rule 10. He was decidedly opposed to the constitution of compact blocks of good forest land as "village forests" and his remarks on this subject may be quoted at length:—

"I venture in conclusion to point out to the Board and Government that the proposed creation of communal village forests, though on the face of it a concession of privileges, will in reality prove a cause of contention and much dissatisfaction. Those who have influence in the villages concerned will, I am assured, hasten to utilize the concessions made to their own private advantage and to the destruction of the forest. It will be extremely difficult to lay down equitably which villages shall and which villages shall not share in any given village forest. It will not be possible in most cases to set apart a separate piece of forest for each village, and the villagers to whom the

privileges are granted will be certain to quarrel among themselves continually regarding their use of the common forest. The difficulties connected with the issue of free permits have been represented already. On the other hand, it would cause little or no disturbance to the public mind if all the forests or waste lands outside reserved forests were worked under rule 9 and the simple exceptions to rule 10 which were first proposed, omitting the proposed concession of wood for house building. This would virtually be to continue existing arrangements, with the addition of the concession of the privilege of cutting trees of classes I and II for implements, &c. At present only trees of class III are cut free for such purposes."

He concludes by expressing a hope that the Government will be induced to adopt the course recommended, or to leave the question of village forests for further consideration when the system proposed by him has been tried and found wanting.

With reference to the order of Government that wood required for building purposes should be added to the exceptions under rule 10, the Collector writes as follows:—

"I wish respectfully to submit that as the free cutting of wood for building purposes has not for two years, i.e., since the introduction of the rules under section 26, been permitted in this district (except when the houses of poor persons are destroyed by fire), it is hardly necessary to introduce it now. The charge for the wood of classes I, II and III in the new table of rates is not high, and any permission to cut such wood free in large quantities for building will certainly tend to the rapid destruction of the growth on unreserved lands, and will give rise to numberless disputes and much abuse, to avoid which it might be necessary to have recourse again to the objectionable free permit system, which was abolished when the rules under section 26 were introduced. The continuance of the present arrangement will not be felt as a hardship by the people; cases of real necessity might still be met by free grants made by the District Forest-officer or the Divisional officers."

22. In forwarding this letter, Mr. Gamble explained that it was certainly his view that village forests should consist of real forest and not be merely large stretches of waste land more or less covered with forest growth. He was far from thinking that such forests were everywhere impracticable, but he was of opinion that their present constitution would be difficult and that their selection should be postponed till the reserved forests are finally settled and it is accurately known what areas are available for them. He accordingly supported the Collector's proposal to allow the lands not included in a reserved forest to be worked under rules 9

and 10. This proposal also met with the approval of the Board.

23. The next Collector who reported on the question of village forests was Mr. Johnson, at that time acting as Collector of Kurnool. His letter will be found in Board's Proceedings, dated 14th April 1887, No. 218, Forest. He notes that the area of reserved forests in Kurnool would amount to some 2,000 square miles and that no grazing would be permitted in these except on payment. As the privileges hitherto enjoyed would thus be greatly curtailed, he considered it advisable that no charges should be made for grazing elsewhere except in the case of surplus animals. The lands remaining outside the limits of reserved forests are

- (1) A strip of varying breadth along the edge of the Nallamalai and Velegonda hills between the boundary of the reserved forests and the limit of surveyed lands.
- (2) The waste lands within the ordinary limits of villages, including large unsurveyed areas on the Yerramalais.

The proposal is that the whole of (1) and selected portions of (2) should be made "reserved lands" within which the exercise of the admitted privileges of the villagers would be permitted subject to the following restrictions:—

- (1) A limit on the number of animals of one owner which would be entitled to free grazing.
- (2) Power to the Collector to close against grazing an area not exceeding 20 per cent., and against sheep and goats a further 20 per cent. of the reserved lands in any village.
- (3) Power to forbid the exercise of privileges where rules have been broken or privileges abused.
- (4) No bark for fibre to be taken except from creepers and trees of class IV.

It is proposed that every land-holder should be entitled to free grazing for one pair of bullocks and one cow if his holding does not exceed 15 acres, and if it does, the same number for each 15 acres. In the case of Lambadis, shepherds and others who keep cattle without holding land, Mr. Johnson recommends free grazing for the existing number of animals, fees being levied on all future increase above this number.

24. In forwarding the proposals Mr. Gamble pointed out that the concession of

21. A modified form of the Bellary scheme has also been proposed for Kurnool, but in this district the retention of the class of forest known as reserved lands is contemplated, and in these the same of the

for every 15 acres, or portion of the 15 acres, of holding

free grazing would necessitate the alteration of rule 9, which requires fees to be charged for grazing on "reserved lands," and on the whole he prefers the Bellary scheme, but with 1 square mile instead of 100 acres per village as the standard for determining the area. The Board preferred the same arrangement as that which they had approved for Cuddapah, and took the opportunity to point out that as these lands take the place of village forests they should be entered as such in the diplots and not given for cultivation except with the Collector's permission. It is submitted, however, that this would not be practicable as the lands in question are all the unoccupied unreserved lands, and the Board's direction would, if carried out, require the Collector's sanction for the grant of every darkhast.

25. The next paper we come to is Board's Proceedings, dated 27th April 1887, No. 235, Forest, which gives a summary of the opinions of all Collectors on the subject of village forests. With very few exceptions all the officers report in favor of the Bellary scheme on the ground of its simplicity and also because of their disbelief in the permanence of forests left to the management of a village community. The Board accordingly recommends that the Government should make a new departure by classifying lands under only two heads for forest purposes, viz., (1) reserved forests and (2) unreserved lands. The Board is further of opinion that the village is too small a unit to take and that the scheme of taluk blocks, which has been described above, should be adopted.

26. In the papers that have been summarized above, two questions have been mixed up which it is desirable to consider separately. The first is the provision of a sufficient area of forest land for the supply of grazing or fodder for agricultural cattle and of fuel and small timber for the population generally. The other is the treatment of the existing privileges of the villagers over the unoccupied lands of the State.

27. It will be readily admitted that the constitution of a large number of fuel and fodder reserves scattered over a taluk, within easy access of every village, is a consummation devoutly to be wished. But with a staff of Superior Grade Forest-officers so small that several important districts have to be entrusted to Sub-Assistants, with a subordinate staff altogether

22. The opinions of the other Collectors on the subject of Village forests will be found summarized in B.P. 27th (April 1887, No 235, Forest, and

only In the Nilgiris has it been found possible to form such forests and the Govt. has ~~recently~~ recently been obliged to again ~~make~~ ^{restore} Rule 7 of its ^{permissive} character to Rule 7 of the Rules under sec 26 of the Forest Act, as the creation of the village forests was in many parts of the country ^{found to be} altogether impracticable.

23. (for papers 22 & 23 - See M.B. letter)

23. The Govt. is now of opinion that the idea of village forests ^{must} should be altogether abandoned.

There can be little doubt ^{that} without constant supervision and assigned for this purpose would be worked unfairly, and would be rapidly denuded of their all tree growth, and Effective supervision

Vast of a ~~commensurate~~ number of little blocks of forest land dotted ~~over~~ over the country would be

impossible without an increase of forest establishments so large that its cost would be prohibitive. To ^{preserve the forests, then, and to} prevent disputes, and discontent and injustice it is desirable to have the sources of ^{the} fuel and fodder ^{supply} under Govt. control, and to minimize expenditure ^{on establishments} it is necessary that the reserves should be in fairly large blocks. ~~The blocks must be~~ sufficiently numerous to meet the requirements of the agricultural population, in the matter of fuel, grazing or fodder, and small timber. The Govt. considers that these conditions are found fulfilled in the Bellary scheme.

24. Perhaps one important feature of that scheme is that all ^{Govt.} forests shall ^{eventually} be formally settled and reserved under the Act. The only

objection to this course is that it is
voluntarily increased ^{cost}, but the advantages
of having all rights definitely determined
or extinguished are so great that they
outweigh the extra expenditure. It is, however,
most necessary to correct ^{the} ~~an~~ idea, which pre-
vails ^{somewhat} ~~rather~~ widely, that ^{as soon} ~~as soon~~ as a forest
is reserved ~~the~~ cattle and men are to be
excluded and it is to be worked for the
profit of the Government rather than for
the benefit of the people. It cannot be
too strongly affirmed that the chief object
of the Reserved forests throughout the greater
part of the country is the provision of pasture,
small timber, fuel, and leaves for manure or litter.
They are to be worked in order to meet the wants
of the villagers in these respects and are not to be
~~converted~~ converted into close preserves for the growth
of high timber. It may be that under such conditions
the tree growth and natural reproduction will not be
nearly so good as they would be if all cattle and
cattle-huts were excluded, but much can be done by
closing portions in turn & by encouraging the cutting and
removal of grass, ^{where} ~~where~~ as this is a feasible substitute
for grazing.

The Government cannot lay down any ~~one~~ detailed ~~general~~
rules for the treatment of the reserves. This must vary with the
character of the growth and the circumstances of the locality,
but speaking generally the forests in the plains should
be worked as Fuel and Fodder Reserves and those on the
hills as high forest. It is the duty of the Collector to decide
in ~~the~~ ^{the} particular case and if the Conservator does not agree
or is not satisfied, to refer the matter to the Board.

25. The next ^{point} ~~matter~~ for consideration is
the area which should be ^{reserved in} ~~taken under~~
each district. The Govt. considers that in
the first place all good forest land,
^{however great} ~~whatever~~ the extent, should be brought under
control. This Collector has already
been done in most districts. The
Collector should next consider the
circumstances of each taluk, which will
be the unit for purposes of ^{fuel and} ~~forest~~
fodder reserves. If in any case ~~there are~~
already taken up is not sufficient to fur-
nish the ^{estimated} ~~required~~ requirements in firewood,
leaves and small timber, and to afford
grazing for all cattle necessary for agri-
cultural or domestic purposes, more land
^{if possible} should be brought under management.

In some cases it may even be desirable
to start fuel plantations and to establish
firewood depôts, measures which ^{have} ~~pro-~~
duced such excellent results on the
Nilgiri Hills, where firewood can now
be purchased ~~at~~ ^{at a price one half to one third}
of the price that was demanded twenty

years ago. ~~The~~ Such plantations would
be especially ~~very~~ beneficial in districts like
Belgaum and Anantapur and in taluks
situated on the coast. If a large block
of land is taken up and ~~is~~ fenced and planted

gradually year by year, ^{then} it will in a comparatively short time not only will.

The young plants have sprung up but ~~as will be the~~

plentiful growth of scrub and herbage

~~will afford pasture or fodder~~

which always follows protection from fire

and cattle. The plantation will thus be

come both a fuel and fodder reserve.

insufficient for existing purposes, and lastly with an inexorable demand from the Financial Department of an annual surplus of not less than two and a half lakhs, it is abundantly clear that reserves of this nature could not only not be formed, but could not even be effectually protected if they were already in existence and in good condition. It would indeed be a grievous mistake to throw such a great amount of additional work on the forest establishments and Dr. Brandis's frequent advice not to attempt too many things at a time cannot be too strongly insisted upon. It is submitted, then, that for the present the Forest Department should devote its efforts to the protection and improvement of the large blocks of forest lands which are already or will be reserved under the Act. There is not the slightest reason why these should not be used as reserves for the supply of fuel and fodder either throughout the year or in the hot months, when the ordinary pasturage is poor and scanty. It may be that under such circumstances the tree-growth and reproduction will not be nearly so good as they would be if all cattle and cattle herds were excluded. But, as has already been shown, the object of the forest policy of the Government is not merely the growth of timber or the proof of the possibilities of natural reproduction, and Forest officers cannot too soon be disabused of the idea that to "make a solitude and call it peace" is not the perfection of forest administration. It will, however, be quite impossible for the Government to lay down general instructions for the working of the forests. It must be left to Collectors and their Divisional officers to decide what are the requirements of the people, and the Collector and his Forest officer can then determine how these requirements are to be met. The cattle actually required for agricultural and domestic purposes must have the first claim on the Government reserves, and surplus animals should be allowed grazing in the protected areas only when the circumstances permit of it. In this country the Malthusian doctrine is as applicable to cattle as to human beings and the only check on reproduction is the positive check. It is absolutely necessary, therefore, to discriminate between agricultural cattle and surplus animals or the result of protection will simply be a large increase in the number of animals requiring pasture and the consequent failure of all efforts to permanently improve the

grazing grounds. The distinction is made in Bombay and in several, if not in all, the other provinces under the Government of India.

and it is there based upon the area of the holding, which affords at once a simple and rational method for determining the number of animals needed for agricultural operations.

In the Bellary scheme the area of pasturage required is fixed with reference to the number of villages. That this is an erroneous method is obvious, for the villages in that district will be largely diminished in numbers with the completion of the survey, and the result of adopting this standard is that, without any change in the real circumstances of the case, the area of reserves would be reduced by nearly one-half. The proper standard is the cultivated, or perhaps the culturable, area from which can be calculated the number of agricultural cattle.

of the holding

set off

usually

The number of acres for which a pair of bullocks will be sufficient will probably vary for each district. Mr. Johnson took 15 acres in Kurnool. In the Bombay district of Nasik the extent is fixed at 20 acres. The M. & S. Settlement Department has taken much lower figures than these and it is desirable that the requirements of ryots in this matter should be construed liberally. A milch cow or a she-buffalo or both might be allowed in addition to each pair of bullocks. The requirements of cattle-breeders would be met in the large grazing grounds such as the Nallamalais in Kurnool and the hill tracts of Coimbatore, a large proportion of which must be kept open for grazing.

We now come to the thorny question of privileges. Prior to the passing of the Forest Act and the reorganization of the Department which followed it, very little restriction was placed upon the grazing of cattle, the collection of leaves and fuel, and the felling of such timber as was required for agricultural implements or the dwellings and cattle sheds of the rural population. Throughout the greater portion of the Presidency, pasture on Government lands was entirely free and even in the districts of Kistna and Nellore, where a considerable revenue was realized from grazing fees, an area deemed sufficient for the requirements of cattle kept for agricultural and domestic purposes was set aside for free pasture. In the case of fuel a small seigniorage was levied when it was removed in large quantities and in most districts a charge was made even on head-loads when brought into towns; but as a

of required for agricultural purposes

(The words underlined are to be retained)

will be

There will be in every village a considerable area of unoccupied unreserved land and this will afford pasture for the surplus animals if there is no room for them in the fodder reserves.

This first matter to be considered in the question of fees for grazing fuel.

27. The last matter to be considered is the levy of fees. It is undoubtedly true that prior to the passing of the Forest Act the rural population has hitherto enjoyed some extensive privileges over the unoccupied lands of the State, and although the Courts have invariably refused to admit that these privileges were right the Govt. would not interfere with their exercise without very strong reasons for doing so. It is, however, ^{to} imperative necessary in the interests of the well-being of the agricultural classes that measures should be taken to control improve and protect the grazing ground and the sources of the supply of timber and fuel, and the Govt. would be gravely to blame if it neglected this important duty ^{in the limited} ^{out of a consideration} because to ~~absolutely~~ ^{the waste and injury of the past} ^{therefore} ~~constitutes an interference for~~ ^{those} ~~privileges~~ which have been the cause of so much waste and injury in the past. The requisite extent of forest land must, therefore, be brought under control and the exercise of the former privileges in this area ~~therefore~~ must in many cases be

limited or curtailed, as for example by limiting the number of cattle to be admitted for grazing or by restricting the number of trees which are to be felled.

control and
But these measures of improvement involve considerable expenditure and it is only equitable that this should be defrayed by the people who will ^{and in whose interest it is incurred.} derive benefit from it. The Govt. considers, therefore, that small fees should be levied for all the produce of the forest lands under control, but in the matter of grazing it would make a distinction between what have been described ^{cattle} as agricultural and animals that do not fall within that category.

rule every villager could get all the fuel he required free of cost. Leaves for manure could also be obtained without payment and free permits were given to cut timber required for house-building or agricultural implements. Speaking generally in fact, agriculturists contributed little or nothing to forest revenues and at the same time obtained a considerable quantity of forest produce.

With the introduction of the Act and the concurrent reform of forest administration, the unrestricted exercise of these privileges had necessarily to be curtailed, for uncontrolled interference with the produce of the forests was obviously incompatible with efficient professional treatment. The result of reservation and the issue of rules under section 26 was to impose a charge for all timber and fuel, for leaves, for thorns and in fact for all forest produce for whatever purpose required. The cutting of grass and the pasturing of cattle are permitted free of charge on all unreserved lands, but the best grazing lands have of course been taken up for reservation and over these the ryots cannot claim to continue to exercise the privileges which they have so long enjoyed. As a matter of fact, however, the rules have never yet been strictly enforced and there are many reserved forests and reserved lands in which the pasturing of cattle is still allowed without payment of any fees; and in most villages where the people hitherto got their firewood free, they can still pick up enough dry wood to render it unnecessary for them to purchase from the Forest Department. But there can be no doubt that the pressure of the rules is steadily increasing and one of the problems which has to be faced, and had better be faced at once, is the extent to which villagers who have hitherto enjoyed free privileges should continue to be allowed to do so. The imposition of fees universally will produce widespread discontent, while on the other hand if the State undertakes operations for the improvement of the property over which the privileges are enjoyed, the cost of these operations should in fairness be borne by the people who reap the benefit.

29. The attempt to assure the continuance of the enjoyment of these privileges by the formation of village forests has been generally condemned, and it is submitted that without a large increase in the Forest staff so as to render supervision possible, there is every prospect that such

Sanction the imposition of

/ grounds

forests would be rapidly denuded. Nor is it likely that they would be worked fairly. The alternative put forward is the Bellary scheme and it is submitted that this, as modified by the Collector of Cuddapah, should be adopted. The result would be that all the best forest land would be placed under protection, while over the rest the enjoyment of free privileges would continue. It is obvious, however, that these privileges will be greatly diminished in value if all the best lands are reserved and fees levied for grazing, timber and fuel. On the other hand, it is only fair that those who benefit by the protection afforded, as the ryots undoubtedly will benefit, should contribute something towards the cost of it. The natural deduction from these premises is that a small fee be levied for grazing, &c.; this has been done in some districts, notably Kurnool, without exciting any opposition.

The question here arises as to whether any distinction in the matter of fees should be made between what have been called agricultural cattle and other cattle. The privilege of free grazing has been enjoyed in the past by all alike, both ryots and cattle-breeders, and there is logically not the slightest ground for making any distinction. But it has been made in other provinces and the Government of India favours it; moreover, it is politically defensible on the ground that it will greatly diminish the opposition that may be expected to this additional charge, and, secondly, on the ground already admitted in the case of the income-tax, that it is undesirable to increase the burdens laid on agriculture.

But even in the case of non-agricultural cattle the fees will be a very moderate charge for the improvement in pasturage which may be expected from protection, and the following arguments in favour of a grazing tax of 2 annas per head which were advanced by Mr. A. J. Stuart in 1883, may usefully be quoted here:—

- 1st. It will make a moderate amount of forest revenue without oppression.
- 2nd. It will necessitate cattle-owners taking out licenses from the various firkadars, so that the herds and those who drive them in any part of the jungles will be known, and mischief to trees or firing of grass may be more effectively checked.

3rd. It will help gradually to induce the ryots to provide more than they do in their cultivation system for the cultivation of fodder, and to look upon the provision of cattle food for the dry season as a part of their agricultural business.

4th. It will tend greatly to decrease the number of cattle driven into the forests and jungles, and thereby allow them to improve by keeping away those who can at little expense and trouble provide for their cattle at home.

Mr. Stuart then continued as follows:—

"It cannot be said that the feeding charges of cattle are high when an animal can be fed for three or four months or as much longer as the owner pleases within one year for the sum of 2 annas, about the price of an ordinary horse-keeper's bundle of grass. The tax may, in my opinion, be regarded as almost nominal, the chief object being to insist upon a license being taken and held by the drovers upon whom some hold may in this way be obtained; at the same time trifling sums contributed by a large number of people and not much felt by them help considerably to swell the receipts of the Forest Department on which future improvement must depend. (Board's Proceedings, dated 2nd February 1883, No. 276).

It may also be noted that in 1879 the Government sanctioned the imposition of a fee of 2 annas per head in Coimbatore on the ground that such a fee or even a higher one is readily paid to the Cochin and Travancore Sircars and to private proprietors (Paragraph 10 of G.O., dated 2nd August 1879, No. 1612). The arguments in favour of the eventual imposition of a small tax are indeed unanswerable.

	Per annum.
RS. A. P.	
Buffaloes	0 8 0
Bulls, cows, bullocks, calves, horses, asses, and foals	0 4 0
Sheep and goats	0 2 0

28. The Government has prescribed the marginally-noted scale of fees as a maximum for reserved lands, and it might now be ordered that these rates are never to be exceeded even in reserved forests without the previous sanction of the Government. Half these rates might be taken as the maximum for agricultural cattle, and Collectors might be left at liberty to admit such cattle without charge when that course is considered desirable. It may often be necessary to confine sheep and goats to special restricted areas or to exclude them altogether.

it will now be extended to reserved forests also, for special reason.

29. Timber, firewood:

and other produce of reserved forest will ordinarily be sold now on the best terms that can be obtained, but the rate for firewood should be kept as low as possible and agriculturists may be supplied with such produce as they require at the rates sanctioned for reserved land.

31. It may be mentioned in connection with the subject of differential rates, that in Bombay special privileges are conceded to all the inhabitants of forest villages, a

29TH OCTOBER 18

REVENUE.

37

the agricultural population of this
stitution of fuel and fodder reserve,
to be eventually reached, but me
Revenue and Forest officers and a wi

present, therefore, the con-
st be taken simply as the ideal
nple scope for the energies of
r efforts.

(Signed) C. A. GALTON,
Secretary to Government.

To the Commissioners of Land Revenue.
„ the Commissioner of Revenue Settlement

Records and Agriculture.

note ~~Sect~~ for the Supt. Genl. Dir.

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OCTOBER.

Agricultural population.

Passing orders on papers relating to various questions connected with the provision of pasturage for deer, fuel and small timber for the —.

7-11-70
1-12-71
13-2-72
27-2-77 ✓
21-4-77
29-1-78
17-2-77
23-8-18
7-7-79
16-9-80
8-10-81

24/5/01
23-1-01

20-10-23 II ✓
28/6/27 II
8/6/28 II
15-8-38 I

2-12-44 II

7-3-45 II

22-5-45 II

17-7-45 II

19-8-45 II

27-9-45 II

22-7-46 II