

Ref

(1897)

Department.

PRESS SERIES.

G.O., No. 45

DATED 26th January
1897.

[Despatch Abstract.]

Grazing.

*Approving, with remarks, draft rules and conditions for the regulations of the Board
permits for in reserved forest grazing*

Revenue (1896) Department.

CURRENT No. 7578

From
The Board of Revenue
Land Revenue
Forest Branch

No. 478

Handwritten:
Dated 13 October 1896

Received 21-10-96

Registered 22-10-96

Enclosures 4

Spare copies

SUBJECT.

In G.S. to G.W.B. with remarks
draft rules & conditions
as revised by the Board
reg. the issue of grazing
permits

spec

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

BOARD OF REVENUE (LAND REVENUE), 7TH JUNE 1894, FOREST No. 366.

PROCEEDINGS OF THE BOARD OF REVENUE (LAND REVENUE).

READ—the following letter from R. D. BROADFOOT, Esq., Acting Collector of Coimbatore, to the Secretary to the Commissioners of Land Revenue (through the Conservator of Forests, Southern Circle), dated 10th May 1894, No. 359:—

I have the honour to state that, with reference to the enclosed extract of paragraphs 2, 3 and 4 of the Conservator's office-note No. 2489, dated 9th January 1891, it was decided, with the approval of the Collector, that the conditions, copy of which is herein enclosed, should be printed in English and Tamil on the back of each grazing permit. Accordingly, the conditions were printed on the back of 16,500 permits in a Private Press, the District Press being then unable to do the work. These 16,500 permits having been exhausted, the Superintendent, Government Press, Madras, was, in this office letter No. 2681, dated 21st November 1893, asked to get the conditions printed on 8,000 permits then received from the Board of Revenue. But that officer has replied to the effect that "if any additions or alterations are to be made in the Forest permit books the Board should be addressed on the subject."

2. In the meantime 2,000 permits were printed with the conditions in the District Press for immediate use, and 2,000 permits more have yet to be printed in that press to meet the present demand.

3. As it is very necessary that the conditions in question should be printed on the back of grazing permits, I have the honour to request that the Board will be pleased to authorize the Superintendent of Government Press, Madras, to print the conditions on the permits that may be sent to him for the purpose and also on the back of all grazing permits that may be printed hereafter.

ENCLOSURE No. 1.

OFFICE-NOTE No. 2489.

[Reference.—Your No. 2146 of 13th ultimo regarding destruction of bamboos, &c., by herdsmen.]

2. You may certainly, with the Collector's approval, make it a condition of granting permission to graze that no cutting instruments of any description are taken into the forest by the herdsmen, and I find that this is done in the Salem district.

Breach of the condition alone will not, however, in itself constitute a "forest offence" cognizable by a Magistrate, but it will be a breach of the contract which will justify you in summarily cancelling the permission to graze and forfeiting the fees paid which should invariably be done.

3. It is as well that it should be clearly understood that you may make what conditions you like as regards grazing, &c., and cancel the permission for any breach of them but no more unless there are rules having the force of law under section 63 of the Forest Act prescribing such conditions. This applies both to reserved forests and reserved lands.

A case recently occurred in Salem in which men were prosecuted for grazing cattle in a reserved forest without having their permits with them, which was one of the conditions under which permission was granted. The Sub-Magistrate acquitted the offenders on the grounds above stated, and the Collector and District Magistrate upheld his decision on the ground that neither under section 21 or section 26 of the Act are there any rules providing for conditions or reservations on grazing permits being made by the District Forest officer or Collector, failing which the only punishment for breach is the cancellation of the permission.

4. I think this view is legally correct and we must urge Government to sanction such rules if we wish to prosecute. Meanwhile cancellation of the permission for any and every breach of the conditions will probably suffice, especially if it is not renewed for a year or more.

76

In the case of the forests you refer to, I have already recommended that they be closed against grazing entirely and placed under special fire protection and trust that this will be done.

9th January 1891.

(Signed) I. CAMPBELL WALKER, Colonel,
Conservator of Forests, Southern Circle.

ENCLOSURE No. 2.

Conditions.

The permit must invariably accompany the cattle to the forest and be in possession of the person in charge of the cattle and it must be produced when asked for by any Forest, Police or Revenue officer.

2. The permit only authorizes the grazing of cattle within the limits of the locality described therein.

3. The permit does not authorize the penning of cattle in the forest for which a special permit is required and which can only be issued by the District Forest-officer.

4. The person or persons in charge of the cattle are prohibited from bringing with them into the forest any cutting instrument.

5. If the owner of the cattle or the person or persons in charge break any of the above conditions or infringe any of the provisions of the Madras Forest Act or rules framed thereunder, the permit will be cancelled; further, when the act or omission constitutes an offence punishable under the Forest Act or rules, or under the Cattle Trespass Act, or under the Indian Penal Code, the offender will in addition be liable to prosecution.

Endorsement by J. W. CHERRY, Esq., Conservator of Forests, Southern Circle,
dated Coimbatore, 15th May 1894, No. 901.

Forwarded.

RESOLUTION—dated 7th June 1894, Forest No. 366.

The Board sees no objection to the "conditions" referred to by the Collector of Coimbatore and considers that they may be adopted generally in other districts also.

2. As regards, however, the printing of the conditions on the back of the grazing permits, the Board is of opinion that it is unnecessary to have them printed on the duplicate and the triplicate of the permits, it being sufficient to inform all the officers in charge of the forests, once for all by means of a circular, of the conditions which the permit-holders are expected to observe. The Superintendent, Government Press, will accordingly be requested to print the conditions on the back of the "originals" of all the grazing permits at present being printed by him as well as of those that may be returned to him for the purpose either by the Board or by Collectors.

(True Copies and Extract.)

(Signed)

L. M. WYNCH,

Secretary.

(True Copy.)

Registrar.

To the Collector of Coimbatore.

„ all other Collectors, except Madras.

„ the Superintendent, Government Press, with a sample
copy of the permit form.

Copy to all Conservators of Forests.

1894.
Board of Revenue
(Land Revenue),
MADRAS.

Printed June 1894.

Proceedings, dated 7th June 1894,
Forest No. 366.

Approving the conditions proposed by the Collector of Coimbatore to be printed on the back of grazing permits, and ordering the same to be printed on the back of the originals of all grazing permits that are at present being printed by the Superintendent, Government Press, as well as of those that may be returned to him for the purpose either by the Board or by Collectors.

Explanatory remarks
of District Forest Officer.

The additions are rendered necessary by the fact that after cattle have been impounded, persons often produce permits (generally borrowed) and claim that they have a grievance. As the cattle are not branded, the only remedy is to impound all cattle for which a permit is not produced in the Forest immediately the cattle are caught, if the subordinates wait till the owners appear, there will be time to borrow

permits or drive away the cattle, which

Rules and conditions under which this permit is issued.

(1) This permit is not transferable, it must be with the herdsman, who is in charge of and accompanies the cattle to the Forest, and must be produced when asked for by any Forest, Police or Revenue Officer. All cattle found in the Forest without a permit, or in excess of the number or not agreeing with the description on the reverse

will be impounded.

is often done. If a permit
is borrowed, the District
Forest officer has now
the power of Cancelling
it, which he had not formerly.

reach the branches.
Further, the trees in this
District are so stunted
that cattle can often
reach not only the branches
but also the tops. In

Cases where it is desirable
to allow browsing this
Condition can be cancelled.

2. The penning of cattle in
the Forest without a special
permit from the District
Forest officer is prohibited.

3. The carrying or using
of cutting instruments by
the person or persons in
charge of the cattle is
prohibited and it should
be clearly understood that
"grazing" does not include
"browsing" which is prohibited.

The Tamil word (Brishtin)
for "grazing" includes
"browsing" and cattle of all
kinds live mainly on leaves
in this District, and it is
necessary to put a stop to
the practice in the interests
of the Forests. The
Conditions on (B) did not
prevent the herdsmen
bending down a tree
so that his cattle might
reach

If fire occurs in a
Block or if for any other
reason (e.g.) Cultural
operations, it is necessary
to close the block, power
much be given to the District
Forest officer to cancel
the permit wholly or
in part.

4. If any of the above
Conditions are broken, or if
fire occurs in the block for
which the permit is issued,
or if for any other reason
it may be considered advisable
to close the whole or a portion
of the aforesaid block, the
permit may be cancelled,
or the area which it covered
may be restricted by the
District Forest officer, either
by a direct written
order, or by a general

order in the District Gazette.

In addition to which if an offence has been committed, the offender will be liable to prosecution.

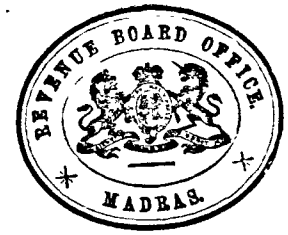
5. If the permit is cancelled, or if the limits of the area for which it was originally issued are subsequently restricted, or if grazing within the Forest or Forests covered by the permit is prohibited for any reason, the grantee's rights as accorded by such permit will cease on the receipt of the written notice from the District Forest Officer or from the date on which the general order appears in the Gazette and the grantee will not be entitled to a refund of fees paid nor to compensation

This explains clearly what will happen when the permit is cancelled, & from what date such order is to take effect. The necessity for the provision regarding the refund of fees and compensation requires no explanation.

Compensation for any loss which he may have incurred.

Signed H. J. A. Porter.
District Forest Officer.

(True copy)
Signed A. Krishnaoanmings
for Dy. Collector.



Proceedings of the Board of Revenue

(Land Revenue),

Dated 4th April. 1896.

Forest No. 449 ——— Miscellaneous.

READ *the following letter from J. Andrew Esquire, Esq. Collector of Trichinopoly, to the Secretary to the Commissioners of Land Revenue, through the Conservator of Forests, Central Circle, Madras, dated 4 Feb. 1895 No. 4922.*

I have the honor to forward a revised set of rules and conditions (drafted by the District Forest Officer) which might, I consider, with advantage be adopted in lieu of those now in force, and printed on the back of the next issue of grazing permits.

2. *A permit (B) with the conditions recently sanctioned by the Board and a permit (A) with the conditions prescribed by the District Forest Officer just before the receipt of the Board's Order no. 366 Forest 7.6.94 are enclosed. The conditions on (B), were so I am informed by the District Forest Officer, introduced*

Several

Several years ago into the South Coimbatore Division.
The 2nd condition appears unnecessary, as all
persons must be aware of the fact that a permit
to graze in a specified locality, does not authorize
grazing in a locality not specified.

3. Experience has shown that the conditions in
both (A) & (B) require revision, the reasons for
which are where necessary explained in the margin
of enclosed draft.

4. As regards the last condition it is needless
to observe that grazing would not be subsequently
prohibited during the period covered by the permits
unless for very good reasons - such as fires etc.

Read also the following Endorsement thereon
by the Conservator of Forests Central Circle, dated
11th February 1895 No. 2030.

Forwarded. I fear that the proposal to prohibit
browsing (clause 3) is impracticable and however
desirable and of opinion it will be impossible to prevent
it. The grazing grounds in the Trichinopoly as in other
districts contain, as a rule, little or no grass and the
wretched cattle are compelled to browse if they want
to get anything to eat. It would also increase the powers
of extortion in the hands of subordinates.

Resolution

The Board considers that the

Conditions prescribed in Board's Prop.

No. 386 dated 7th June 1894 should receive
a longer trial. No urgent necessity
for

for revision has been made out.

(True copies and Extract)

Signed L. M. Dyne.

Secretary.

To

The Collector of Trichinopoly.

Through the Conservator, C.C.

(True copy)

Recd
Ag. Secretary.

PROCEEDINGS OF THE BOARD OF REVENUE
(LAND REVENUE).

READ—the following letter from J. ANDREW, Esq., Acting Collector of Trichinopoly, to the Secretary to the Commissioners of Land Revenue (through the Conservator of Forests, Central Circle), dated 30th September 1895, R.C. No. 836-Forests :—

With reference to Board's Proceedings, No. 461, Land Revenue (Forest), dated 24th July 1895, stating that cattle droppings shall not be removed from reserved forests and that this should be made a condition of the issue of grazing licenses, I have the honour to request that the Superintendent, Government Press, be instructed to print the following condition on the back of the grazing permits supplied by him :—

Condition 5.—The removal of cattle droppings *left on the ground* either in reserved forests or reserved lands is strictly prohibited; the owner or the herdsman in charge of the cattle is prohibited from removing cattle droppings in reserved forests even if removed *at once*.

Endorsement by E. P. POPERT, Esq., Conservator of Forests, Central Circle, dated Coonoor, 4th October 1895, No. 651.

Forwarded.

RESOLUTION—Forest No. 622, dated 30th October 1895.

The Board considers that at present it will be sufficient to notify the condition in question in the District Gazettes. Its insertion in the permit forms will be deferred until the next supply is printed. Meanwhile no prosecution need be instituted for breach thereof.

(True Copy and Extract.)

(Signed) L. M. WYNCH,
Secretary.

(True Copy.)

(Signed) V. A. PARTHASARATHY MUDALIAR,
Forest Assistant.

To the Collector of Trichinopoly.
" all other Collectors
" all Conservators of Forests.

1895.
Board of Revenue
(Land Revenue),
MADRAS.

Printed November 15th.

Proceedings, Forest No. 622, dated 30th
October 1895.

Considering that it will be sufficient to notify in the District Gazettes the condition prohibiting the removal of cattle droppings suggested by the Collector of Trichinopoly to be inserted on the back of the grazing permits until the present stock of the permits is exhausted, and that meanwhile no prosecution need be instituted for breach thereof.

CONDITIONS.

The permit must invariably accompany the cattle to the Forest and be in possession of the person in charge of the cattle, and it must be produced when asked for by any Forest, Police or Revenue Officer.

2. The permit only authorizes the grazing of cattle within the limits of the locality described therein.

3. The permit does not authorize the penning of cattle in the Forest, for which a special permit is required and which can only be issued by the District Forest Officer.

4. The person or persons in charge of the cattle are prohibited from bringing with them into the Forest any cutting instrument.

5. If the owner of the cattle or person or persons in charge break any of the above conditions, or infringe any of the provisions of the Madras Forest Act or Rules framed thereunder, the permit will be cancelled: further, when the act or omission constitutes an offence punishable under the Forest Act or Rules, or under the Cattle Trespass Act or under the Indian Penal Code, the offender will, in addition, be liable to prosecution.

நிபந்தனைகள்.

பெர்மிட்டுகளை கால் நடைகளுடன் பா ரெஸ்டுக்கு எப்போதும் தப்பாமல் அனுப்ப வேண்டியது. அதுகள் மேய்ப்பவர்கள் வ சத்தி விருக்கவேண்டியது. எந்த பா ரெஸ்டு உத்தியோகஸ்தனானது, போலீஸ் உத்தியோ கஸ்தனானது, ரெவின்யூ உத்தியோகஸ்தனானது கேட்டால் அதுகளை ஆஜர் செய்யவேண் டியது.

2. கால் நடைகள் பெர்மிட்டில் சண் டிருக்கும் இடங்களின் எல்லைக்குள் மாத்திர ம்தான் மேய்ப்பதற்கு பெர்மிட்டுகள் அதிகார ம் கொடுக்கிறது.

3. கால் நடைகளை பா ரெஸ்டுகளின் பட் டிபோட் பெர்மிட்டுகள் அதிகாரம் கொடுக் கிறதேயில்லை. பட்டிபோட் வேனுமாலுல் அதற்கு வேறே பிரத்தியேகமாய் பாசு பெற் றுகொள்ளவேண்டும். அப்படிப்பட்ட பாசு ஸ்மீட்டிங் பா ரெஸ்டு ஆபீசர்மாதிரம் தான் கொடுக்கக்கூடும்.

4. கால் நடைகளை மேய்ப்பவர்கள் காட் டுக்குள் வெட்டுவதற்கான எவ்வித ஆயுதங்க ளையும் கொண்டுவரக்கூடாது.

5. எந்த கால்களின் சொந்தக்கார ராவது மேய்ப்பவர்களாவது மேல கண்ட நிபந்தனைகளை மீறியவையாவது மீறி நடந்தா லும் அல்லது மதராஸ் பாசுலு ஆக்டின் கோட்டிங்குகளையாவது அதை அனுசரித்து ஈழப்பட்ட விதிகளை மீறிய கட்டத்தாலும் ஈழ யாருக்கு கொடுக்கப்பட்ட பெர்மிட்டுகளை ரத்து செய்யப்படும். தவிர ஈழ யார்களுடைய நடத்தை யானது பா ரெஸ்டு ஆக்டு அல்லது விதிகளினபடியாகிலும் காடல் டிரெஸ்பாஸ் (Cattle Trespass) ஆக டின்டடியாகிலும் இந் தியன் பின்னகேரடிபடியாகிலும் ஏதாவது சற்றமாகுமானால் அப்படிப்பட்ட குற்றவாளி களை பிரசிக்ஷனும் செய்யப்படும்.

No.

Original—அஸல்.

FOREST DEPARTMENT—பாஸ்டு இலாகா.

DISTRICT—ஜில்லா.

PERMIT for grazing Cattle in the Reserved of the Range.
 ரோஞ்சு ரிஜர்வு ல் கால்நடைகளை மேய்ப்பதற்காக
 கொடுக்கப்பட்ட பெர்மிட்.

Name of Owner and Calling ...
 சொந்தக்காரனுடைய பெயரும் தொழிலும்.
 Village and Taluk ...
 கிராமமும் தாலுக்காவும்.
 Name of Responsible Herdsman ...
 ஜவாப்தாரியான மேய்ச்சல்காரனிட பெயர்.
 Village and Taluk ...
 கிராமமும் தாலுக்காவும்.
 Locality Pasture permitted ...
 கால்நடைகளை மேய்ப்பதற்கு அனுமதி கொடுக்கப்பட்ட இடம்.
 Date of issue of Permit ...
 பெர்மிட் கொடுக்கப்பட்ட தேதி.
 Date of expiry of Permit ...
 பெர்மிட்டின் வாயிதா முடிவாகிற தேதி.

Description of Cattle. கால்நடைகளின் விபரம்.	No. நெ.	Fee per annum. வருஷத் தீர்வை.	REMARKS. ஏரா.
Buffaloes and Calves ... எருமைகளும் கன்றுகளும்.		RS. A. ரூ. அ.	
Cows and Calves ... மாடுகளும் கன்றுகளும்.			
Horses and Foals ... குதிரைகளும் குட்டிகளும்.			
Asses and Foals ... கழுதைகளும் குட்டிகளும்.			
Goats and Kids ... வெள்ளாடுகளும் குட்டிகளும்.			
Sheep and Lambs ... செம்மறியாடுகளும் குட்டிகளும்.			
TOTAL ... ஆக மொத்தம்.			
* Deduct allowance for Acres of cultivation at Head per Acre. ஏக்கராவுக்கு கால்நடை மேறைக்கு க்கு அலவென்சு.			
FINAL TOTAL ... பாக்கி (முடிவானது).			

NOTE.—This permit is granted subject to the provisions of the Madras Forest Act (V of 1882) and Rules framed thereunder. Any breach of which will render the offender liable to the prescribed penalties.

குறிப்பு.—இந்த உத்தரவுகீழ் (1882 ன்ருத்திய 5-வது ஆக்டு) மதராஸ் பாஸ்டு ஆக்டு, அதை அனுசரித்துண்டான விதிகள், இவைகளின்படி கொடுக்கப்பட்டிருக்கிறது. அவை களுக்கு விரோதமான நடவடிக்கை நடத்துகிறவன் குறித்த சினைக்குள்ளாவான்.

Issuing Officer.
குடுக்கும் அதிகாரி.

District Forest Officer.
டிஸ்ட்ரிக்ட் பாஸ்டு ஆபீஸர்.

Triplicate—திரிபிளிகேட்டு.

FOREST DEPARTMENT—பாஸ்டு இலாகா.

DISTRICT—ஜில்லா.

PERMIT for grazing Cattle in the Reserved of the Range.
 ரோஞ்சு ரிஜர்வு ல் கால்நடைகளை மேய்ப்பதற்காக
 கொடுக்கப்பட்ட பெர்மிட்.

Name of Owner and Calling ...
 சொந்தக்காரனுடைய பெயரும் தொழிலும்.
 Village and Taluk ...
 கிராமமும் தாலுக்காவும்.
 Name of Responsible Herdsman ...
 ஜவாப்தாரியான மேய்ச்சல்காரனிட பெயர்.
 Village and Taluk ...
 கிராமமும் தாலுக்காவும்.
 Locality Pasture permitted ...
 கால்நடைகளை மேய்ப்பதற்கு அனுமதி கொடுக்கப்பட்ட இடம்.
 Date of issue of Permit ...
 பெர்மிட் கொடுக்கப்பட்ட தேதி.
 Date of expiry of permit ...
 பெர்மிட்டின் வாயிதா முடிவாகிற தேதி.

Description of Cattle. கால்நடைகளின் விபரம்.	No. நெ.	Fee per annum. வருஷத் தீர்வை.	REMARKS. ஏரா.
Buffaloes and Calves ... எருமைகளும் கன்றுகளும்.		RS. A. ரூ. அ.	
Cows and Calves ... மாடுகளும் கன்றுகளும்.			
Horses and Foals ... குதிரைகளும் குட்டிகளும்.			
Asses and Foals ... கழுதைகளும் குட்டிகளும்.			
Goats and Kids ... வெள்ளாடுகளும் குட்டிகளும்.			
Sheep and Lambs ... செம்மறியாடுகளும் குட்டிகளும்.			
TOTAL ... ஆக மொத்தம்.			
* Deduct allowance for Acres of cultivation at Head per Acre. ஏக்கராவுக்கு கால்நடை மேறைக்கு க்கு அலவென்சு.			
FINAL TOTAL ... பாக்கி (முடிவானது).			

NOTE.—This permit is granted subject to the provisions of the Madras Forest Act (V of 1882 and Rules framed thereunder. Any breach of which will render the offender liable to the prescribed penalties.

குறிப்பு.—இந்த உத்தரவுகீழ் (1882 ன்ருத்திய 5-வது ஆக்டு) மதராஸ் பாஸ்டு ஆக்டு, அதை அனுசரித்துண்டான விதிகள், இவைகளின்படி கொடுக்கப்பட்டிருக்கிறது. அவை களுக்கு விரோதமான நடவடிக்கை நடத்துகிறவன் குறித்த சினைக்குள்ளாவான்.

Issuing Officer.
குடுக்கும் அதிகாரி.

District Forest Officer.
டிஸ்ட்ரிக்ட் பாஸ்டு ஆபீஸர்.

PROCEEDINGS OF THE BOARD OF REVENUE
(LAND REVENUE).

READ—again Proceedings of the Board of Revenue (Land Revenue), Forest No. 556, dated 23rd September 1895.

ABSTRACT.—Communicating to the Conservators of Forests, for report, Government Order adopting the recommendation of the Board to do away with the distinction between privileged and non-privileged cattle, and requesting the Board to frame a set of rules to regulate the grant of permits for grazing in reserved forests.

READ—again the following Proceedings of the Board of Revenue (Land Revenue), Forest No. 21, Routine, dated 17th January 1896:—

Read—the following letter from J. D. REES, Esq., C.I.E., Collector of Nilgiris, to the Conservator of Forests, Southern Circle, Coimbatore, dated Ootacamund, 11th November 1895, Dis. No. 420:—

With reference to Board's Proceedings, Forest No. 556, dated 23rd September 1895, communicating the orders of Government abolishing the distinction between privileged and unprivileged cattle and requesting the Board to frame a set of rules to regulate the grant of grazing permits in reserved forests, I have the honour to offer the following remarks and suggestions.

2. The principal features of the system indicated by Government are—

(a) To introduce a uniform scale of fees of three-fourths the maximum hitherto prescribed.

(b) To regulate the issue of permits for each reserved forest according to its ascertained grazing capacity.

(c) To appoint village headmen the custodians and issuers of grazing permits, eliminating as far as practicable, and, if possible, dispensing entirely with the agency of the Forest Range officer.

3. Regarding a uniform scale of fees.—In this district present unprivileged rates are—

	A.	P.
Buffaloes	8	0
Bullocks, &c.	4	0
Sheep	2	0

and the privileged rates, wherever admissible, are half of these. The new scale will therefore be—

	A.	P.
Buffaloes	6	0
Bullocks, &c.	3	0
Sheep	1	6

such rates ought to compensate for any disappointment at the withdrawal of privileged rates and deserve, I think, a fair trial. In paragraph 2 of its order Government speaks only "for the present" and is prepared to deal with any special circumstances as they arise, so that, should the new departure operate unfavourably on the grazing revenue, we are not debarred from explaining the case and obtaining reconsideration.

4. But the privilege of free grazing conferred on the Todas for their buffaloes and the double rates now imposed on foreign cattle remain to be considered. In paragraph 13 of my letter read in Board's Proceedings, Forest No. 448, dated 19th August 1892, I wrote strongly in favour of the continuance to the Todas of this privilege. In paragraph 14 of the same letter, referring to foreign cattle, I said, "I would retain the maxima sanctioned in Notification No. 151, dated 12th August 1884, and regularly charge these rates for cattle imported from foreign territory, that is to say, Mysore, numerous droves of cattle from which province usually pasture in the forests of this district. I have given this matter much attention during such tours as I have been able to make . . . and think it well to add that Messrs. Morgan and Cobb are of the same opinion as myself." The Board supported my proposal to allow the Todas unrestricted free pasturage in reserves thrown open to grazing, and approved of my recommendation touching the charge to be levied on foreign cattle. In its order, dated 7th October 1892, No. 1028, the Government was pleased to sanction both proposals.

5. I do not suppose there is any intention of interfering with the free grazing of Toda buffaloes, but in any rules applied to this district special provision must be made for retaining them as a privileged class of cattle.

6. With respect to foreign cattle nothing has occurred which would lead me to change the opinion I expressed three years ago. To extend the uniform scale to foreign cattle would be to withdraw a desirable check on immigration from Mysore, and to reduce the fee in proportion to the new scale would be to impair that check and to introduce uncertainty and some confusion. I therefore strongly advocate the retention of the existing fee on immigrant cattle, viz.—

								RS.	A.	P.
Buffaloes	...	...	...	...	...	...	...	1	0	0
Bullocks	...	...	...	...	...	...	...	0	8	0
Sheep	...	...	...	...	...	...	...	0	4	0

7. *The regulation of grazing according to the capabilities of each reserve.*—This came under my consideration more than a year ago and is engaging attention now with reference to the proposed extension of reservations on the Downs. Whatever progress may have been made in other districts, I can confidently assert that the capabilities of the reserved pasture grounds in the Nilgiris have not been accurately determined. At page 470 of the District Manual it is stated that it requires 4 acres of natural grass to keep a bullock throughout the year and 7 or 8 acres to keep a buffalo. This probably fairly represents the general opinion of planters and others interested in the matter, but I am not aware that the figures have been tested by actual experiment. However assuming the estimate to be approximately correct, who is to calculate the quality and quantity of pasturage in this or that reserve and fix the exact number of cattle it can support. It does not seem right that questions so closely affecting communal interests should be left to the decision of the Forest Department. Such matters should be dealt with on more liberal principles than, in the nature of things, can fairly be expected from Forest officials.

8. Moreover, grazing has gone on with so little regard to such points that it is doubtful if any measure of reform will be a popular one in the Nilgiris. However sound the theory of regulation may be, in itself, it will not find favour with the people at first and ought to be approached with caution. For a beginning some method should be adopted which, while asserting the principle and accustoming the people to the idea, would not have the appearance of a radical change at variance with their traditions and prejudices.

9. It is not altogether a question of dealing with so many acres of grass and admitting a proportionate head of stock. Roughly speaking, the reserves of the district may be divided into two classes. The first includes the extensive grazing grounds on the Downs, on the Kundahs and elsewhere, also the favourite forest pastures in Sigur and South-east Wynaad. These would present no insuperable difficulty. The second class includes less extensive areas of scrub interspersed with trees dense thickets, rocky and barren places where grass is found in open glades or under

bushes, and where, to some extent, the cattle browse on shrubs. In such tracts the pasturage is very unequal and it is hard to say what area would represent the equivalent of the standard per head in open, or comparatively open, and regular grass land. It is tolerably certain that, acre for acre, the second class of reserves will not carry so much stock as the first.

10. In order to establish the principle of "regulation" in a manner least calculated to provoke serious opposition, I think a Committee of enquiry should be appointed for each forest range in the district. It should consist of the Forest Range officer, the Revenue Inspector and one or more of the leading cultivators of the locality who should, if possible, be nominated by the villagers themselves as delegates. The monegar of each village would be an *ex-officio* member during the inspection of the reserves within his village boundaries. It would be the duty of the Committee to ascertain the extent to which grazing has been allowed hitherto, the number of cattle to be provided for, the seasons during which they would use the reserve and the periods of migration to distant pastures. The present condition of the forest and its future grazing capabilities would receive careful attention. In view also of the fact that there are a number of small reserves for which it would be most inconvenient and, in many cases, absurd to fix a grazing scale and issue separate permits, the Committee would be required to submit proposals for grouping all such reserves so as to form grazing circles, to be arranged according to the position of the reserves with reference to the villages dependant on them. For grazing purposes, each of the groups or grazing circles would be treated as one reserve. The committee's instructions would be somewhat more comprehensive than has been indicated above, but it is not necessary to go into all the details.

11. Its work completed, before preparing its report the Committee would hold a meeting to discuss its final recommendations and at this the Tahsildar would preside. The report would then be submitted by the Range officer to the District Forest-officer, through the Tahsildar, who would make such notes as occurred to him. Final orders would be passed by the Collector and District Forest-officer in consultation. In the event of a committee being hopelessly at fault or unable to reconcile conflicting opinions, it would rest with the Collector to exercise his own judgment summoning the committee for further discussion before him, if necessary.

12. A register of reserves would be opened for each range in which the area and prescribed number of cattle to be admitted to the reserves would be posted against each and this register the Range officer would keep as a check on the issue of permits. An extract from the register might with advantage be published twice a year in the Forest sheet of the District Gazette.

13. All this would necessarily occupy considerable time as the officers and others concerned would have their own duties to attend to, but I do not think it would be time wasted. The question is one of vital importance in this district, and decision must be preceded by fair enquiry. We certainly have not the data on which to lay down fixed and definite rules and the experience of other districts is not of much assistance in this case. As regards the more important reserves, the Committee's conclusions would be checked by the District Forest-officer's own inspection.

14. Pending some such systematic enquiry as this I deprecate any change and would leave things as they are. I see no objection to the introduction of the new uniform scale of fees from 1st July 1896, but, for the rest, the present system is working I believe without inconvenience to the agricultural or grazing interests, and I would not alter it without fully considering the fundamental principle of "regulation" and the best means of applying it.

15. *The appointment of village headmen as grazing permit issuing officers and the elimination of the Forest Range officer.*—The lines on which Government desires the new rules to proceed are described in the following terms:—

- The headmen are to be supplied with permit books with counterfoils.
- The ryot, on application to his village head and payment of the prescribed fee, is to receive a separate permit for each head of cattle.

(c) The permit is then to be taken to the Range officer who will endorse on it the name of the reserve for which it is available.

(d) The headman will send his permit book to the taluk with the fees collected.

(e) Duplicate books to be supplied so that one may be used in the absence of the other at the taluk.

16. In its fourth paragraph the Government Order suggests a compromise by which the prescribed number of permits for each reserve should be distributed in suitable proportion among the Range officer and headmen of such villages as use the reserve.

17. In dealing with these suggestions the following facts require consideration. Grazing permits are taken out annually on the 1st July for the forest year. These entitle the holders to pasturage in any reserve throughout the district that is open to grazing. This privilege is exercised to a limited extent only, that is to say, cattle owners merely avail themselves of it about twice a year, according to the season, to send their stock to large feeding grounds at a distance relying at other times on the local reserves, village grazing grounds and on their own lands which are not under crops. Thus, cattle from Kotagiri, Ebanad, &c., are driven down to the Sigur reserves in June and July and again in October and November; from Merkunad the droves are sent to the Kundahs during March, April, May, December and January; from Kalhatty and Ootacamund many cattle frequent the Pykara and Mukurti reserves from March to May and from October to December.

18. Agricultural and climatic reasons apart, the people set great store by this change of ground, believing that it invigorates their cattle and makes them hardy. This is important and having regard to the actual necessities of the case and the general circumstances of the district, the custom ought not to be interfered with.

19. Under the system of annual permits the fees are collected once a year only. There is a rush for the time being, but few, if any, applications afterwards. There is consequently no monthly collection and remittance of revenue.

20. The issue of a separate permit for each head of cattle might be a safeguard against exceeding the regulation number of admissions to each reserve, but it has its drawbacks. The men in charge of 100 or 200 head would have to carry with them a regular sheaf of documents, the loss of one or two of which would cause infinite trouble. Where 4,000 or 5,000 head congregate, as they do, on the Downs and other large areas, the difficulty of checking permits would be seriously enhanced. The increased consumption of stationery alone ought perhaps to be taken into account. While the pressure of demand lasted, the village headman would undoubtedly have his hands full in making out the permits and seeing that he did not get confused between the different rates and areas prescribed for buffaloes and bullocks, &c. The Range officer also would have no light task in checking the permits and endorsing each with the name of its appropriate reserve. The District Forest-officer agrees with me in thinking that all this would involve more delay and waiting about on the part of applicants than is the case at present, especially if the process had to be repeated each time the cattle changed pasture when the number admissible would be different and the permits would have to be taken out afresh. Whether under the circumstances there would be any particular advantage in substituting the village headman for the Forest Range officer and monthly or quarterly permits for annual ones seems extremely doubtful; I can only say I deprecate the change as regards the Nilgiris. It has been my custom when on tour to demand permits from men in charge of herds and I have with rare exceptions found them in order and the numbers not exceeded even out in the remote and most uninhabited parts of the district—a proof that the present system works well and is understood by the people.

21. Turning to the compromise suggested by Government by which both Range officers and Village headmen would be employed as Permit Issuing officers would tend to simplify matters. The change of pasture is, I consider, an indispensable condition of any system for the Nilgiris and to meet this it would be necessary either to adopt monthly or quarterly permits with a repetition of all the worry and inconvenience of check and counter-check on each occasion, as already explained, or else to introduce

some such arrangement as the following which would have the effect of restricting the Forest Range officials to the duty of checking permits in the forest, for which purpose the register already referred to would be available, and of examining the village headmen's permit books periodically:—

(1) Supply for each reserve the exact number of permits corresponding to the regulated number of cattle admissible.

(2) Enface each permit with the name of its reserve in thick red letters.

(3) Distribute these permits in separate books to one or more village headmen within an ascertained convenient radius of the reserve.

(4) Let the permits be issued annually as now and collect the fees once for all.

(5) Treat each permit as a voucher entitling its holder to graze his cattle in another reserve on producing the permit before the village headman concerned, provided there is room for the cattle.

(6) Require the village headman in such cases to endorse the permit with the name of the new reserve beneath the printed enfacement of the old one, attaching his signature and date of endorsement thereto, and in his permit book to cancel a number of permits and counterfoils corresponding to those he has endorsed. The latter is a precaution against his falling into the error of issuing his full number of permits in addition to the transfers admitted from other reserves. The cancelled permits must be left in the book for the information of the taluk and the cancellation of each must be attested by the party in whose favour it has been cancelled.

22. Receiving only the exact number of permits to which the reserve would be open, the village headman could not issue more, while for each permit issued he must produce the fee. As each permit supplied for issue would have the name of the reserve already impressed on it, there would be no necessity to refer it to the Range officer. Still, the method is cumbersome and would probably lead to complications in the course of transfers though, with care, they could be avoided. The chief objection is that in cases of transfer, i.e., change of pasture, the permits would have to be carried from one part of the district to another, for the necessary permission, before the cattle could be moved. It is not clear how some such drawback as this could be avoided without scattering permit books broadcast all over the district so that every one should be able to obtain a permit at his own door, but this is not to be thought of for various reasons.

23. After carefully considering the matter, it appears to me that "regulation" is the key to the whole position, and until that is adequately provided for no rules can be of much use. The rules suggested by Government assume that regulation exists, or will be introduced—it is an essential condition. I think, therefore, that if any plan of employing local committees to investigate and report on the subject in all its bearings, range by range, were adopted, we should elicit information enabling us to frame rules equal to all the necessities of the case. When we know the number of cattle, where they are, what pastures they frequent and at which seasons, we shall know what arrangements to make. If the forest reserves cannot support them, all we shall have ascertained whether village grazing grounds and unreserved lands can meet the extra demand and, in short, we ought to have a very fair idea of the real state of the case all round. When it is known what reserves the cattle use when at home and where they are taken to at other times, half the difficulty of making rules will have been overcome. Annual permits and one payment which shall frank them in the reserves they use both at home and abroad can be arranged for without difficulty or without clashing with the cattle from other parts.

24. There are eight months of the forest year to run, the people have all paid for their grazing permits up to the 30th June 1896; the uniform scale of fee will not, therefore, I take it, be introduced before July 1896, in which case the permits paid for will run on and so will the conditions on which they were issued. Practically, little or no change is likely to occur till the end of the year, and something in the direction I have indicated may be done in the meantime, though perhaps not all that is suggested.

25. If my plan is agreed to, the District Forest-officer hopes to be able to grant each cattle owner an annual permit for a single fee which will entitle him to use one, two or three reserves according to season; the number of cattle, the names of the different reserves and periodical changes of pasture would be entered on the permit. Nothing could well be simpler or more convenient, but the permits should, preferably, be issued by the Forest Department, which is in the main the responsible guardian of the reserves.

Endorsement by E. C. RAWSON, Esq., Acting Collector of Nilgiris, dated Ootacamund, 12th December 1895, Cur. No. 111-B.

True copy submitted for the information of the Board with the request that, as the question is of the first importance to this district, the views expressed thereon may be duly considered when the subject comes up for orders.

Resolution—Forest No. 21, Routine, dated 17th January 1896.

The Conservator's remarks on the Collector's letter to him will be awaited.

(True Copies and Extract).

(Signed) L. M. WYNCH,
Secretary.

To the Conservator of Forests, Southern Circle.
Collector of Nilgiris.

READ—again Proceedings of the Board of Revenue (Land Revenue), Forest No. 217, dated 12th February 1896.

ABSTRACT.—Recording letter from the Conservator of Forests, Central Circle, forwarding with remarks letter from the Collector of North Arcot forwarding for information an extract from his District Forest-officer's office-note on draft set of rules for the issue of grazing permits with his remarks thereon.

READ—also the following letter from A. W. PEET, Esq., Conservator of Forests, Northern Circle, to the Secretary to the Commissioners of Land Revenue, dated Waltair, 8th January 1896, Ref. on C. No. 938:—

Subject: Rules regarding grant of permits for grazing in reserved forests.

[Reference.—Board's Proceedings, Forest No. 556, dated 23rd September 1895, and Board's Proceedings, Forest No. 695, Routine, dated 14th December 1895.]

I have the honour to state that on receipt of Board's Proceedings, Forest No. 556, which, for some reason, reached my office only on the 18th October, I issued the following circular on the 24th October to all local officers: "I have the honour to request an early expression of opinion on the subject of the issue of grazing permits (Government Order, No. 553, Revenue, dated 14th August 1895). The best procedure has seemed to me practically difficult to determine. We used to employ village headmen formerly in most districts for the issue of firewood permits, but in practice I found (personally) that results were better and complaints fewer when we had paid permit issuers.

The compromise in paragraph 4 of the Government Order seems well worth consideration.

2. I have received answers from all districts except Anantapur, and the following is the gist of these letters:—

Ganjām.—The opinion of the District Forest-officer was generally adverse to the scheme, but the Collector writes:—

"From my remarks on the office-note you will see that the scheme sketched out by Government commends itself to me, the only material objection being that most of our headmen are illiterate; but this would be overcome if the permits have all the necessary details printed on them and are of different colours."

Vizagapatam.—The opinion is adverse to the employment of village headmen, because they are too illiterate; for which reason they have been discontinued as issuers of permits for firewood, because it was found that there were endless complications in the accounts caused by their mistakes. Paid permit gumastahs under orders of the Rangers are recommended.

Mr. Thornton, the District Forest-officer of Vizagapatam, was formerly District Forest-officer in Tinnevely, and he remarks:—

"The plan in Tinnevely referred to in paragraph 3 of the Government Order of the ryot producing a certificate from the curnam stating the area of land which he possessed (vide paragraph 9 of the Tinnevely rules) was necessary only so long as agricultural cattle were granted permits at privileged rates."

Góddavari.—The opinion from Góddavari is favourable to the employment of the village heads, and the endorsement by the ranger is held to be unnecessary. The name of the reserve should be entered on the permit beforehand and each permit numbered.

Bellary.—The experiment of employing village headmen was tried in this district and reported a failure in August 1895, on account of the want of interest and carelessness displayed by them. They required so much supervision by the Range officers that the work might as well have been done by them in the first instance. However the experiment has not been abandoned, but a few selected headmen are still issuing grazing permits and their numbers are being added to on the recommendations of Tahsildars.

Kistna.—This is pre-eminently a grazing district, and an opinion adverse to the employment of village headmen has already been given in the detailed report to the Board on the grazing question, paragraph 23 of which runs thus:—Inadvisability of allowing village heads to issue permits. The Government in its Order, No. 767—Forest No. 295, Mis., dated the 5th November 1894 (in Board's Proceedings, Forest No. 807, dated 31st December 1894), and again Government Order, No. 553, Revenue, —Forest No. 224, dated 14th August 1895, has suggested that the village heads should issue grazing permits. This course, doubtless advisable for many districts, cannot, it is submitted, be advocated in this district for the following reasons:—

(1) "All the village heads in this district are entrusted with the collection of permits after use, and receive therefor a commission of 2½ per cent. of the value of the permits. There would be no check if they both issued before and collected after use."

(2) "In most districts the attention of Forest-officers is not engaged chiefly on grazing revenue and consequently the grazing wants of the ryot do not ordinarily receive the heed that they do in this district, where the grazing revenue is 63 per cent. of the total revenue, nor can the conduct of the petty subordinates be looked after so well in regard to this matter."

(3) "In consequence of the large grazing revenue Foresters have been appointed to visit the grazing grounds and issue permits straight away. They are not stationary in the villages as are the village heads, nor remote from the ryots as the Range officers must be; nor have they other work than issuing grazing permits in the grazing season, with which both village heads and Range officers are burdened. They are therefore more in touch with the grazier than can be either village head or Range officer."

(4) "The new system has been in force for over a year and has been found to work satisfactorily, politically and financially; and there is therefore no just cause to change it."

(5) "Village heads have been tried as issuers of permits previously and have been found wanting financially and politically: their revenue collections were far smaller; they were more frequently prosecuted and punished for embezzlement than special gumastahs; their accounts were more difficult to obtain and check owing to their multifarious duties; they hated the work and the double control of Tahsildar and Range officers; and, finally, they cannot be entrusted, as are the Foresters, with entering on the permits the names of the forests in which the ryot is permitted to graze, and so the ryot is compelled to go to the Ranger to get these particulars entered, a more lengthy process than prevails in this district."

Kurnool.—Mr. Lodge, the District Forest-officer, has written a careful and elaborate office-note on the subject, which is endorsed by the Collector with his approval. I think that an abstract only would not be sufficient and therefore add a full copy of this note as an appendix. Mr. Lodge proposes a draft of rules. His chief recommendations are that, in addition to single permits given by village headmen, single permits should be issued also by Rangers, but the latter should also have the power of issuing collective permits in exchange for a number of single permits; but the question is mooted whether there might not be collective permits also for twenty head of cattle. In this latter case there would not ordinarily be any necessity for the issue of collective permits by way of exchange.

Mr. Lodge further suggests that permits should be small, like railway tickets, and that they need not be in duplicate. In order to obviate the necessity of giving out duplicate permit books, it is suggested that each permit issuer should keep a *chalan book in duplicate*. One copy of this *chalan* book should be sent monthly to the treasury with the revenue. The object of keeping the book in duplicate is to prevent any excuse, when an inspecting officer comes round, for the non-production of this all-important evidence.

A further suggestion is that the various classes of animals should be represented by the situation of a hole punched in the permit at the time of issue—a hole at the left top corner showing that the grazing permit is for a buffalo; at the right top corner for an ox; at the left bottom corner for a sheep; at the right for a goat.

A further suggestion is to have different coloured permits for each range or each block of hills.

The work entailed by these proposals on the District Forest-officer would consist in—

- (a) Determining the grazing capacity of each *parcelle* and fixing the number of cattle of various descriptions to be admitted.
- (b) Publishing a list of these blocks and determining what headmen should be allowed to issue permits and up to what limit.
- (c) Stamping all these permits on the back with the name of the village and the year. The fronts of the permits would be stamped at the printing office with consecutive numbers and a statement of the class of permit.

The work entailed on the headmen of villagers would be writing their names on each permit, and keeping up the *chalan* book in duplicate and a revenue account. The plant required in connection with the proposed rules will be a stamp with interchangeable letters and dates in each District Forest-office, and a punch for each issuing agent; and a stamp bearing the word "cancelled" for each Ranger.

From the evidence thus collected it seems to me that it would be advisable to move Government not to pass rules binding on all districts at present, but to leave an option to local officers to employ the agency of village headmen for the issue of grazing permits or not, according to their judgment.

There has been no answer from Anantapur; but I know no district in which the acquisitive propensities of heads of villages has been more forced on my notice than in this district. When we were on the look out for land for reservation we found that many topes and small reserves, shown in the accounts (a relic, I believe, of Jungle Conservancy) as belonging to Government, were not to be found; but any patch of tree growth belonged either to the karnam or to the reddi, generally the latter.

My own experience with headmen was acquired chiefly in the Southern Circle; and, after a very full trial of them as issuers of permits for firewood, we dispensed with their services at all important places, because we found that they were apathetic to a degree about the work, the complaints about their delays in the issue of permits and extortions for issuing them seemed far more weighty than when special agents were employed, and their accounts were very defective. The weight of the charges was increased by the fact that villagers were reluctant to bring them till goaded to extremes.

One great argument for the employment of this agency formerly was that Government had a distinct hold on the heads of villages, as they had much to lose. There is a good deal in this argument, but it is discounted by the fact that the bulk of the people are timid and afraid to complain against recognised authorities.

It seems to me personally that the best results are obtained by an agency such as that employed in Kistna, paid permit issuers who have deposited a substantial security, whose sole business it is to go to the villages and make themselves accessible, and against whom the villagers have no scruples about bringing complaints if they abuse their power.

I would here submit the question whether in framing grazing rules it may not be possible to make them applicable to all permit issuers, omitting for local considerations, at present, the question whether headmen of villages or paid agents are to be employed.

The term "grazing *parcelle*" adopted in Kistna seems a useful one. The word "block" is used rather vaguely sometimes in forest correspondence, and at any rate if used strictly with reference to working plans had better be kept as a working plans term.

A *parcelle* in forest working plan phraseology, means in its widest sense an area of forest susceptible as a whole of the same treatment. As we have not adopted this term *parcelle* in our working plans it may be convenient to keep it for meaning "an area of forest treated as a distinct grazing ground."

These *parcelles* in Kistna are not by any means homogeneous forest blocks, but consist of various descriptions of forest grouped together, so as to form convenient sized separate grazing grounds.

As regards Mr. Lodge's suggestion that permits should be distinguished only by the situation of a hole to be punched at the time of issue by the permit issuer there seems to me a slight flaw. If we could have only one description of permit, it would, without doubt, simplify the work of the printing officer; but the difficulty comes in that the essence of the present proposals is that we should determine the maximum number of animals, for which permits are to be issued by any one issuer, and stamp, with the name of the *parcelle*, permits up to this limit. If, however, the permits are to be all printed alike, and their value and the kind of animal for which they are to be issued is to be varied at will by the issuer, we shall never know how many permits to give into his custody. It strikes me also that there would be considerable openings for fraud, because the issuer might charge for an ox and punch a hole to represent a sheep. With illiterate graziers I think that we are safe with different colours for the different animals. We should be able better to keep our accounts with each issuer when the permits have each a fixed value; and we should be able to know that we had issued permits only up to the allotted maximum. There will still, of course, be some difficulties, for instance, applications may come in for permits for a larger number of sheep than has been allowed for, and a smaller number of oxen; but such matters can be set right with a trifling delay by an application to the District Forest-office, when the permits could be changed.

Many of Mr. Lodge's suggestions are adopted in the draft herewith submitted. I do not, however, see well how the Range officer, if he is authorised to issue permits, can be treated differently from other permit issuers. He should, I think, keep the prescribed *chalan* book; the difficulty being whether he may receive a commission for his increased work.

Draft Grazing Rules.

1. Forests are to be sub-divided into convenient sized grazing *parcelles*, for each of which a separate fee will be charged.

These *parcelles* need not necessarily be of homogeneous growth, but may consist of various classes of forest, care being taken that the boundaries are well defined.

2. The grazing capacity of each *parcelle*, and the maximum number of animals to be admitted, must be determined, and published in the District Gazette.

3. Permits (which will be small and of card-board) shall, as issued by the ordinary issuing agent, be single, one for each animal, or collective, one for twenty animals.

4. Grazing animals are divided ordinarily into four classes for which the following coloured permits will be issued:—

- | | |
|---------------------|--------------------|
| (a) Buffaloes, blue | (c) Sheep, green |
| (b) Oxen, white | (d) Goats, yellow. |

Horses and asses can graze for the same fees as oxen.

5. Grazing permits will be printed as follows at the printing press:—

Front.

Grazing Permit		Consecutive number.
Description and number of animal.		
_____	_____	
Date	Issuer.	

and will be stamped at the District Forest-office on the reverse, before despatch to the issuing agent, with the following information:—

Reverse.

Name of District.	
Name of Parcella.	
_____	_____
year	value.

6. Permits will be valid from the date of issue till the end of the Forest year, which at present is June 30th.

(Note.—This is important; because a very common fraud is to keep in stock some earlier numbers in order to issue them on an urgent application from some one caught without permits.)

7. The permit issuer must sign and date the permit at the time of issue and must issue the permits in the order of their consecutive numbers.

8. The permit issuer must keep a chalan book in duplicate showing the number of permits received at the beginning of the year, the number issued monthly, the revenue realized, and the balance of permits on hand at the close of the month.

One copy of this chalan book will be sent to the taluk treasury with the revenue at the end of the first month; the other copy will be sent at the end of the second month; and so on alternately throughout the year; one copy must always be with the permit issuer.

The Treasury officer will check the figures of the current month with the revenue received, and those of the preceding month with the entries in his registers, and will sign the copy of the chalan book and return it promptly to the permit issuer.

9. With his accounts for June the permit issuer will send to the taluk treasury all unused permits, and an abstract of his chalan books for the year. This abstract will be checked in the taluk treasury, countersigned, and submitted with the permits to the District Forest-office.

10. Permit issuers will either be paid fixed salaries, or will be paid annually by a percentage calculated at $6\frac{1}{4}$ per cent. of the value of permits sold. This sum will be paid through the Tahsildar of each taluk, who will receive from the District Forest-officer a passed bill and an advance of the amount to be disbursed, after the annual abstracts have been checked.

ENCLOSURE No. 1.

From the District Forest-officer, to the Conservator of Forests, Northern Circle (through the Collector of Kurnool), dated Velgode, 21st November 1895.

[Reference.—Your No. 938, dated 25th October 1895, calling for an opinion on the suggestions contained in G.O., Forest No. 553-224, Revenue, dated 14th August 1895, published with Board's Proceedings, Forest No. 556, dated 23rd September 1895, concerning the method of issue of grazing permits.]

Government suggests —

(a) The headmen of villages to be supplied with permit books (on coloured paper) with counterfoils; to this I would add—

- (1) A separate colour should be used for each range, or each block of hills.
- (2) Each permit to be stamped with the name of the village and the year of issue; this could be done in the District Forest-office with a stamp with interchangeable letters and dates.

Pyápali.
1895-96.
Kurnool.

(b) Ryots desiring permits for their cattle to apply to the headman of their village, who will issue a separate permit for each head of cattle and collect the necessary fee.—The difficulties to be overcome here are—

- (1) Different rates exist for the different varieties of cattle.
- (2) The headmen of villages will demand a small "issuing fee" in addition to the authorized fee.
- (3) As village cattle are frequently grazed in herds of from 100 to 400 head, the number of permits to be carried by the herdsmen would be considerable. To remedy (1) I would suggest a permit with distinctive mark for each variety of cattle (buffalo, other horned cattle, sheep, goats); (2) can only be remedied by the villagers themselves; (3) the Range officer could be authorized to issue a collective permit in exchange for the single permits.

(c) The permit to be then taken by the ryot to the Range officer who will endorse upon it the name of the reserve for which it is available.—This, I respectfully submit, is impracticable as long as there are ranges 60 or 70 miles long and 2 or 30 miles broad; the ryots would not go to the Range officer, but would wait till he happened to come their way, and meanwhile they would graze their cattle wherever they pleased. Moreover in the case of large forests like the Nalla-mala's, the cattle would be driven straight to the forest in charge of a few herdsmen, and the Range officer might never see the permits. Lastly, the work of endorsing several thousand permits (if the order was carried out) would materially increase the Range officer's office work, and reduce the time available for out-door work. I would cut this rule out altogether and arrange (as detailed further on) that each village headman's permits should hold good only for a certain area.

(d) The headman to send his book every month on the date fixed for the monthly remittance with other revenue collections to the taluk to be checked (this will not involve much difficulty, for each page gone will represent one unit of charge).

(e) Duplicate books to be given out so that it may be unnecessary to stop the issue of permits, while one book is in the taluk; each book being used every other month.—To obviate the issue of duplicate books, which might result in the issue to a certain village head of more permits than he should be allowed to issue I would suggest that a chalan book should be submitted monthly to the treasury with the revenue; the book should show (1) number of permits of each kind on hand at the commencement of the month; (2) number issued during the month, and revenue realised; (3) balance of permits on hand at close of the month; it should be kept in duplicate, so that a Tahsildar, Range officer, or Revenue Inspector, visiting the village when one book was at the treasury, should be able to check the number of permits on hand. It may be said that the duplicate book is unnecessary, as the chalan book would never be away from the village for more than a few days at a time. This may be so in theory but in practice I have found that the chalan books of permit issuing village officers are nearly always said to be at the taluk treasury when their accounts are examined.

2. The rules proposed by Government are intended principally to facilitate the issue of grazing permits for agricultural cattle, each ryot probably requiring from 2 to 20 permits. For exotic cattle which arrive at the foot of the hills in large herds, other arrangements will be necessary; indigenous cattle arriving from considerable distances, in herds, must be classed as exotic cattle.

It may be possible to set aside some grazing blocks *solely* for exotic cattle, and for such blocks the lease system could be adopted, but there will be many blocks which will be filled partly by village and partly by exotic cattle, and for these the lease system would be impossible as disputes would constantly arise between the lessees and the village headmen; consequently permit issuing gumastas will be required, and as they can also issue permits for the purely exotic blocks, it will probably be as well to abolish the lease system entirely.

3. Duplicate permits seem unnecessary, if a register of the number issued to each village headman or other issuing officer, and of the revenue on account of grazing fees collected by each officer is kept. Permits should be small and on strong paper. I see no reason why the railway ticket form should not be adopted with some precaution in the material—water mark or manner of printing to prevent preparation of forged permits at private printing presses.

These remarks apply only to single permits; collective permits, of which one would be issued for a whole herd, should be in the form of the existing permits.

To distinguish between the different varieties of cattle, a hole punched at one corner of the permit would suffice; a hole at the left hand upper corner would signify buffaloes; at the right hand upper corner, other horned cattle; at the left hand lower corner, sheep; and at the right hand lower corner, goats. The permits should be supplied ready numbered and punched; the ryots would use the holes for stringing their permits together, and even illiterate subordinates could soon be taught the meaning of the different holes.

Front.	
O	one head grazing Reddi.
	54,321
Reverse.	
Ambavaram 1895-96.	O
Kurnool.	

4. As the headman of every village adjoining a block will have permits for issue in that block, ryots bringing cattle in small numbers from outside villages will have to pass through a village adjoining the block and can obtain permits without difficulty, *provided that permits are available*; it is certain that there will be cases in which permits will not be available, the blocks being already full; in such cases the ryots must go elsewhere, for grazing in excess of the capability of a block would result in a dearth of pasture, and the limits fixed must be adhered to. After the first year or two, this difficulty will disappear, as ryots from outside villages will know in what blocks there is likely to be room for their cattle.

5. I enclose a draft set of rules which, while far from ensuring a perfect check and a total absence of fraud, would, I think, be found to work well:—

Remarks on rules.

Rule 2.—It sometimes happens that where the reserves are small it is usual to graze cattle in one reserve during the hot weather, and in another reserve during the rains; it is questionable whether it would not be better, by limiting the number of cattle to be admitted, to make each separate reserve a separate block, but there are cases in which a reserve is inaccessible during the rains on account of rivers or bogs.

Rule 3.—The number of acres per head should never be less than three in good grazing forest, or 5 in rocky soil or timber forest.

Rule 4.—I am doubtful about this; goats browse and leave the grass alone, cattle graze as long as there is grass to graze, and sheep do both.

Rule 5.—Instead of the collective permit it might be better to have permits somewhat similar to the single permit, but differing in shape or inscription, each being good for 20 head; 20 of these would cover 400 head, and be portable.

Rule 6.—The colour in use for each range could be varied annually to prevent illiterate subordinates being deceived by old permits. I would issue a "sample" permit annually to every guard and line peon.

Rule 8.—By making reddis send the books up alternately the correctness of each is ensured. Without this check one book could be "cooked" to the advantage of the reddi.

Rule 10.—The un-used permits after check could either be over stamped for another year or destroyed; the latter would be the better course, and if care in issuing were taken, the number to be destroyed would be small.

Rule 11.—At present, commission is supposed to be paid monthly to permit issuing reddis; the payments are always in arrears, and the monthly preparation of bills causes unnecessary work in office. Annual payments through Tahsildars would be simpler and the commission for a year would be a sum worth having, whereas monthly commissions frequently amount only to a few annas or even pies. It is true that some reddis are suspended, dismissed or die every year, but the number is small and the adjustment of payments between present and past reddis can be more easily made in taluk than in forest offices.

Rule 12.—If the suggestion in remarks on rule 5 is adopted this rule will be unnecessary. With dishonest Range officers it leaves room for fraud. A collective permit for 100 head might be issued in place of 80 single permits and a pecuniary consideration; the duplicate would show only 80 permits and the original would probably never be recorded.

Rule 13.—This will also disappear if the above suggestion is adopted. If it stands, I think, there is more chance of a thorough check at the time of inspection of a range office than if the recovered permits were submitted with the monthly accounts. I have not said anything about the necessity of permits accompanying cattle, as this condition applies to all permits for any act to be done in reserved forests, other than those relating to rights admitted at settlement.

ENCLOSURE No. 2.

Grazing Rules.

1. Each large forest must be divided into blocks of convenient size with well-defined natural or artificial boundaries.

2. Small forests may either be treated each as a separate block, or may be grouped together according to their size and local requirements.

3. The grazing capacity of each block must be determined, and the maximum number of cattle to be admitted fixed. The number will relate to horned cattle other than buffaloes; each buffalo will count as two head and three sheep will count as one head of ordinary cattle.

4. In areas, in which goat browsing is allowed, the number of goats admitted must not exceed one per acre, in addition to the admissible number of horned cattle; sheep will be excluded from such areas.

5. Permits will be of two kinds—(1) single, *i.e.*, one permit for each head of cattle; (2) collective.

The single permit applies only to one head of cattle (buffalo, other horned cattle, sheep, or goat) and the variety to which it applies is indicated by the position of a small hole in it thus:—

Hole at left hand upper corner	=	buffalo.
" at right hand "	=	other horned cattle.
" at left hand lower corner	=	sheep.
" at right hand "	=	goat.

The collective permit will be in the ordinary form at present in use and will have the numbers and species of cattle for which it holds good, the name of the block, year, &c., entered on it above the signature of the issuing officer.

6. A list of the blocks referred to in rules 1 and 2 shall be published in the District Gazette together with a list of the villages whose reddis are authorized to issue permits for each block, the number and colour of permits each reddi is authorized to issue, and the number of permits retained for issue by the local forest officials.

7. Permits in accordance with the list shall be issued to each reddi from time to time, as required, after being stamped on the reverse with the name of his village and the year for which the permits hold good, in the District Forest-office. The reddi must sign each permit before issue.

8. Each reddi will keep a chalan book in duplicate, showing the number of permits received at the commencement of the year, the number issued monthly, the revenue realised and the balance of permits on hand at the close of the month.

One of these books will be sent to the taluk treasury with the revenue monthly; the books will be sent alternately, and the Sub-Treasury officer will check the figures of the current month with the revenue received and those of the preceding month with the entries in his registers for that month and will sign the book as correct. The books are not to be kept at the taluk treasury; one book must *always* be with the reddi.

9. Permits will hold good from the date of issue to the 30th June following.

10. With his accounts for June each reddi will submit all unused permits and an abstract of his chalan book for the year; the abstract will be checked in the taluk treasury countersigned and submitted with the permits to the District Forest-office.

11. Commission at 6½ per cent. will be paid annually through the Tahsildar of each taluk who will receive a passed bill, and an advance of the amount to be disbursed from the District Forest-office after the annual abstracts have been checked.

12. Range and other specially authorized officers will be supplied with collective permit books, each permit being stamped "for exchange free" and will on demand issue a collective permit in place of not less than 20 single permits; the numbers of the single permits will be noted on both original and duplicate of the collective permit, the single permits recovered must be stamped "cancelled" for which purpose a stamp will be supplied to each Range officer.

13. The District Forest-officer when inspecting Range offices will check the cancelled single permits with the duplicates of the collective permits, and will destroy them.

14. Range and other specially authorized officers will also be supplied with single permits unstamped (*i.e.*, without the name of village, and year endorsed) and ordinary collective permit books (not stamped "for exchange free") for issue of permits for the different blocks up to the limits prescribed for forest officials in the notice referred to in rule 6. Each single permit issued must have the name of the block and the year for which it holds good, endorsed on it over the Range officer's signature.

A monthly statement of single permits issued in the form prescribed in rule 8 will accompany the range accounts.

Duplicates of collective permits will accompany the accounts in the same way as duplicates of ordinary permits for forest produce.

15. Reddis must be given to understand that the permits supplied to them for issue are intended primarily for the cattle of their own and adjoining villages, and they are not to issue permits in large numbers for herds of exotic cattle until all local requirements are complied with; applicants for permits for such herds if received before this is done must be referred to the Range or other specially authorized officer.

READ—the following letter from E. D. M. HOOPER, Esq., Acting Conservator of Forests, Southern Circle, to the Secretary to the Commissioners of Land Revenue, dated Coimbatore, 3rd March 1896, Dis. No. 717:—

I have the honour to reply to Board's Proceedings, Forest No. 556, dated 23rd September 1895, in which in consultation with Collectors I was asked to report upon the suggestions as to granting grazing permits made in the Government Order printed in the Proceedings.

In South Canara.—The rangers issue permits, the village munsifs are, as a class, illiterate, and it is suggested that, as the intervention of the Range officer is necessary, the village munsif should grant a certificate for each ryot showing how many cattle should be licensed by the Range officer.

In North Malabar.—The grazing revenue is reported to be inconsiderable, the villages are few and the officials live away from them; there is no need at present to restrict the grazing.

In South Malabar.—There is no grazing at all.

In the Nilgiris.—The Collector in an exhaustive and elaborate discussion of the subject matter of the Government suggestion shows that regulation of grazing must be provided for before rules can be fitly introduced for the distribution of permits by either Forest or Revenue Agency. He deprecates any hasty action without information as to either the requirements of the owners of cattle or the capabilities of the forest in fodder supply which the writer challenges the ability and fairness of the Forest department to decide.

He advocates Committees of enquiry with a Tahsildar-Chairman and from their enquiries a decision should be arrived at on the main points at issue though in any case the permits should be issued by Forest-officers in the main.

The Collector of Coimbatore is opposed to the employment of village officers in the matter of grazing except to grant certificates and so long as the public is hostile to the department the control must continue in the ranger's hands. The issue of permits for each single head of grazing is opposed.

In the case of Tinnevely no change is advocated by the Collector in the system which was recently approved by Government—*vide* Board's Proceedings, Forest Mis. No. 1727, dated 14th November 1895. In this district the Range officer grants the permit and the village officer is not concerned.

Lastly, in the case of Madura, there is practically no closure of forest to grazing other than the small areas under recent coupe felling and the plantations. There has been some difficulty in distributing licenses through the Range officers alone who have large tracts to visit, and many villagers who require grazing naturally, find it inconvenient to seek for this—officer while they *must* graze.

The readiness with which the accused in grazing offences in Madura are prepared to offer high compounding fees shows that they do not grudge the cost of the license and I have personally advised the Collector to employ village officers, adjoining reserved forests, to issue permits on commission as a supplementary agency to the Range officers themselves. There can be no complication in this issue by a double agency so long as there is no limit placed on the number of animals allowed to graze and I am not personally in favour of such restrictions preferring as I have already informed the Board to entirely close to grazing portions of each Working Circle in rotation where necessary.

READ—letter from F. A. NICHOLSON, Esq., Collector of Anantapur, dated 17th February 1896, No. 152.

ABSTRACT.—Offering remarks on the subject of the issue of grazing permits.

READ—also the following letter from E. P. POPERT, Esq., Conservator of Forests, Central Circle, to the Secretary to the Commissioners of Land Revenue, dated Madras, 9th March 1896, No. 1636:—

[Reference.—Board's Resolution, Forest No. 556, dated 23rd September 1895.]

In compliance with the above, Collectors were asked to favour me with a report and draft rules, the last reply was not received until the 14th February 1896, which accounts for the late submission of this reply.

2. The following is a précis of the Collectors' replies:—

Nellore.—The system in vogue is as follows. Permits are issued by Range officer upon the written application of ryots. The number of cattle to be admitted to each reserve has been limited, two acres being taken for one head of cattle. Preference is shown to ryots living in the vicinity of reserves and only after their demands have been met are permits issued for outside cattle. No difficulty is experienced by villagers in obtaining permits as they obtain them in the majority of cases in their villages. The Range officer visits each village, halts for a day or two and issues permits taking as a guide the statement, already received from the Tahsildars, of assessment paid by each ryot. As regards the agency to be employed it may safely be left to the Forest subordinates. The village officers are more or less illiterate, some cannot even sign their own names and as they would be more or less interested themselves in the distribution, it is not advisable to trust them with the work.

Cuddapah.—The Collector is of opinion that the suggestion of Government to issue a separate permit for each head of cattle will entail an excessive amount of scriptory work and can see no commensurate advantage. He prefers a collective

license showing the total number of animals. He is opposed to the recommendation of the District Forest-officer that Range officer should issue licenses and would entrust the work to the village reddy, the Range officer can always check the reddy's work. He considers it unnecessary, at all events at present, to compel ryots to take the permits received from reddis to the Range officer for endorsement and that little harm will be at present done by the issue of permits without limit. He strongly objects as a practical (not theoretical) matter that each ryot should have to take his permit to the Range officer and get that officer to mark at his discretion the reserve in which it is available.

Chingleput.—The Sub-Collector in charge proposes that the District Forest-officer shall, in the first instance, determine the number of cattle to be admitted to each reserve and the villages which are to have the preferential right to the grazing (i.e., those adjoining the reserve). The village head to issue the permits (up to three-fourths of the total number allotted to the reserve) to the men of his own village. The Range officer to issue the remaining one-fourth to the ryots of adjoining villages or others as the case may be. One permit to cover any number of cattle provided they belong to the same individual and are applied for at one time. Mr. Carr is in favour of charging the *old maximum rates* (instead of three-fourth rates) and points out even those rates are very low and that if the grazing is worth having, the daily charge is infinitesimal.

North Arcot.—The Collector has not favoured me with any draft rules. He is apparently in favour of the Government suggestion that village heads should issue single licenses to be taken to the Range officer for insertion of name of reserve and of ryot.

South Arcot.—The Collector fears that the suggestion of Government, if adopted, would necessitate numerous accounts with village officers, extended supervision over them and would result in delay in issuing permits. The present system is that permits are issued by the Range officer or paid permit issuing officers working under their orders on the direct application of the ryot. As a rule, the number of cattle to be admitted to each reserve has been previously determined. The system has worked well and there have been no complaints that it causes inconvenience to the ryots and the Collector is in favour of its continuance. He is not in favour of issue of permits by village officers. He proposes that village officers should compile statement of cattle for which permits are required and forward it to the Range officer who after scrutiny will submit it to the District Forest-officer and upon receipt of the latter's approval will either himself or through a permit issuing officer proceed to the village, collect the fees and issue the permits. Large herds of cattle come annually from other districts to graze in this district; hitherto full fees have been charged and collected without difficulty. The Collector proposes that these rates should still be charged for such cattle. The circumstances are special, the enhanced rate may fairly be demanded.

Trichinopoly.—The Collector has not furnished a draft set of rules. He states that the grazing areas in the district comprise the small pieces of padugai forests lying along the Cauvery and Coleroon and other forests. The right to graze in the former is sold by auction, the number of cattle being limited according to the capability of the forest and a change of this system, so far as these forests are concerned, is considered undesirable or even impossible owing to the very small extent of the areas and consequent impossibility to decide the claims of ryots to graze. Grazing in other forests in the district is regulated by issue of permits by Range officers. The block only to prevent overcrowding, which may occur if the capability were fixed for a group of blocks, and a permit issued for the group. Proposes that next year village officers should issue permits as it may induce them to take more interest in the matter and it is possible that the revenue may increase. The establishment for the sale of permits will then be distinct from the establishment (Rangers, Foresters, Guards, &c.) employed in checking the permits.

Tanjore.—The Collector states that at present permits are issued by Range officers and also by permit-issuing officers and village officers in certain taluks, the capability of the forests being fixed blockwar. There have been no complaints of difficulties having been experienced by ryots in obtaining permits. Under the recent policy the areas of forests in this district will be very small and the Range officers should experience no difficulty in issuing permits themselves without the assistance of village officers and special permit-issuing officers.

Salem.—The Collector has forwarded a set of rules under which the village monigar collects the fees and grants a receipt; this the ryot exchanges at the range office for a permit. Under this system the collecting agency is entirely distinct from the checking agency, consequently evasion of payment of fees is less likely to occur. Adds that since the introduction (seven years ago) of the rules framed on this principle the grazing revenue has steadily increased.

The foregoing is only a cursory resumé of Collectors' replies, but as the Board may wish to peruse the complete reports, they are forwarded for perusal and return.

3. In the face of the different opinions expressed in the preceding paragraph, I would suggest that it would be better to refrain from issuing orders applicable to all districts in the Presidency and that it should be left to Collectors to issue detailed instructions for their own districts as to the method of the collection of the revenue and issue of permits. As far as my experience goes, I have not found that the village head is a success as a permit-issuing officer. There is the danger, and by no means an improbable one, that if the number of cattle to be admitted is restricted, the persons who will obtain licenses will be the village head, his friends and the richer ryots, the poorer ones will go to the wall.

4. Many of the Collectors have proposed fixing the capabilities of the grazing areas. This view is undoubtedly sound and is in accordance with the Government order, but in the present state of affairs is hardly practicable except in few cases, such as the Padugais in the Trichinopoly district. To be of any value, the capability cannot be determined for the district as a unit but must vary according to locality, condition of forest, the future treatment of the forest, &c. To determine this will be a matter of time and in the meantime it would be preferable to decide only upon closing completely for some time certain blocks or parts of blocks and in the remainder not to restrict the number of cattle. A short time will suffice to show whether areas are being over-grazed, and in such cases a limit can then be fixed. The existing subordinate staff is distinctly insufficient to prevent the ingress everywhere of unlicensed cattle and the probability is that if the number of licensed animals be restricted, unlicensed ones will still graze and the difference of the fees will instead of accruing to Government go into the pockets of subordinates.

5. I venture to submit that Government has hardly considered the quantity of paper and amount of scriptory work necessary if a separate permit is issued for each animal. In the first instance if check is to be facilitated it will be necessary to have at least four classes of permits—

- | | |
|----------------|------------|
| (a) Buffaloes. | (c) Sheep. |
| (b) Oxen. | (d) Goats. |

The same rates have been lately fixed by the Board for the last two, but distinct permits are necessary, and I am of opinion that goats, as a rule, should be charged a higher rate than sheep. They are more valuable, require less care and I have ascertained ryots generally have no objection to pay a higher rate for goats than sheep. It must also be borne in mind the grazier is supposed to carry the permits with him; a man in charge of 100 cattle would require a special receptacle in which to carry these permits. I would suggest permits be issued for single animals and collectively say for 20 animals and that a differently coloured paper be used for the four classes. There is also to be considered special licenses, for instance in Nellore and South Arcot, where there are tracts reserved for cattle breeders and foreign cattle higher rates should be levied. There will be no difficulty in collecting higher rates and they may be fairly imposed; I know in Nellore lessees of Kanchas have taken as much as one rupee per head of cattle.

6. If my suggestion that the agency for the issue of permits be left to Collectors, be adopted, the following rules will suffice:—

I. The reserved forests in a district should be divided into grazing blocks. A grazing block may consist of one reserve or several or even a part of a reserve.

II. Grazing blocks should be roughly subdivided into compartments, so that one or more compartments may from time to time be entirely closed to grazing or browsing.

III. The following fees will be levied for each grazing block:—

	A.	P.
(a) For buffaloes	6	0 per head.
(b) Bulls, cows, horses, ponies and asses	3	0 "
(c) Sheep	1	6 "
(d) Goats	1	6 "

In the case of cattle from other districts or areas reserved for cattle breeders or in other special circumstances rates in excess of the above may, with the prior sanction of Government, be levied.

IV. Permits for each of the four classes enumerated in the preceding rule shall be of a different colour and shall be issued either singly for one animal or for more than one animal of the same class, a different colour shall also be used for special licenses.

V. The permit shall be a printed one with counterfoil and shall bear—

- | | |
|--------------------------------------|------|
| (1) Consecutive number | Year |
| (2) Name of district | |
| (3) Name of grazing block | |
| (4) Number and description of animal | |
| (5) Value | |

Date of issue.

Signature of Issuing Officer.

Conditions.

1. This permit must be in possession of the herdsman accompanying the cattle and must be produced whenever demanded by a Forest-officer.
2. Herdsmen must not carry knives or other cutting implements.
3. Cattle are not allowed within specially-protected areas or grazing blocks closed under authority or in any other blocks or compartments than the one specified in the permit.
4. Breach of either of the above conditions will entail cancellation of the permit.
5. Permits will be valid from date of issue until the

end of { Official year.
Forest year.
Calendar year.

(This varies in different districts.)

7. I have not included submission of returns in the draft rules, as the form of them and the information to be demanded must depend upon what person is appointed to issue permits. If village officers issue permits as suggested by Government, duplicate books should be issued—one set to be sent alternate months to the Taluk treasury to be checked.

READ—the following letter from the Collector of Vizagapatam, to the Secretary to the Commissioners of Land Revenue (through the Conservator of Forests, Northern Circle), dated Madgole, 26th November 1895, C.R. No. 1005:—

With reference to Board's Proceedings, No. 622, dated 30th October 1895, I have the honour to request the Board to print, on the back of the next supply of grazing permit books, conditions 6, 7 and 8 given in the printed paper enclosed.

ENCLOSURE No. 1.—Grazing conditions.

Endorsement by A. W. PEET, Esq., Conservator of Forests, Northern Circle, dated Murmur, 9th December 1895, R.C. No. 1147.

Forwarded. The entries proposed might be useful.

Reference on the above, dated 7th January 1896.

Referred to the other Conservators for remarks. They are requested to submit at the same time a revised list of all the conditions they would recommend for insertion on the back of grazing permits when the next supply is printed.

2. The Conservator, Southern Circle, is also requested to submit a similar list if he considers any further additions necessary to the list of conditions already proposed.

(Signed) L. M. WYNCH,
Acting Secretary.

To the Conservators of Forests, Central and Southern Circles,
with a list of conditions proposed by the Collector of Vizagapatam.
,, Conservator of Forests, Northern Circle.

READ—also letter from A. W. PEET, Esq., Conservator of Forests, Northern Circle, Vizagapatam, dated 28th January 1896, R.C. No. 1147.

ABSTRACT.—Stating, with reference to Board's Reference on F. R. No. 4942, that he has proposed that grazing permits should be small and made of card-board.

READ—also letter from E. P. POPERT, Esq., Conservator of Forests, Central Circle, dated 31st January 1896, No. 1371.

ABSTRACT.—Submitting, with his remarks, a list of conditions which appear preferable to those now printed upon grazing permit and those proposed.

READ—also letter from E. D. M. HOOPER, Esq., Acting Conservator of Forests, Southern Circle, dated 6th February 1896, Ref. on Cur. No. 2331.

ABSTRACT.—Submitting, with remarks, a list of conditions for insertion on the back of grazing permits when the next supply is printed.

READ—also letter from E. D. M. HOOPER, Esq., Acting Conservator of Forests, Southern Circle, dated 12th February 1896, Ref. on Cur. No. 2331.

ABSTRACT.—Submitting, for substitution for the enclosure to the Conservator's letter, No. 2331, dated 6th February 1896, an amended copy of conditions for insertion on grazing permits.

RESOLUTION—Forest No. 478, dated 13th October 1896.

In its Order, No. 553 of the 14th August 1895, Government, in view of simplifying and facilitating the issue of grazing permits, desired the Board to frame rules to regulate the grant of permits and to consider whether an arrangement based somewhat on the following lines would work satisfactorily:—

(a) The headmen of villages to be supplied with permit books (printed on coloured paper) with counterfoils and to be authorized to collect the grazing fee, and issue a separate permit for each head of cattle to the ryots. The permit to be taken

by the latter to the Range officer for the purpose of his endorsing thereon the name of the reserve to which the cattle should be taken for grazing.

(b) The headmen of villages to submit their books for check to the taluk offices every month on the date fixed for the monthly remittance.

(c) Duplicate books to be used alternate months to be given out to headmen of villages.

The Government also pointed out that the suggested arrangement would be further improved if it were found practicable to avoid all reference to the Range officer.

The Conservators of Forests were accordingly requested to report on the matter and to frame the required rules in consultation with Collectors. The replies are contained in the first four letters read above.

2. It is observed from the resumé of the Collectors' replies contained in the Conservators' reports that in most districts permits are at present issued by Range officers or Permit gumastahs specially appointed for the purpose; and that this system has been working well without complaints of inconvenience and calls for no change. In Salem, however, the Range officer grants permits on the certificate of the village head, and this procedure the Collectors of South Canara and Coimbatore propose to adopt in their districts also. The Collectors of Chingleput and North Arcot would allow both Range officers and village heads to issue permits, while those of Cuddapah, Trichinopoly, Ganjám, Górávari and Kurnool would entrust the work solely to village heads. The Collector of Nilgiris would first ascertain the requirements of the owners of cattle and the capabilities of the forest in regard to fodder supply before taking any action in the matter of drawing up rules and regulations and to this end would have a Committee appointed. In Vizagapatam, Kistna and Bellary, the experiment with village officers as issuers of permits is reported to have been tried and to have proved a failure. The Collector of Ganjám thinks that the objection to the employment of village heads on the score of their being illiterate can be overcome if the permits have all the necessary details printed on them and are of different colours. The Collector of Górávari would dispense with the endorsement by the Range officer and have the name of the reserve entered on the permit beforehand and each permit numbered. The Collector of Kurnool endorses the views of his District Forest-officer which are submitted in a carefully written note. It is suggested therein (a) that village heads and Range officers should have power to issue single permits and the latter to issue also collective permits, (b) that permits should be small like Railway tickets, (c) that permit issuers should keep a chalan book to obviate the necessity of giving out duplicate permit books, (d) that the various classes of animals covered by permits should be made distinguishable by the position of a hole in the corners of the permits, and (e) that differently coloured permits should be used for each Range or each block of hills.

3. In regard to the question of restricting the number of cattle to be grazed in a reserve, Messrs. Popert and Hooper are opposed at present to any such measure. Mr. Peet has not discussed the point, but he was apparently under the impression that it had already been decided. Mr. Hooper considers that the restriction is likely to create friction and that it would be preferable to close completely for a time certain blocks or portions of blocks in rotation. Mr. Popert states that while the principle of fixing the capabilities of the grazing areas is doubtless sound, it is hardly practicable in the present state of affairs to enforce it except in a few cases, such as the padugais (river banks or land adjoining river banks liable to inundation) in the Trichinopoly district. He adds: "to be of any value the capability cannot be determined for the district as a unit but must vary according to locality, condition of forest, the future treatment of the forest, &c. To determine this will be a matter of time, and in the meantime it would be preferable to decide only upon closing completely from time to time certain blocks or parts of blocks and in the remainder not to restrict the number of cattle. A short time will suffice to show whether areas are being over-grazed, and in such cases a limit can then be fixed. The existing subordinate staff is distinctly insufficient to prevent the ingress everywhere of unlicensed cattle and the probability is that if the number of licensed animals be restricted, unlicensed ones will still graze and the difference of the fees will instead of accruing to Government go into the

pockets of subordinates." There is also the additional objection noted in paragraph 5 of Board's Proceedings Forest No. 2, dated 8th January 1896, that trafficking in permits by those who are fortunate enough to get them is sure to ensue. Absence of restriction is of course not intended to go the length of admitting foreign cattle into reserves which have hitherto been used by local cattle only.

4. With reference to the question of the agency to be employed for issuing permits, the Conservators are not unanimous in their opinions. Mr. Hooper recommends that village headmen may be permitted to issue them as a supplementary agency to Forest Range officers; he apparently means that either officer may issue—not that each permit should be dealt with by both officers. Messrs. Popert and Peet would leave it to the discretion of Collectors to employ the agency that may be found most suited to the condition and circumstances of their districts. Mr. Peet considers the system of employing paid permit issuers as in Kistna to be the best, and his experience and that of Mr. Popert in regard to the employment of village heads appears to point to the conclusion that it hardly conduces to the well-being of the ryots, particularly the poorer classes. Whichever agency is adopted, the Board considers it essential that the ryots should have to deal with one person only. It would be very hard on a villager to have to go and seek the Forest Range officer after getting a permit from a village officer, and if the latter is only to issue permits when the Range officer is in the neighbourhood, there is no necessity for the ryot dealing with both.

5. If the principle of restricting the number of cattle is dispensed with for the present, as the Board hopes will be the case, there will be less difficulty in the way of entrusting the duty to village headmen entirely. But as recommended by Mr. Popert it will be advisable, in the face of the very great difference of opinion, to leave it to the local officers to decide whether permits shall be issued by village officers or by Range officers or by Permit-issuing officers specially appointed for the purpose, as is now done so successfully in Kistna. Provided that, when permits are not issued by village officers, it shall be incumbent on the District Forest-officer to draw up a list of convenient permit-issuing stations, at which the Range officer or Permit-issuing officer shall be present on fixed dates, and no prosecution for grazing with a time-expired permit shall be instituted unless the party concerned has had an opportunity of procuring a new permit at the station fixed for his village. In Tinnevely it is arranged that permits for any one year shall be taken out during the last month or so of the preceding year, and this practice might be adopted elsewhere.

6. Messrs. Popert and Peet submit draft rules which are general and applicable to all permit issuers, whether it is the village headman or the special issuing officer that is employed for the purpose. The Board considers that there is yet much to be learnt from experience and that any rules that can now be framed will probably call for improvement before long. If, however, discretion is left to local authorities as proposed in the preceding paragraph, Conservators on their tours will be able to contrast the working of the different systems and suggest improvements suited to local conditions. Mr. Peet's rules are based partly on the suggestions of the District Forest-officer of Kurnool referred to in paragraph 2 *supra*. Both Messrs. Peet and Popert are agreed that for purposes of grazing the animals should be grouped under four classes, the permit for each class being printed on paper of separate colours. The rules framed by these two officers differ in certain particulars and the Board proposes to adopt Mr. Popert's rules with the following modifications:—

(a) To begin with, where Mr. Popert uses the term "blocks" Mr. Peet uses "parcels" as in the Kistna district. Mr. Peet states that the word "block" is sometimes used rather vaguely in forest correspondence and urges that if employed strictly with reference to Working Plans it should be kept as a Working plan term. The term "parcels" has not been adopted in regard to Working plans (*vide* section 85 of the Forest Code), and Mr. Peet considers that it may be convenient to use the term to mean "an area of forest treated as a distinct grazing ground." All areas cannot however be treated as distinct grazing grounds and confusion might arise when such tracts are included in Working circles for which separate Working plans have to be prepared; the Board would therefore adopt the term "grazing block" as best suited under the circumstance.

(b) Mr. Popert's Rule II and Mr. Peet's Rule 2 are framed from different stand-points as regards the question of limiting the number of cattle to be grazed in a reserve. Mr. Popert's Rule II will be adopted with the addition of the words "into compartments" after the word "subdivided" and the substitution of the words "one or more compartments" for the word "parts."

(c) Mr. Popert's Rules III and IV correspond to Mr. Peet's 4 and 3 respectively, except in regard to the following particulars: Mr. Popert's rules do not prescribe the different coloured papers to be used, while Mr. Peet's rules do not specify the fees to be charged in all ordinary cases nor do they make provision for levying higher rate of fees on foreign cattle. In Mr. Popert's Rule III (b) the word "bulls" will be inserted before "cows," and in the margin of his Rule IV the words "*blue*" for buffaloes, *white* for bulls, &c., *green* for sheep, *yellow* for goats," to indicate the different coloured papers to be used for the different groups of animals. In the latter rule it is observed that Mr. Popert limits the collective permits to 20 animals. The weight of opinion of all the officers consulted is clearly adverse to the issue of a separate permit for each animal. The Board in these circumstances fails to see that any advantage would be gained by limiting collective permits to 20 animals and thinks that the present system of giving one permit for as many animals as the ryot wishes to be covered by a single permit may be continued. The Board would accordingly substitute the words "for more than one animal of the same class" for "collectively for 20 animals" occurring in Mr. Popert's Rule IV.

(d) The form of permit given in Rule V of Mr. Popert's rules does not contain the heading "name of the owner and calling" as in the form now in use. Its retention, however, seems unnecessary and tends, in the Board's opinion, to entail additional scriptory work without any corresponding advantage. It is very rare that if a herdsman commits an offence, a prosecution will lie against the owner of the cattle. All that the Forest Department has to look to is that the cattle grazing are covered by permits and it is immaterial to whom they belong. It is observed that the name of the Range is also not given in Mr. Popert's form; there seems to be hardly any necessity for its insertion, as a village may border on reserved forests in two ranges and it is not intended that a ryot should be compelled to take out two permits.

(e) Mr. Peet's Rule 6 appears as a condition (No. 5) in the permit under Mr. Popert's rules and the Board accepts the latter officer's proposal. As the "forest" and "fasli" years are the same and no provision is made for the "calendar" year, the word "calendar" will be substituted for "fasli" in condition 5 in Mr. Popert's rules.

(f) Mr. Peet's rules 7, 8, 9 and 10 depend upon what person is appointed to issue permits, and the Board considers that they may be left to be dealt with in the districts in a departmental circular.

7. In its Proceedings, Forest No. 366, dated 7th June 1894, the Board authorized the printing of certain conditions on the back of each grazing permit. In 1895, the Collector of Trichinopoly forwarded a set of revised conditions, but the Board demurred to their adoption before the conditions in force had received a longer trial. Subsequently the Collector of Vizagapatam in his letter of the 26th November 1895 read above suggested certain conditions which the Conservator, Northern Circle, considered might be useful. This paper was referred to the other Conservators for remarks and all Conservators were requested to submit a revised list of all the conditions they would recommend for insertion on the back of grazing permits. Their replies are among the papers read above.

8. The Conservator, Northern Circle, proposes that grazing permits should be small and made of card-board and considers that if this is approved, the question of printing conditions on the back of grazing permits need not be gone into. The Board considers it to be very desirable that every permit-holder should be informed of the conditions of his permit and for this reason the Board is not in favour of printing permits on card-board. The conditions proposed by Mr. Popert in his letter of the 9th March 1896 are brief and clear and will be accepted with the following additions and modifications:—

(a) The penning of cattle within the forest is forbidden except under special permission of the District Forest-officer.

(b) The removal of cattle droppings from reserved forests or reserved lands is strictly prohibited. Condition (a) is already in the present licenses and a condition similar to (b) has already been approved by the Board in its Proceedings, Forest No. 622, dated 30th October 1895.

In condition 3 after the words "closed under authority" add "or in any other blocks or compartments than the one specified in the permit."

In condition 4 the words "in addition to other punishments for breach of Forest Act or rules under the Act" should be omitted.

A draft of the rules and conditions revised with reference to the remarks contained in paragraphs 6 to 8 *supra* will be submitted to Government for approval.

9. In his letter contained in the second of the Proceedings read above, Mr. Rees, as Collector of Nilgiris, enquires whether it is the intention of Government in its Orders No. 553, dated 14th August 1895 and No. 1028, dated 7th October 1894 to withdraw the privilege of free grazing allowed to Todas and the scale of double rates ordered to be imposed upon foreign cattle. He urges that the existing practice in these respects should not be interfered with. The Board is of opinion that these orders do not withdraw any privileges already conferred. The Government has distinctly said that where maximum rates have been sanctioned and collected without difficulty they may be retained. The spirit of this decision extends to the Nilgiri special rate for foreign cattle.

(True Copies and Extract.)

Acting Secretary.

To the Secretary to Government, Revenue Department,
with copies of Board's Proceedings, Forest Nos. 366,
449 and 622, dated 7th June 1894, 4th April 1895 and
30th October 1895, and with a form of grazing permit.
" Conservator of Forests, Northern Circle.
" " " Central Circle, with Collectors' original letters (returned).
" " " Southern Circle.
To all Collectors except, Madras.

APPENDIX.

DRAFT RULES AND CONDITIONS AS REVISED BY THE BOARD REGARDING THE ISSUE OF GRAZING PERMITS.

Rules.

i. The reserved forests in a district should be divided into grazing blocks. A grazing block may consist of one reserve or several or even a part of a reserve.

ii. Grazing blocks should be roughly sub-divided into compartments so that one or more compartments may from time to time be entirely closed to grazing or browsing.

iii. The following fees will be levied for each grazing block:—

(a) For Buffaloes	...	...	...	6 annas per head.
(b) For Bulls, Cows, Horses, Ponies and Asses	...	...	...	3 do.
(c) For Sheep	...	...	...	1½ do.
(d) For Goats	...	...	...	1½ do.

In the case of cattle from other districts or areas reserved for cattle breeders or in other special circumstances, rates in excess of the above may, with the prior sanction of Government, be levied.

- iv. Permits for each of the four classes enumerated in the preceding rule shall be of a different colour and shall be issued either singly for one animal or for more than one animal of the same class. A different colour shall also be used for special licenses.
- v. The permit shall be a printed one with counterfoil and shall bear—

• Blue for Buffaloes.
• White for Bulls, &c.
• Green for Sheep.
• Yellow for Goats.

- Year
- (1) Consecutive number.
 - (2) Name of district.
 - (3) Name of grazing block.
 - (4) Number and description of animals.
 - (5) Value.

Date of issue.

Signature of Issuing officer.

Conditions.

1. This permit must be in possession of the herdsman accompanying the cattle and must be produced whenever demanded by a Forest-officer.
 2. Herdsmen must not carry knives or other cutting implements.
 3. The penning of cattle within the forest is forbidden except under special permission of the District Forest-officer.
 4. The removal of cattle droppings from reserved forests or reserved lands is strictly prohibited.
 5. Cattle are not allowed within specially protected areas or grazing blocks closed under authority or in any other blocks or compartments than the one specified in the permit.
 6. Breach of any of the above conditions will entail cancellation of the permit.
 7. Permits will be valid from date of issue until the end of { Official
Forest } year,
Calendar
- (This varies in different districts.)

1896.
Board of Revenue
(Land Revenue),
MADRAS.

*Proceedings, Forest No. 478, 13th
October 1896.*

Submitting to Government, with remarks, draft rules and conditions, as revised by the Board, regarding the issue of grazing permits.

Praying in reserved forest

REVENUE DEPARTMENT

C No. 7518 of 26

From the Board of Rev. Land Rev.:

Dated 13th Oct; 1896.

FOR ORDERS.

Revised to
the Hon: Mr. George C. R.
with ref^{er} to
C.R. the Governor's note
to
15-1-97

The system proposed by Sub-
under wth the Headmen of
villages will issue the Permits,
and the Ranger will endorse
on them the Reserve in wth
they will be available, seems
to be open to several great
disadvantages. The Headmen
are illiterate in some cases
& they will often be interested
in getting all the Permits for
himself & his friends. The
system requires that a Permit
shall be issued for each
animal & have a counterfoil
wth can be inspected by the
tribe officials, ~~those~~ who
will then know that the stated
fee for a single permit has
been collected. This
will necessitate
heavy expenditure in Stationery
& the labour imposed on
Rangers by having to endorse

In G.O. 553 of 14th Aug. 1895, the Govt. while sanctioning a proposal to abolish the distinction between privileged and unprivileged cattle and (as a general rule) to levy on all cattle admitted for grazing into reserved forests and reserved lands a uniform fee of three fourths of the maximum rates prescribed in G.O. 844 of 29th Oct 1890 ~~and~~ 854, expressed its opinion that with regard to the grant of grazing permits "it is desirable that the ryots should be able to obtain the same by a procedure which will involve the least practicable delay and keep them clear of all avoidable friction with the Forest and Taluk Officials". The Govt also desired the Board to consider and report

how far a procedure running on the following or similar lines would be satisfactory, viz,

- (a) The headmen of villages to be supplied with permit books (printed on coloured paper) with counterfoils.
- (b) Ryots desiring permits for their cattle to apply to the headman of the village, who will issue a separate permit for each head of cattle and collect the necessary fee.
- (c) the permit to be then taken by the ryot to the Range Officer, who will endorse upon it the name of the reserve for which it is available.
- (d) the headman to send his book every month on the date fixed for the monthly remittance with other revenue collections to the taluq to be checked (this will not involve much difficulty, for each page gone will represent one unit of charge).
- (e) Duplicate books to be given out so that it may be unnecessary to stop the issue of permits while one book is in the taluq; each book being used every other month.

2. In accordance

with the above orders, the Board

FOR ORDERS.

So many documents will be very great. Moreover the counterfoils must have different values as there are different classes of animals for which different fees are charged. There are some cases, for instance those in which cattle come from a great distance or from outside the Presidency, in which the Ranger must be allowed both to collect the fee and to issue the permits. The disadvantages of the existing system seem to be that the Sec. & notified at page 1 of the Rd Pro, and they will be equally efficacious in saving ryots from going to the Taluq. There, the headman collects the fee & gives receipts for them, & those receipts serve as orders to the Ranger to issue permits. There is of course a greater danger here in that

Govt. further suggested that it would be an improvement to stamp the Forest Ranger also, or that a portion of the permits should be given for cattle ranges and be issued by the Village Headman, & the remainder by the Forest Ranger.

+ the system proposed by Govt., that the headman will collect the fee of the

fees, but there will be a sufficient check in the keeping of the receipts by the Ranger, & the danger of fraud is not greater than that which attaches to land revenue collections. The Board regards it as a quid pro quo but the ryots did have to deal with one person only, but, as the Sec. shows, this is not a quid pro quo, and the danger of falsifying cannot be avoided if it is insisted on. These rules will all on the other to decide who shall be the permit collector & to provide that he shall be in specified villages on specified dates. I think the Rd Pro should be directed to add provisions to this effect to their rules, & that the rules should be made to be unobjectionable and be approved.

I think the conditions about the number of cattle dropping should not be added. See below.

B. I. 9)

You inclined to agree with Messrs. Phipps and Peart and the Board that it is best to leave each collector to decide for himself the agency which will suit his District - the object to be kept in mind being the restriction to a minimum of the various fees which must inevitably be inflicted on the ryot. By

in consultation with the several Collectors and Conservators now submits its views on the procedure suggested by Govt. ^{together with} two sets of rules drawn up on the subject by the Conservators and a revised set drawn up in the Board's own office.

3. A short precis of the replies received from the Collectors on the question of the agency by which the permits are to be issued is given in para 2 of the B.P. It will be seen therefrom that the majority of the Collectors consulted are of opinion that the present system under which Range Officers or Permit Gumstamps ^{specially appointed for the purpose} issue the tickets has worked satisfactorily and that it therefore calls for no change while a few would adopt a dual system under which both the Forest and Village Officers would be entrusted with this work. The Collector of the Nilgiris considers that before taking any action in the direction indicated, Govt it is necessary to ascertain first the requirements of the owners of Cattle

jattle, and the capabilities of the forest and, as the subordinate forest officers cannot be depended on for furnishing the necessary information, to appoint a ^{local} Committee for the purpose. The only collectors who are in favour of utilizing the Agency proposed by Govt are those of Cuddapah, Srichinopoly, Guntur, Godavari and Kurnool and even these do not agree with the Govt in the matter of the details to be adopted in the working of the system. The Board in these circumstances is of opinion that "it will be advisable in the face of the very great difference of opinion to leave it to the local officers to decide whether permits shall be issued by village officers or by Range officers or by Permit issuing officers specially appointed for the purpose as is now done so successfully in Kistna." Under the procedure suggested by Govt the ryot after taking a permit from the village officer will have to go in search of the Ranger to have the name of the reserve filled up. The Board considers this procedure open to objection and

As the capabilities of a forest vary for year by year.

g. 44

giving collectors in this way, a free hand, they will have full responsibility for the protection of the ryot, - and it is right that they should. The collector will also be enabled to change their organization promptly and decisively if they find occasion to do so without the delay and trouble incidental to reference to the Board.

There may be virtue in the Solani system, but I imagine that the Solani ryots ^{in July last} complained to me bitterly of the inaction of the Forest Dept. & a number of ^{the} subordinates of the Dept. in Solani, have since been convicted of mal-practices.

They ought now to be issued by any one who can collude with the local farmer.

17/12/86

Conditions about non-removal of cattle droppings should most certainly not be issued.

The rules generally, subject to the above observations, seem to me unobjectionable, and may be approved.

g. 44, 14.1.97

Very well
16/1/97

in this country if they deal with one person only that one person will necessarily fleece them

17/12/86
g. 44

and variability
g

that whatever agency is adopted it is essential that the ryots should have to deal with one person only". If the Agency employed is the village establishment, all restrictions as to the number of cattle to be admitted into reserves will have to be abolished or the Forest Officers will have to furnish previous information as to the capabilities of each forest. Both Messrs Popert and Hooper (Mr Peet has not discussed the question) are however agreed that restrictions of the character above specified are at present impracticable, the determination of the capabilities of forests being a matter of time and the present staff being insufficient to prevent everywhere the ingress of unlicensed cattle. Mr Popert adds that for the present it would be preferable to decide only upon closing completely from time to time certain blocks or parts of blocks and in the remainder not to restrict the number of cattle and that "a short time will suffice to show whether areas are being overgrazed"

grazed

(6)

to graze and in such cases a limit can be fixed." The Board agrees with the Conservators and points out that the abolition of restriction is intended to apply only to local and not to foreign cattle. The Board also thinks that when the permit issuing Agency is not the village establishment it must be provided that the D.F.O. should draw up a list of convenient permit issuing stations at which the issuing officer should be present on fixed dates and that "no prosecution for grazing with a time expired permit shall be instituted unless the party concerned has had an opportunity of procuring a new permit at the station fixed for his village." It is submitted that in the circumstances now reported the Govt may express its concurrence in the Board's view.

4. In paras. 6 & 8 of the B.P. now under consideration the Board criticises the draft rules submitted by Messrs Popert and Peet and indicating at the same time how they should be amended and

These views may be accepted.

17/12/86 JG

Yes A.H.

They are intended to be of general application irrespective of the Agency that may be employed in issuing the permits. The alterations proposed by the Board in the draft rules framed by Messrs Popert and Peet are mostly verbal and do not appear to involve any principle which requires careful consideration at the hands of Govt. The only point that needs to be noticed here is that corresponding to items (d) and (e) of the draft rules of procedure (i.e. regarding the transmission by the heads of village of ^{Permit} ~~check~~ books to the Taluq Office and the issue to them of duplicate ~~check~~ books, (vide para 1, page 2 above) Mr. Peet had framed certain rules and these have now been disallowed (correctly, it is submitted by the Board on the ground that they must vary according to the Agency employed for issuing the permits and must be ~~dealt with~~ to be dealt with in departmental Circulars. The Board's rules

The rules as thus amended are printed and printed the amended rules as app^x to the B.P. ~~all the~~ ^{They} rules are intended to be of general application irrespective of the Agency that may be employed in issuing the permits. The alterations proposed by the Board in the draft rules framed by Messrs Popert and Peet are mostly verbal and do not appear to involve any principle which requires careful consideration at the hands of Govt. The only point that needs to be noticed here is that corresponding to items (d) and (e) of the draft rules of procedure (i.e. regarding the transmission by the heads of village of ^{Permit} ~~check~~ books to the Taluq Office and the issue to them of duplicate ~~check~~ books, (vide para 1, page 2 above) Mr. Peet had framed certain rules and these have now been disallowed (correctly, it is submitted by the Board on the ground that they must vary according to the Agency employed for issuing the permits and must be ~~dealt with~~ to be dealt with in departmental Circulars. The Board's rules

which

which do not seem to be open to any objection, may it is submitted be approved. As they are not promulgated under any legislative enactment but have more the form of departmental orders tho' the public also are interested in knowing them it is a question for consideration whether they should be published in the Official Gazette. Orders are solicited on this point.

5 In this connexion the Board also submits for orders a question raised by the Collector of the Misamis as to whether the recent orders are to be considered as cancelling the privilege of free grazing allowed to Todas and the scale of double rates of fees ordered to be imposed on foreign cattle. The Collector urges that the existing practice should not be interfered with. The Board expresses its opinion that the existing orders are not intended to withdraw any privileges already conferred nor to interfere with rates that have been hitherto collected without difficulty. The spirit of the orders ^{in question} goes to conform the

Submitted that they should be published in District Gazette.

Certainly.

17/12/6

* Mysore

the Board's opinion and it is submitted that it may be informed that ^{its} ~~that~~ view is correct.

Also for consideration whether the prohibition of the removal of cattle droppings from reserves &c. should be approved. - B.P. no. 461 to which reference is made ^{24.7.55} less down that cattle droppings left on the ground constitute "surface soil" & thus fall within the definition of forest produce" (see of Mysore Act V of 1882). Droppings removed at once by the owners of the cattle ~~droppings~~ are clearly not included in the definition & also for this reason that the Board proposes to insert a comprehensive prohibition as a condition of their issue, breach of which will involve forfeiture of the permit. To allow the cattle droppings to remain on the surface of the soil in reserves or reserved lands will no doubt lead to improve the grazing or at least to prevent it from deteriorating, but it is for consideration whether the condition proposed is not open to objection.

And this also applies to the large herds of cattle which come from other districts to graze in P. areas. Page 16 of the B.D. No.

Query as to the legal correctness of the view?

also see para. 2 & 3 of P.O. No. 90 regarding the removal of cattle droppings on the reserved lands.

the ground that it interferes with
right to collect the manure of his
cattle which the ryot has previously
exercised. - unless forest requirements
render the prohibition necessary, - which
there is no evidence in these papers, -
it is submitted that the status
quo should be maintained in order
to avoid unnecessary irritation
on the part of the ryot population.
They regard cattle droppings as a valuable
possession, & also as a common
right to ^{droppings caught} ~~droppings~~ removed even
before they reach the ground.
The issue of a rule prohibiting
the exercise of this practice in the
case of cattle grazing in forest reserves
would be looked upon as a hardship
- and with some
reason - be regarded as a
hardship.

to
17.12.86

17.12.86.

The endorsement of opinion is of
local Forest issuing officers.
The reply also shows that
it is not possible to have the
at a journey to the Range
of some central point issuing
offices in the present state.

For the present, as all countries
the rule should not be aimed. It
will be regarded as a hardship
& it is not of much importance

fully correct. J.H.

J

It is never to charge a fee for
taking the money & granting the
receipt.

J

J.H.

Advancement of Forest
administration. That such a
journey is unnecessary is my
experience. The Govt. Revenue
officials it is not in my
opinion a very vital matter
as the ryot thinks very little
of a journey to the District
Office at Amritsar where he
has any reason for it -

Under these circumstances
I will call attention to the Salun
system. The principle of it
is that the collection & payment
of the money is divorced from
the power of annoyance &
hence the opportunity of
squeezing the ryot are at
a minimum. Under this
system the ryot pays to his
own village head man the
fees which are duly accounted
& known for the number of
cattle he wants to graze.
The village head man has no
power on which to squeeze
him and has simply to pass
a hundred receipts for the
payment. This receipt the ryot
takes to the Range or Central

12
 Permit issuing officer who
 issues him a license for the
 number & kind of animals
~~them~~ ^{there} on the reserve named therein.
 by the N.Y. The Ranger or the
 Permit issuing officer
 are strangers to the N.Y., do not
 know how to work on him &
 he gets out of their hands
 cheaply. They can not play any
 hanky with the N.Y. receipt
 or payment because the evidence
 of it is down & out of their
 control in the village municipal
 books. Armed with his license
 the N.Y. can defy the local
 Forest Guard who is the person
 most to be feared. If there is
 a possibility of collusion between
 the Forest Guard & the Permit
 issuing officer as there always
 is where the latter is the village
 or their strictly local officer the
 N.Y. is pleased. This system has
 worked in Salem for many years
 without complaint. The details
 of the scheme can be got from
 the District Forest Officer in
 Salem.
 If it is found necessary Central

If the reserve named is closed or
 restricted the N.Y. can either
 have another or let a refund of
 the money paid by him in the
 usual way.
 17/12/86

No details seem to be necessary
 the RD can issue orders
 29

13.
 Permit issuing officers may
 be located at fixed Permit
 issuing stations at fixed times
 (or always) as proposed by the
 W. to whom application can
 be made. Two or three such
 Permit issuing officers were
 appointed in Salem thus the
 Ranger or those officers control
 as to the number of animals
 taken allowed into a Reserve
 or as to Reserves which have
 to be closed can be exercised.
 It will be seen that there
 is nothing inconsistent in
 the above system with the
 W.'s rules or the Conservators
 or with the opinion of the
 majority of C.W. committee.
 17/12/86

(Abstract) Read again G.O. 553 of 14. viii. 93

(Full) . . . also no. 7518 of 96

p.s. Miscellaneous 310
Order 45 of 26th Jan^y 1897

See (from orders)

The draft of rules and agreement
at the Board's view that it is essential
that the right should be left to one
person only. The question of the
agency to be employed has been left to
the discretion of District Officers.
D. 25. 1. 97

In the circumstances
now reported, H.E. the Governor
in Council agrees with the Con-
servators and the Board of Res:
in considering that the number
of cattle to be grazed in a reserve
cannot be restricted for the pre-
sent and that it is best to leave
it to the local officers to decide
what agency should be employed
for the issue of grazing permits.
As suggested by the Board, how-
ever, it should be distinctly
provided that when permits are
not issued by Village Officers, the
S.O. shall draw up a list of
convenient permit-issuing sta-
tions; at which the Range Officer
or Permit-issuing Officer
shall be present on fixed dates
[or always] and that no pro-
secution for grazing with a time-
expired permit shall be instituted
unless the party concerned has
had an opportunity of procuring
a new permit at the station
fixed

40
2

fixed for his village.

2. The modifications suggested by the Board in the draft rules prepared by the Conservators have the general approval of Govt. H.E. in Council is ^{however} ~~at the same time~~ of opinion that it is ^{un-}advisable for the present at least to prohibit the removal by permit-holders of cattle droppings from reserves &c. Rule 4 of the Board's draft rules should accordingly be omitted and as thus altered they should be published in all the District Gazettes for general information.

3. As regards the question raised by the Collector of the Nilgiris and referred to in the concluding para of the ^{Board's} ~~the~~ Pwp read above, the Board will be informed that it is right in supposing that the general orders issued in regard to grazing are not intended to withdraw any privileges already conferred or to confer new privileges in tracts where special rates have been

such a ^{restriction} ~~provision~~ wld. give rise to considerable irritation & there is nothing to show that it is imperatively required.

been collected without difficulty.

To the Board of Rev. St.
Dec. 20.2.97

BMM
22.1.97

21/12
25/1/97

Note

It is presumed that the present orders re. removal of cattle droppings are not intended to supersede those enforced on the Nilgiris (see para. 2 to 4 of G.O. 90 of 2nd Mar. 1896)

of course not
that is a
special
case.
3
25-1-97

BMM
22.1.97

Government {1897} of Madras.
REVENUE.

Recd.	} 1897.	Enclosures
Regd.		Spare copies

G.O., No. 45, 26th January 1897.

JANUARY.

Grazing.

Approving, with remarks, draft rules and conditions for the regulation of the grant of permits for — in reserved forests.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—again G.O., No. 553, Revenue, dated 14th August 1895.

ABSTRACT.—Adopting the recommendation of the Board to do away with the distinction between privileged and unprivileged cattle, and requesting the Board to frame a set of rules to regulate the grant of permits for grazing in reserved forests.

READ—the following Proceedings of the Board of Revenue (Land Revenue), Forest No. 478, dated 13th October 1896:—

Read—again Proceedings of the Board of Revenue (Land Revenue), Forest No. 556, dated 23rd September 1895.

ABSTRACT.—Communicating to the Conservators of Forests, for report, Government Order adopting the recommendation of the Board to do away with the distinction between privileged and non-privileged cattle, and requesting the Board to frame a set of rules to regulate the grant of permits for grazing in reserved forests.

READ—again the following Proceedings of the Board of Revenue (Land Revenue), Forest No. 21, Routine, dated 17th January 1896:—

Read—the following letter from J. D. REES, Esq., C.I.E., Collector of Nilgiris, to the Conservator of Forests, Southern Circle, Coimbatore, dated Ootacamund, 11th November 1895, Dis. No. 420:—

With reference to Board's Proceedings, Forest No. 556, dated 23rd September 1895, communicating the orders of Government abolishing the distinction between privileged and unprivileged cattle and requesting the Board to frame a set of rules to regulate the grant of grazing permits in reserved forests, I have the honour to offer the following remarks and suggestions.

2. The principal features of the system indicated by Government are—

(a) To introduce a uniform scale of fees of three-fourths the maximum hitherto prescribed.

(b) To regulate the issue of permits for each reserved forest according to its ascertained grazing capacity.

(c) To appoint village headmen the custodians and issuers of grazing permits, eliminating as far as practicable, and, if possible, dispensing entirely with the agency of the Forest Range officer.

3. Regarding a uniform scale of fees.—In this district present unprivileged rates are—

Buffaloes	...	...	...	...	...	...	...	A.	P.
Bullocks, &c.	...	...	...	...	...	...	...	8	0
Sheep	...	...	...	...	...	...	...	4	0
	...	...	...	...	...	...	...	2	0

and the privileged rates, wherever admissible, are half of these. The new scale will therefore be—

Buffaloes	...	...	...	...	...	...	...	A.	P.
Bullocks, &c.	...	...	...	...	...	...	...	6	0
Sheep	...	...	...	...	...	...	...	3	0
	...	...	...	...	...	...	...	1	6

such rates ought to compensate for any disappointment at the withdrawal of privileged rates and deserve, I think, a fair trial. In paragraph 2 of its order Government

speaks only "for the present" and is prepared to deal with any special circumstances as they arise, so that, should the new departure operate unfavourably on the grazing revenue, we are not debarred from explaining the case and obtaining reconsideration.

4. But the privilege of free grazing conferred on the Todas for their buffaloes and the double rates now imposed on foreign cattle remain to be considered. In paragraph 13 of my letter read in Board's Proceedings, Forest No. 448, dated 19th August 1892, I wrote strongly in favour of the continuance to the Todas of this privilege. In paragraph 14 of the same letter, referring to foreign cattle, I said, "I would retain the maxima sanctioned in Notification No. 151, dated 12th August 1884, and regularly charge these rates for cattle imported from foreign territory, that is to say, Mysore, numerous droves of cattle from which province usually pasture in the forests of this district. I have given this matter much attention during such tours as I have been able to make . . . and think it well to add that Messrs. Morgan and Cobb are of the same opinion as myself." The Board supported my proposal to allow the Todas unrestricted free pasturage in reserves thrown open to grazing, and approved of my recommendation touching the charge to be levied on foreign cattle. In its order, dated 7th October 1892, No. 1028, the Government was pleased to sanction both proposals.

5. I do not suppose there is any intention of interfering with the free grazing of Toda buffaloes, but in any rules applied to this district special provision must be made for retaining them as a privileged class of cattle.

6. With respect to foreign cattle nothing has occurred which would lead me to change the opinion I expressed three years ago. To extend the uniform scale to foreign cattle would be to withdraw a desirable check on immigration from Mysore, and to reduce the fee in proportion to the new scale would be to impair that check and to introduce uncertainty and some confusion. I therefore strongly advocate the retention of the existing fee on immigrant cattle, viz.—

	RS.	A.	P.
Buffaloes	...	...	...
Bullocks	...	...	...
Sheep	...	...	...
	1	0	0
	0	8	0
	0	4	0

7. The regulation of grazing according to the capabilities of each reserve.—This came under my consideration more than a year ago and is engaging attention now with reference to the proposed extension of reservations on the Downs. Whatever progress may have been made in other districts, I can confidently assert that the capabilities of the reserved pasture grounds in the Nilgiris have not been accurately determined. At page 470 of the District Manual it is stated that it requires 4 acres of natural grass to keep a bullock throughout the year and 7 or 8 acres to keep a buffalo. This probably fairly represents the general opinion of planters and others interested in the matter, but I am not aware that the figures have been tested by actual experiment. However assuming the estimate to be approximately correct, who is to calculate the quality and quantity of pasturage in this or that reserve and fix the exact number of cattle it can support. It does not seem right that questions so closely affecting communal interests should be left to the decision of the Forest Department. Such matters should be dealt with on more liberal principles than, in the nature of things, can fairly be expected from Forest officials.

8. Moreover, grazing has gone on with so little regard to such points that it is doubtful if any measure of reform will be a popular one in the Nilgiris. However sound the theory of regulation may be, in itself, it will not find favour with the people at first and ought to be approached with caution. For a beginning some method should be adopted which, while asserting the principle and accustoming the people to the idea, would not have the appearance of a radical change at variance with their traditions and prejudices.

9. It is not altogether a question of dealing with so many acres of grass and admitting a proportionate head of stock. Roughly speaking, the reserves of the district may be divided into two classes. The first includes the extensive grazing grounds on the Downs, on the Kundahs and elsewhere, also the favourite forest pastures in Sigur and South-east Wynaad. These would present no insuperable difficulty. The

4

No. 45, REVENUE, 26TH JANUARY 1897.

second class includes less extensive areas of scrub interspersed with trees dense thickets, rocky and barren places where grass is found in open glades or under bushes, and where, to some extent, the cattle browse on shrubs. In such tracts the pasturage is very unequal and it is hard to say what area would represent the equivalent of the standard per head in open, or comparatively open, and regular grass land. It is tolerably certain that, acre for acre, the second class of reserves will not carry so much stock as the first.

10. In order to establish the principle of "regulation" in a manner least calculated to provoke serious opposition, I think a Committee of enquiry should be appointed for each forest range in the district. It should consist of the Forest Range officer, the Revenue Inspector and one or more of the leading cultivators of the locality who should, if possible, be nominated by the villagers themselves as delegates. The monegar of each village would be an *ex-officio* member during the inspection of the reserves within his village boundaries. It would be the duty of the Committee to ascertain the extent to which grazing has been allowed hitherto, the number of cattle to be provided for, the seasons during which they would use the reserve and the periods of migration to distant pastures. The present condition of the forest and its future grazing capabilities would receive careful attention. In view also of the fact that there are a number of small reserves for which it would be most inconvenient and, in many cases, absurd to fix a grazing scale and issue separate permits, the Committee would be required to submit proposals for grouping all such reserves so as to form grazing circles, to be arranged according to the position of the reserves with reference to the villages dependant on them. For grazing purposes, each of the groups or grazing circles would be treated as one reserve. The committee's instructions would be somewhat more comprehensive than has been indicated above, but it is not necessary to go into all the details.

11. Its work completed, before preparing its report the Committee would hold a meeting to discuss its final recommendations and at this the Tahsildar would preside. The report would then be submitted by the Range officer to the District Forest-officer, through the Tahsildar, who would make such notes as occurred to him. Final orders would be passed by the Collector and District Forest-officer in consultation. In the event of a committee being hopelessly at fault or unable to reconcile conflicting opinions, it would rest with the Collector to exercise his own judgment summoning the committee for further discussion before him, if necessary.

12. A register of reserves would be opened for each range in which the area and prescribed number of cattle to be admitted to the reserves would be posted against each and this register the Range officer would keep as a check on the issue of permits. An extract from the register might with advantage be published twice a year in the Forest sheet of the District Gazette.

13. All this would necessarily occupy considerable time as the officers and others concerned would have their own duties to attend to, but I do not think it would be time wasted. The question is one of vital importance in this district, and decision must be preceded by fair enquiry. We certainly have not the data on which to lay down fixed and definite rules and the experience of other districts is not of much assistance in this case. As regards the more important reserves, the Committee's conclusions would be checked by the District Forest-officer's own inspection.

14. Pending some such systematic enquiry as this I deprecate any change and would leave things as they are. I see no objection to the introduction of the new uniform scale of fees from 1st July 1896, but, for the rest, the present system is working I believe without inconvenience to the agricultural or grazing interests, and I would not alter it without fully considering the fundamental principle of "regulation" and the best means of applying it.

15. *The appointment of village headmen as grazing permit issuing officers and the elimination of the Forest Range officer.*—The lines on which Government desires the new rules to proceed are described in the following terms:—

- (a) The headmen are to be supplied with permit books with counterfoils.
- (b) The ryot, on application to his village head and payment of the prescribed fee, is to receive a separate permit for each head of cattle.

(c) The permit is then to be taken to the Range officer who will endorse on it the name of the reserve for which it is available.

(d) The headman will send his permit book to the taluk with the fees collected.

(e) Duplicate books to be supplied so that one may be used in the absence of the other at the taluk.

16. In its fourth paragraph the Government Order suggests a compromise by which the prescribed number of permits for each reserve should be distributed in suitable proportion among the Range officer and headmen of such villages as use the reserve.

17. In dealing with these suggestions the following facts require consideration. Grazing permits are taken out annually on the 1st July for the forest year. These entitle the holders to pasturage in any reserve throughout the district that is open to grazing. This privilege is exercised to a limited extent only, that is to say, cattle owners merely avail themselves of it about twice a year, according to the season, to send their stock to large feeding grounds at a distance relying at other times on the local reserves, village grazing grounds and on their own lands which are not under crops. Thus, cattle from Kotagiri, Ebanad, &c., are driven down to the Sigur reserves in June and July and again in October and November; from Merkunad the droves are sent to the Kundahs during March, April, May, December and January; from Kalhatty and Ootacamund many cattle frequent the Pykara and Mukurti reserves from March to May and from October to December.

18. Agricultural and climatic reasons apart, the people set great store by this change of ground, believing that it invigorates their cattle and makes them hardy. This is important and having regard to the actual necessities of the case and the general circumstances of the district, the custom ought not to be interfered with.

19. Under the system of annual permits the fees are collected once a year only. There is a rush for the time being, but few, if any, applications afterwards. There is consequently no monthly collection and remittance of revenue.

20. The issue of a separate permit for each head of cattle might be a safeguard against exceeding the regulation number of admissions to each reserve, but it has its drawbacks. The men in charge of 100 or 200 head would have to carry with them a regular sheaf of documents, the loss of one or two of which would cause infinite trouble. Where 4,000 or 5,000 head congregate, as they do, on the Downs and other large areas, the difficulty of checking permits would be seriously enhanced. The increase in consumption of stationery alone ought perhaps to be taken into account. When the pressure of demand lasted, the village headman would undoubtedly have his hands full in making out the permits and seeing that he did not get confused between the different rates and areas prescribed for buffaloes and bullocks, &c. The Range officer also would have no light task in checking the permits and endorsing each with the name of its appropriate reserve. The District Forest-officer agrees with me in thinking that all this would involve more delay and waiting about on the part of applicants than is the case at present, especially if the process had to be repeated each time the cattle changed pasture when the number admissible would be different and the permits would have to be taken out afresh. Whether under the circumstances there would be any particular advantage in substituting the village headman for the Forest Range officer and monthly or quarterly permits for annual ones seems extremely doubtful; I can only say I deprecate the change as regards the Nilgiris. It has been my custom when on tour to demand permits from men in charge of herds and I have with rare exceptions found them in order and the numbers not exceeded even out in the remote and most uninhabited parts of the district—a proof that the present system works well and is understood by the people.

21. Turning to the compromise suggested by Government by which both Range officers and Village headmen would be employed as Permit Issuing officers would tend to simplify matters. The change of pasture is, I consider, an indispensable condition of any system for the Nilgiris and to meet this it would be necessary either to adopt monthly or quarterly permits with a repetition of all the worry and inconvenience of check and counter-check on each occasion, as already explained, or else to introduce

some such arrangement as the following which would have the effect of restricting the Forest Range officials to the duty of checking permits in the forest, for which purpose the register already referred to would be available, and of examining the village headmen's permit books periodically:—

(1) Supply for each reserve the exact number of permits corresponding to the regulated number of cattle admissible.

(2) Enface each permit with the name of its reserve in thick red letters.

(3) Distribute these permits in separate books to one or more village headmen within an ascertained convenient radius of the reserve.

(4) Let the permits be issued annually as now and collect the fees once for all.

(5) Treat each permit as a voucher entitling its holder to graze his cattle in another reserve on producing the permit before the village headman concerned, provided there is room for the cattle.

(6) Require the village headman in such cases to endorse the permit with the name of the new reserve beneath the printed enfacement of the old one, attaching his signature and date of endorsement thereto, and in his permit book to cancel a number of permits and counterfoils corresponding to those he has endorsed. The latter is a precaution against his falling into the error of issuing his full number of permits in addition to the transfers admitted from other reserves. The cancelled permits must be left in the book for the information of the taluk and the cancellation of each must be attested by the party in whose favour it has been cancelled.

22. Receiving only the exact number of permits to which the reserve would be open, the village headman could not issue more, while for each permit issued he must produce the fee. As each permit supplied for issue would have the name of the reserve already impressed on it, there would be no necessity to refer it to the Range officer. Still, the method is cumbersome and would probably lead to complications in the course of transfers though, with care, they could be avoided. The chief objection is that in cases of transfer, i.e., change of pasture, the permits would have to be carried from one part of the district to another, for the necessary permission, before the cattle could be moved. It is not clear how some such drawback as this could be avoided without scattering permit books broadcast all over the district so that every one should be able to obtain a permit at his own door, but this is not to be thought of for various reasons.

23. After carefully considering the matter, it appears to me that "regulation" is the key to the whole position, and until that is adequately provided for no rules can be of much use. The rules suggested by Government assume that regulation exists, or will be introduced—it is an essential condition. I think, therefore, that if any plan of employing local committees to investigate and report on the subject in all its bearings, range by range, were adopted, we should elicit information enabling us to frame rules equal to all the necessities of the case. When we know the number of cattle, where they are, what pastures they frequent and at which seasons, we shall know what arrangements to make. If the forest reserves cannot support them, all we shall have ascertained whether village grazing grounds and unreserved lands can meet the extra demand and, in short, we ought to have a very fair idea of the real state of the case all round. When it is known what reserves the cattle use when at home and where they are taken to at other times, half the difficulty of making rules will have been overcome. Annual permits and one payment which shall frank them in the reserves they use both at home and abroad can be arranged for without difficulty or without clashing with the cattle from other parts.

24. There are eight months of the forest year to run, the people have all paid for their grazing permits up to the 30th June 1896; the uniform scale of fee will not, therefore, I take it, be introduced before July 1896, in which case the permits paid for will run on and so will the conditions on which they were issued. Practically, little or no change is likely to occur till the end of the year, and something in the direction I have indicated may be done in the meantime, though perhaps not all that is suggested.

25. If my plan is agreed to, the District Forest-officer hopes to be able to grant each cattle owner an annual permit for a single fee which will entitle him to use one, two or three reserves according to season; the number of cattle, the names of the different reserves and periodical changes of pasture would be entered on the permit. Nothing could well be simpler or more convenient, but the permits should, preferably, be issued by the Forest Department, which is in the main the responsible guardian of the reserves.

Endorsement by E. C. RAWSON, Esq., Acting Collector of Nilgiris, dated Ootacamund, 12th December 1895, Cur. No. 111-B.

True copy submitted for the information of the Board with the request that, as the question is of the first importance to this district, the views expressed thereon may be duly considered when the subject comes up for orders.

Resolution—Forest No. 21, Routine, dated 17th January 1896.

The Conservator's remarks on the Collector's letter to him will be awaited.

(True Copies and Extract).

(Signed) L. M. WYNCH,
Secretary.

To the Conservator of Forests, Southern Circle.
Collector of Nilgiris.

Read—again Proceedings of the Board of Revenue (Land Revenue), Forest No. 217, dated 12th February 1896.

ABSTRACT.—Recording letter from the Conservator of Forests, Central Circle, forwarding with remarks letter from the Collector of North Arcot forwarding for information an extract from his District Forest-officer's office-note on draft set of rules for the issue of grazing permits with his remarks thereon.

Read—also the following letter from A. W. PEET, Esq., Conservator of Forests, Northern Circle, to the Secretary to the Commissioners of Land Revenue, dated Waltair, 8th January 1896, Ref. on C. No. 938:—

Subject: Rules regarding grant of permits for grazing in reserved forests.

[Reference.—Board's Proceedings, Forest No. 556, dated 23rd September 1895, and Board's Proceedings, Forest No. 695, Routine, dated 14th December 1895.]

I have the honour to state that on receipt of Board's Proceedings, Forest No. 556, which, for some reason, reached my office only on the 18th October, I issued the following circular on the 24th October to all local officers: "I have the honour to request an early expression of opinion on the subject of the issue of grazing permits (Government Order, No. 553, Revenue, dated 14th August 1895). The best procedure has seemed to me practically difficult to determine. We used to employ village headmen formerly in most districts for the issue of firewood permits, but in practice I found (personally) that results were better and complaints fewer when we had paid permit issuers.

The compromise in paragraph 4 of the Government Order seems well worth consideration.

2. I have received answers from all districts except Anantapur, and the following is the gist of these letters:—

Ganjām.—The opinion of the District Forest-officer was generally adverse to the scheme, but the Collector writes:—

"From my remarks on the office-note you will see that the scheme sketched out by Government commends itself to me, the only material objection being that most of our headmen are illiterate; but this would be overcome if the permits have all the necessary details printed on them and are of different colours."

Vizagapatam.—The opinion is adverse to the employment of village headmen, because they are too illiterate; for which reason they have been discontinued as issuers of permits for firewood, because it was found that there were endless complications in the accounts caused by their mistakes. Paid permit gumastahs under orders of the Rangers are recommended.

Mr. Thornton, the District Forest-officer of Vizagapatam, was formerly District Forest-officer in Tinnevely, and he remarks:—

"The plan in Tinnevely referred to in paragraph 3 of the Government Order of the ryot, producing a certificate from the urnam stating the area of land which he possessed (*vide* paragraph 9 of the Tinnevely rules) was necessary only so long as agricultural cattle were granted permits at privileged rates."

Gódvári.—The opinion from Gódvári is favourable to the employment of the village heads, and the endorsement by the ranger is held to be unnecessary. The name of the reserve should be entered on the permit beforehand and each permit numbered.

Bellary.—The experiment of employing village headmen was tried in this district and reported a failure in August 1895, on account of the want of interest and carelessness displayed by them. They required so much supervision by the Range officers that the work might as well have been done by them in the first instance. However the experiment has not been abandoned, but a few selected headmen are still issuing grazing permits and their numbers are being added to on the recommendations of Tahsildars.

Kistna.—This is pre-eminently a grazing district, and an opinion adverse to the employment of village headmen has already been given in the detailed report to the Board on the grazing question, paragraph 23 of which runs thus:—Inadvisability of allowing village heads to issue permits. The Government in its Order, No. 767—Forest No. 295, Mis., dated the 5th November 1894 (in Board's Proceedings, Forest No. 807, dated 31st December 1894), and again Government Order, No. 553, Revenue, —Forest No. 224, dated 14th August 1895, has suggested that the village heads should issue grazing permits. This course, doubtless advisable for many districts, cannot, it is submitted, be advocated in this district for the following reasons:—

(1) "All the village heads in this district are entrusted with the collection of permits after use, and receive therefor a commission of 2½ per cent. of the value of the permits. There would be no check if they both issued before and collected after use.

(2) "In most districts the attention of Forest-officers is not engaged chiefly on grazing revenue and consequently the grazing wants of the ryot do not ordinarily receive the heed that they do in this district, where the grazing revenue is 63 per cent. of the total revenue, nor can the conduct of the petty subordinates be looked after so well in regard to this matter.

(3) "In consequence of the large grazing revenue Foresters have been appointed to visit the grazing grounds and issue permits straight away. They are not stationary in the villages as are the village heads, nor remote from the ryots as the Range officers must be; nor have they other work than issuing grazing permits in the grazing season, with which both village heads and Range officers are burdened. They are therefore more in touch with the grazier than can be either village head or Range officer.

(4) "The new system has been in force for over a year and has been found to work satisfactorily, politically and financially; and there is therefore no just cause to change it.

(5) "Village heads have been tried as issuers of permits previously and have been found wanting financially and politically: their revenue collections were far smaller; they were more frequently prosecuted and punished for embezzlement than special gumastahs; their accounts were more difficult to obtain and check owing to their multifarious duties; they hated the work and the double control of Tahsildar and Range officers; and, finally, they cannot be entrusted, as are the Foresters, with entering on the permits the names of the forests in which the ryot is permitted to graze, and so the ryot is compelled to go to the Ranger to get these particulars entered, a more lengthy process than prevails in this district."

Kurnool.—Mr. Lodge, the District Forest-officer, has written a careful and elaborate office-note on the subject, which is endorsed by the Collector with his approval. I think that an abstract only would not be sufficient and therefore add a full copy of this note as an appendix. Mr. Lodge proposes a draft of rules. His chief recommendations are that, in addition to single permits given by village headmen, single permits should be issued also by Rangers, but the latter should also have the power of issuing collective permits in exchange for a number of single permits; but the question is mooted whether there might not be collective permits also for twenty head of cattle. In this latter case there would not ordinarily be any necessity for the issue of collective permits by way of exchange.

Mr. Lodge further suggests that permits should be small, like railway tickets, and that they need not be in duplicate. In order to obviate the necessity of giving out duplicate permit books, it is suggested that each permit issuer should keep a *chalan book in duplicate*. One copy of this *chalan* book should be sent monthly to the treasury with the revenue. The object of keeping the book in duplicate is to prevent any excuse, when an inspecting officer comes round, for the non-production of this all-important evidence.

A further suggestion is that the various classes of animals should be represented by the situation of a hole punched in the permit at the time of issue—a hole at the left top corner showing that the grazing permit is for a buffalo; at the right top corner for an ox; at the left bottom corner for a sheep; at the right for a goat.

A further suggestion is to have different coloured permits for each range or each block of hills.

The work entailed by these proposals on the District Forest-officer would consist in—

(a) Determining the grazing capacity of each *parcelle* and fixing the number of cattle of various descriptions to be admitted.

(b) Publishing a list of these blocks and determining what headmen should be allowed to issue permits and up to what limit.

(c) Stamping all these permits on the back with the name of the village and the year. The fronts of the permits would be stamped at the printing office with consecutive numbers and a statement of the class of permit.

The work entailed on the headmen of villagers would be writing their names on each permit, and keeping up the *chalan* book in duplicate and a revenue account. The plant required in connection with the proposed rules will be a stamp with interchangeable letters and dates in each District Forest-office, and a punch for each issuing agent; and a stamp bearing the word "cancelled" for each Ranger.

From the evidence thus collected it seems to me that it would be advisable to move Government not to pass rules binding on all districts at present, but to leave an option to local officers to employ the agency of village headmen for the issue of grazing permits or not, according to their judgment.

There has been no answer from Anantapur; but I know no district in which the acquisitive propensities of heads of villages has been more forced on my notice than in this district. When we were on the look out for land for reservation we found that many topes and small reserves, shown in the accounts (a relic, I believe, of Jungle Conservancy) as belonging to Government, were not to be found; but any patch of tree growth belonged either to the karnam or to the reddy, generally the latter.

My own experience with headmen was acquired chiefly in the Southern Circle; and, after a very full trial of them as issuers of permits for firewood, we dispensed with their services at all important places, because we found that they were apathetic to a degree about the work, the complaints about their delays in the issue of permits and extortions for issuing them seemed far more weighty than when special agents were employed, and their accounts were very defective. The weight of the charges was increased by the fact that villagers were reluctant to bring them till goaded to extremes.

One great argument for the employment of this agency formerly was that Government had a distinct hold on the heads of villages, as they had much to lose. There is a good deal in this argument, but it is discounted by the fact that the bulk of the people are timid and afraid to complain against recognised authorities.

It seems to me personally that the best results are obtained by an agency such as that employed in Kistna, paid permit issuers who have deposited a substantial security, whose sole business it is to go to the villages and make themselves accessible, and against whom the villagers have no scruples about bringing complaints if they abuse their power.

I would here submit the question whether in framing grazing rules it may not be possible to make them applicable to all permit issuers, omitting for local considerations, at present, the question whether headmen of villages or paid agents are to be employed.

The term "grazing parcelle" adopted in Kistna seems a useful one. The word "block" is used rather vaguely sometimes in forest correspondence, and at any rate if used strictly with reference to working plans had better be kept as a working plans term.

A parcelle in forest working plan phraseology, means in its widest sense an area of forest susceptible as a whole of the same treatment. As we have not adopted this term parcelle in our working plans it may be convenient to keep it for meaning "an area of forest treated as a distinct grazing ground."

These parcelles in Kistna are not by any means homogeneous forest blocks, but consist of various descriptions of forest grouped together, so as to form convenient sized separate grazing grounds.

As regards Mr. Lodge's suggestion that permits should be distinguished only by the situation of a hole to be punched at the time of issue by the permit issuer there seems to me a slight flaw. If we could have only one description of permit, it would, without doubt, simplify the work of the printing officer; but the difficulty comes in that the essence of the present proposals is that we should determine the maximum number of animals, for which permits are to be issued by any one issuer, and stamp, with the name of the parcelle, permits up to this limit. If, however, the permits are to be all printed alike, and their value and the kind of animal for which they are to be issued is to be varied at will by the issuer, we shall never know how many permits to give into his custody. It strikes me also that there would be considerable openings for fraud, because the issuer might charge for an ox and punch a hole to represent a sheep. With illiterate graziers I think that we are safe with different colours for the different animals. We should be able better to keep our accounts with each issuer when the permits have each a fixed value; and we should be able to know that we had issued permits only up to the allotted maximum. There will still, of course, be some difficulties, for instance, applications may come in for permits for a larger number of sheep than has been allowed for, and a smaller number of oxen; but such matters can be set right with a trifling delay by an application to the District Forest-office, when the permits could be changed.

Many of Mr. Lodge's suggestions are adopted in the draft herewith submitted. I do not, however, see well how the Range officer, if he is authorised to issue permits, can be treated differently from other permit issuers. He should, I think, keep the prescribed chalan book; the difficulty being whether he may receive a commission for his increased work.

Draft Grazing Rules.

1. Forests are to be sub-divided into convenient sized grazing parcelles, for each of which a separate fee will be charged.

These parcelles need not necessarily be of homogeneous growth, but may consist of various classes of forest, care being taken that the boundaries are well defined.

2. The grazing capacity of each parcelle, and the maximum number of animals to be admitted, must be determined, and published in the District Gazette.

3. Permits (which will be small and of card-board) shall, as issued by the ordinary issuing agent, be single, one for each animal, or collective, one for twenty animals.

4. Grazing animals are divided ordinarily into four classes for which the following coloured permits will be issued:—

- | | |
|---------------------|--------------------|
| (a) Buffaloes, blue | (c) Sheep, green |
| (b) Oxen, white | (d) Goats, yellow. |

Horses and asses can graze for the same fees as oxen.

5. Grazing permits will be printed as follows at the printing press:—

Front.

Grazing Permit		Consecutive number.
Description and number of animal.		
_____	_____	
Date	Issuer.	

and will be stamped at the District Forest-office on the reverse, before despatch to the issuing agent, with the following information:—

Reverse.

Name of District.
Name of Parcelle.
year
value.

6. Permits will be valid from the date of issue till the end of the Forest year, which at present is June 30th.

(Note.—This is important; because a very common fraud is to keep in stock some earlier numbers in order to issue them on an urgent application from some one caught without permits.)

7. The permit issuer must sign and date the permit at the time of issue and must issue the permits in the order of their consecutive numbers.

8. The permit issuer must keep a chalan book in duplicate showing the number of permits received at the beginning of the year, the number issued monthly, the revenue realized, and the balance of permits on hand at the close of the month.

One copy of this chalan book will be sent to the taluk treasury with the revenue at the end of the first month; the other copy will be sent at the end of the second month; and so on alternately throughout the year; one copy must always be with the permit issuer.

The Treasury officer will check the figures of the current month with the revenue received, and those of the preceding month with the entries in his registers, and will sign the copy of the chalan book and return it promptly to the permit issuer.

9. With his accounts for June the permit issuer will send to the taluk treasury all unused permits, and an abstract of his chalan books for the year. This abstract will be checked in the taluk treasury, countersigned, and submitted with the permits to the District Forest-office.

10. Permit issuers will either be paid fixed salaries, or will be paid annually by a percentage calculated at $6\frac{1}{2}$ per cent. of the value of permits sold. This sum will be paid through the Tahsildar of each taluk, who will receive from the District Forest-officer a passed bill and an advance of the amount to be disbursed, after the annual abstracts have been checked.

ENCLOSURE No. 1.

From the District Forest-officer, to the Conservator of Forests, Northern Circle (through the Collector of Kurnool), dated Velgode, 21st November 1895.

[Reference.—Your No. 938, dated 25th October 1895, calling for an opinion on the suggestions contained in G.O., Forest No. 553-224, Revenue, dated 14th August 1895, published with Board's Proceedings, Forest No. 556, dated 23rd September 1895, concerning the method of issue of grazing permits.]

Government suggests—

(a) *The headmen of villages to be supplied with permit books (on coloured paper) with counterfoils; to this I would add—*

- (1) A separate colour should be used for each range, or each block of hills.
- (2) Each permit to be stamped with the name of the village and the year of issue; this could be done in the District Forest-office with a stamp with interchangeable letters and dates.

Pyápali.

1895-96.

Kurnool.

(b) *Ryots desiring permits for their cattle to apply to the headman of their village, who will issue a separate permit for each head of cattle and collect the necessary fee.—The difficulties to be overcome here are—*

- (1) Different rates exist for the different varieties of cattle.
- (2) The headmen of villages will demand a small "issuing fee" in addition to the authorized fee.
- (3) As village cattle are frequently grazed in herds of from 100 to 400 head, the number of permits to be carried by the herdsmen would be considerable. To remedy (1) I would suggest a permit with distinctive mark for each variety of cattle (buffalo, other horned cattle, sheep, goats); (2) can only be remedied by the villagers themselves; (3) the Range officer could be authorized to issue a collective permit in exchange for the single permits.

(c) *The permit to be then taken by the ryot to the Range officer who will endorse upon it the name of the reserve for which it is available.—This, I respectfully submit, is impracticable as long as there are ranges 60 or 70 miles long and 20 or 30 miles broad; the ryots would not go to the Range officer, but would wait till he happened to come their way, and meanwhile they would graze their cattle wherever they pleased. Moreover in the case of large forests like the Nallamalais, the cattle would be driven straight to the forest in charge of a few herdsmen, and the Range officer might never see the permits. Lastly, the work of endorsing several thousand permits (if the order was carried out) would materially increase the Range officer's office work, and reduce the time available for out-door work. I would out this rule out altogether and arrange (as detailed further on) that each village headman's permits should hold good only for a certain area.*

(d) *The headman to send his book every month on the date fixed for the monthly remittance with other revenue collections to the taluk to be checked (this will not involve much difficulty, for each page gone will represent one unit of charge).*

(e) *Duplicate books to be given out so that it may be unnecessary to stop the issue of permits, while one book is in the taluk; each book being used every other month.—To obviate the issue of duplicate books, which might result in the issue to a certain village head of more permits than he should be allowed to issue I would suggest that a chalan book should be submitted monthly to the treasury with the revenue; the book should show (1) number of permits of each kind on hand at the commencement of the month; (2) number issued during the month, and revenue realised; (3) balance of permits on hand at close of the month; it should be kept in duplicate, so that a Tahsildar, Range officer, or Revenue Inspector, visiting the village when one book was at the treasury, should be able to check the number of permits on hand. It may be said that the duplicate book is unnecessary, as the chalan book would never be away from the village for more than a few days at a time. This may be so in theory but in practice I have found that the chalan books of permit issuing village officers are nearly always said to be at the taluk treasury when their accounts are examined.*

2. The rules proposed by Government are intended principally to facilitate the issue of grazing permits for agricultural cattle, each ryot probably requiring from 2 to 20 permits. For exotic cattle which arrive at the foot of the hills in large herds, other arrangements will be necessary; indigenous cattle arriving from considerable distances, in herds, must be classed as exotic cattle.

It may be possible to set aside some grazing blocks solely for exotic cattle, and for such blocks the lease system could be adopted, but there will be many blocks which will be filled partly by village and partly by exotic cattle, and for these the lease system would be impossible as disputes would constantly arise between the lessees and the village headmen; consequently permit issuing gumastas will be required, and as they can also issue permits for the purely exotic blocks, it will probably be as well to abolish the lease system entirely.

3. Duplicate permits seem unnecessary, if a register of the number issued to each village headman or other issuing officer, and of the revenue on account of grazing fees collected by each officer is kept. Permits should be small and on strong paper. I see no reason why the railway ticket form should not be adopted with some precaution in the material—water mark or manner of printing to prevent preparation of forged permits at private printing presses.

These remarks apply only to single permits; collective permits, of which one would be issued for a whole herd, should be in the form of the existing permits.

To distinguish between the different varieties of cattle, a hole punched at one corner of the permit would suffice; a hole at the left hand upper corner would signify buffaloes; at the right hand upper corner, other horned cattle; at the left hand lower corner, sheep; and at the right hand lower corner, goats. The permits should be supplied ready numbered and punched; the ryots would use the holes for stringing their permits together, and even illiterate subordinates could soon be taught the meaning of the different holes.

Front.

O	one head grazing	54,321
	Reddi.	

Reverse.

Ambavaram	O
1895-96.	
Kurnool.	

4. As the headman of every village adjoining a block will have permits for issue in that block, ryots bringing cattle in small numbers from outside villages will have to pass through a village adjoining the block and can obtain permits without difficulty, provided that permits are available; it is certain that there will be cases in which permits will not be available, the blocks being already full; in such cases the ryots must go elsewhere, for grazing in excess of the capacity of a block would result in a dearth of pasture, and the limits fixed must be adhered to. After the first year or two, this difficulty will disappear, as ryots from outside villages will know in what blocks there is likely to be room for their cattle.

5. I enclose a draft set of rules which, while far from ensuring a perfect check and a total absence of fraud, would, I think, be found to work well:—

Remarks on rules.

Rule 2.—It sometimes happens that where the reserves are small it is usual to graze cattle in one reserve during the hot weather, and in another reserve during the rains; it is questionable whether it would not be better, by limiting the number of cattle to be admitted, to make each separate reserve a separate block, but there are cases in which a reserve is inaccessible during the rains on account of rivers or bogs.

Rule 3.—The number of acres per head should never be less than three in good grazing forest, or 5 in rocky soil or timber forest.

Rule 4.—I am doubtful about this; goats browse and leave the grass alone, cattle graze as long as there is grass to graze, and sheep do both.

Rule 5.—Instead of the collective permit it might be better to have permits somewhat similar to the single permit, but differing in shape or inscription, each being good for 20 head; 20 of these would cover 400 head, and be portable.

Rule 6.—The colour in use for each range could be varied annually to prevent illiterate subordinates being deceived by old permits. I would issue a "sample" permit annually to every guard and line peon.

Rule 8.—By making redds send the books up alternately the correctness of each is ensured. Without this check one book could be "cooked" to the advantage of the reddi.

Rule 10.—The unused permits after check could either be overstamped for another year or destroyed; the latter would be the better course, and if care in issuing were taken, the number to be destroyed would be small.

Rule 11.—At present, commission is supposed to be paid monthly to permit issuing redds; the payments are always in arrears, and the monthly preparation of bills causes unnecessary work in office. Annual payments through Tahsildars would be simpler and the commission for a year would be a sum worth having, whereas monthly commissions frequently amount only to a few annas or even pies. It is true that some redds are suspended, dismissed or die every year but the number is small and the adjustment of payments between present and past redds can be more easily made in taluk than in forest offices.

Rule 12.—If the suggestion in remarks on rule 5 is adopted this rule will be unnecessary. With dishonest Range officers it leaves room for fraud. A collective permit for 100 head might be issued in place of 80 single permits and a pecuniary consideration; the duplicate would show, only 80 permits and the original would probably never be recorded.

Rule 13.—This will also disappear if the above suggestion is adopted. If it stands, I think, there is more chance of a thorough check at the time of inspection of a range office than if the recovered permits were submitted with the monthly accounts. I have not said anything about the necessity of permits accompanying cattle, as this condition applies to all permits for any act to be done in reserved forests, other than those relating to rights admitted at settlement.

ENCLOSURE No. 2.

Grazing Rules.

1. Each large forest must be divided into blocks of convenient size with well-defined natural or artificial boundaries.

2. Small forests may either be treated each as a separate block, or may be grouped together according to their size and local requirements.

3. The grazing capacity of each block must be determined, and the maximum number of cattle to be admitted fixed. The number will relate to horned cattle other than buffaloes; each buffalo will count as two head and three sheep will count as one head of ordinary cattle.

4. In areas, in which goat browsing is allowed, the number of goats admitted must not exceed one per acre, in addition to the admissible number of horned cattle; sheep will be excluded from such areas.

5. Permits will be of two kinds—(1) single, *i.e.*, one permit for each head of cattle; (2) collective.

The single permit applies only to one head of cattle (buffalo, other horned cattle, sheep, or goat) and the variety to which it applies is indicated by the position of a small hole in it thus:—

Hole at left hand upper corner	=	buffalo.
" at right hand "	=	other horned cattle.
" at left hand lower corner	=	sheep.
" at right hand "	=	goat.

The collective permit will be in the ordinary form at present in use and will have the numbers and species of cattle for which it holds good, the name of the block, year, &c., entered on it above the signature of the issuing officer.

6. A list of the blocks referred to in rules 1 and 2 shall be published in the District Gazette together with a list of the villages whose redds are authorized to issue permits for each block, the number and colour of permits each reddi is authorized to issue, and the number of permits retained for issue by the local forest officials.

7. Permits in accordance with the list shall be issued to each reddi from time to time, as required, after being stamped on the reverse with the name of his village and the year for which the permits hold good, in the District Forest-office. The reddi must sign each permit before issue.

8. Each reddi will keep a chalan book in duplicate, showing the number of permits received at the commencement of the year, the number issued monthly, the revenue realised and the balance of permits on hand at the close of the month.

One of these books will be sent to the taluk treasury with the revenue monthly; the books will be sent alternately, and the Sub-Treasury officer will check the figures of the current month with the revenue received and those of the preceding month with the entries in his registers for that month and will sign the book as correct. The books are not to be kept at the taluk treasury; one book must *always* be with the reddi.

9. Permits will hold good from the date of issue to the 30th June following.

10. With his accounts for June each reddi will submit all unused permits and an abstract of his chalan book for the year; the abstract will be checked in the taluk treasury countersigned and submitted with the permits to the District Forest-office.

11. Commission at 6½ per cent. will be paid annually through the Tahsildar of each taluk who will receive a passed bill, and an advance of the amount to be disbursed from the District Forest-office after the annual abstracts have been checked.

12. Range and other specially authorized officers will be supplied with collective permit books, each permit being stamped "for exchange free" and will on demand issue a collective permit in place of not less than 20 single permits; the numbers of the single permits will be noted on both original and duplicate of the collective permit, the single permits recovered must be stamped "cancelled" for which purpose a stamp will be supplied to each Range officer.

13. The District Forest-officer when inspecting Range offices will check the cancelled single permits with the duplicates of the collective permits, and will destroy them.

14. Range and other specially authorized officers will also be supplied with single permits unstamped (*i.e.*, without the name of village, and year endorsed) and ordinary collective permit books (not stamped "for exchange free") for issue of permits for the different blocks up to the limits prescribed for forest officials in the notice referred to in rule 6. Each single permit issued must have the name of the block and the year for which it holds good, endorsed on it over the Range officer's signature.

A monthly statement of single permits issued in the form prescribed in rule 8 will accompany the range accounts.

Duplicates of collective permits will accompany the accounts in the same way as duplicates of ordinary permits for forest produce.

15. Reddis must be given to understand that the permits supplied to them for issue are intended primarily for the cattle of their own and adjoining villages, and they are not to issue permits in large numbers for herds of exotic cattle until all local requirements are complied with; applicants for permits for such herds if received before this is done must be referred to the Range or other specially authorized officer.

Read—the following letter from E. D. M. HOOPER, Esq., Acting Conservator of Forests, Southern Circle, to the Secretary to the Commissioners of Land Revenue, dated Coimbatore, 3rd March 1896, Dis. No. 717:—

I have the honour to reply to Board's Proceedings, Forest No. 556, dated 23rd September 1895, in which in consultation with Collectors I was asked to report upon the suggestions as to granting grazing permits made in the Government Order printed in the Proceedings.

In South Canara.—The rangers issue permits, the village munsifs are, as a class, illiterate, and it is suggested that, as the intervention of the Range officer is necessary, the village munsif should grant a certificate for each ryot showing how many cattle should be licensed by the Range officer.

In North Malabar.—The grazing revenue is reported to be inconsiderable, the villages are few and the officials live away from them; there is no need at present to restrict the grazing.

In South Malabar.—There is no grazing at all.

In the Nilgiris.—The Collector in an exhaustive and elaborate discussion of the subject matter of the Government suggestion shows that regulation of grazing must be provided for before rules can be fitly introduced for the distribution of permits by either Forest or Revenue Agency. He deprecates any hasty action without information as to either the requirements of the owners of cattle or the capabilities of the forest in fodder supply which the writer challenges the ability and fairness of the Forest department to decide.

He advocates Committees of enquiry with a Tahsildar-Chairman and from their enquiries a decision should be arrived at on the main points at issue though in any case the permits should be issued by Forest-officers in the main.

The Collector of Coimbatore is opposed to the employment of village officers in the matter of grazing except to grant certificates and so long as the public is hostile to the department the control must continue in the ranger's hands. The issue of permits for each single head of grazing is opposed.

In the case of Tinnevely no change is advocated by the Collector in the system which was recently approved by Government—*vide* Board's Proceedings, Forest Mis. No. 1727, dated 14th November 1895. In this district the Range officer grants the permit and the village officer is not concerned.

Lastly, in the case of Madura, there is practically no closure of forest to grazing other than the small areas under recent coupe felling and the plantations. There has been some difficulty in distributing licenses through the Range officers alone who have large tracts to visit, and many villagers who require grazing naturally, find it inconvenient to seek for this—officer while they *must* graze.

The readiness with which the accused in grazing offences in Madura are prepared to offer high compounding fees shows that they do not grudge the cost of the license and I have personally advised the Collector to employ village officers, adjoining reserved forests, to issue permits on commission as a supplementary agency to the Range officers themselves. There can be no complication in this issue by a double agency so long as there is no limit placed on the number of animals allowed to graze and I am not personally in favour of such restrictions preferring as I have already informed the Board to entirely close to grazing portions of each Working Circle in rotation where necessary.

Read—letter from F. A. NICHOLSON, Esq., Collector of Anantapur, dated 17th February 1896, No. 152.

ABSTRACT.—Offering remarks on the subject of the issue of grazing permits.

Read—also the following letter from E. P. POPERT, Esq., Conservator of Forests, Central Circle, to the Secretary to the Commissioners of Land Revenue, dated Madras, 9th March 1896, No. 1636 :—

[*Reference*.—Board's Resolution, Forest No. 556, dated 23rd September 1895.]

In compliance with the above, Collectors were asked to favour me with a report and draft rules, the last reply was not received until the 14th February 1896, which accounts for the late submission of this reply.

2. The following is a précis of the Collectors' replies :—

Nellore.—The system in vogue is as follows. Permits are issued by Range officer upon the written application of ryots. The number of cattle to be admitted to each reserve has been limited, two acres being taken for one head of cattle. Preference is shown to ryots living in the vicinity of reserves and only after their demands have been met are permits issued for outside cattle. No difficulty is experienced by villagers in obtaining permits as they obtain them in the majority of cases in their villages. The Range officer visits each village, halts for a day or two and issues permits taking as a guide the statement, already received from the Tahsildars, of assessment paid by each ryot. As regards the agency to be employed it may safely be left to the Forest subordinates. The village officers are more or less illiterate, some cannot even sign their own names and as they would be more or less interested themselves in the distribution, it is not advisable to trust them with the work.

Cuddapah.—The Collector is of opinion that the suggestion of Government to issue a separate permit for each head of cattle will entail an excessive amount of scriptory work and can see no commensurate advantage. He prefers a collective

license showing the total number of animals. He is opposed to the recommendation of the District Forest-officer that Range officer should issue licenses and would entrust the work to the village reddy, the Range officer can always check the reddy's work. He considers it unnecessary, at all events at present, to compel ryots to take the permits received from reddy to the Range officer for endorsement and that little harm will be at present done by the issue of permits without limit. He strongly objects as a practical (not theoretical) matter that each ryot should have to take his permit to the Range officer and get that officer to mark at his discretion the reserve in which it is available.

Chingleput.—The Sub-Collector in charge proposes that the District Forest-officer shall, in the first instance, determine the number of cattle to be admitted to each reserve and the villages which are to have the preferential right to the grazing (i.e., those adjoining the reserve). The village head to issue the permits (up to three-fourths of the total number allotted to the reserve) to the men of his own village. The Range officer to issue the remaining one-fourth to the ryots of adjoining villages or others as the case may be. One permit to cover any number of cattle provided they belong to the same individual and are applied for at one time. Mr. Carr is in favour of charging the *old maximum rates* (instead of three-fourth rates) and points out even those rates are very low and that if the grazing is worth having, the daily charge is infinitesimal.

North Arcot.—The Collector has not favoured me with any draft rules. He is apparently in favour of the Government suggestion that village heads should issue single licenses to be taken to the Range officer for insertion of name of reserve and of ryot.

South Arcot.—The Collector fears that the suggestion of Government, if adopted, would necessitate numerous accounts with village officers, extended supervision over them and would result in delay in issuing permits. The present system is that permits are issued by the Range officer or paid permit issuing officers working under their orders on the direct application of the ryot. As a rule, the number of cattle to be admitted to each reserve has been previously determined. The system has worked well and there have been no complaints that it causes inconvenience to the ryots and the Collector is in favour of its continuance. He is not in favour of issue of permits by village officers. He proposes that village officers should compile statement of cattle for which permits are required and forward it to the Range officer who after scrutiny will submit it to the District Forest-officer and upon receipt of the latter's approval will either himself or through a permit issuing officer proceed to the village, collect the fees and issue the permits. Large herds of cattle come annually from other districts to graze in this district; hitherto full fees have been charged and collected without difficulty. The Collector proposes that these rates should still be charged for such cattle. The circumstances are special, the enhanced rate may fairly be demanded.

Trichinopoly.—The Collector has not furnished a draft set of rules. He states that the grazing areas in the district comprise the small pieces of padugai forests lying along the Cauvery and Coleroon and other forests. The right to graze in the former is sold by auction, the number of cattle being limited according to the capability of the forest and a change of this system, so far as these forests are concerned, is considered undesirable or even impossible owing to the very small extent of the areas and consequent impossibility to decide the claims of ryots to graze. Grazing in other forests in the district is regulated by issue of permits by Range officers. The grazing capability is fixed at so many cattle to the block and a permit is issued for one block only to prevent overcrowding, which may occur if the capability were fixed for a group of blocks, and a permit issued for the group. Proposes that next year village officers should issue permits as it may induce them to take more interest in the matter and it is possible that the revenue may increase. The establishment for the sale of permits will then be distinct from the establishment (Rangers, Foresters, Guards, &c.) employed in checking the permits.

Tanjore.—The Collector states that at present permits are issued by Range officers and also by permit issuing officers and village officers in certain taluks, the capability of the forests being fixed blockwar. There have been no complaints of difficulties having been experienced by ryots in obtaining permits. Under the recent policy the areas of forests in this district will be very small and the Range officers should experience no difficulty in issuing permits themselves without the assistance of village officers and special permit-issuing officers.

Salem.—The Collector has forwarded a set of rules under which the village monigar collects the fees and grants a receipt; this the ryot exchanges at the range office for a permit. Under this system the collecting agency is entirely distinct from the checking agency, consequently evasion of payment of fees is less likely to occur. Adds that since the introduction (seven years ago) of the rules framed on this principle the grazing revenue has steadily increased.

The foregoing is only a cursory resumé of Collectors' replies, but as the Board may wish to peruse the complete reports, they are forwarded for perusal and return.

3. In the face of the different opinions expressed in the preceding paragraph, I would suggest that it would be better to refrain from issuing orders applicable to all districts in the Presidency and that it should be left to Collectors to issue detailed instructions for their own districts as to the method of the collection of the revenue and issue of permits. As far as my experience goes, I have not found that the village head is a success as a permit-issuing officer. There is the danger, and by no means an improbable one, that if the number of cattle to be admitted is restricted, the persons who will obtain licenses will be the village head, his friends and the richer ryots, the poorer ones will go to the wall.

4. Many of the Collectors have proposed fixing the capabilities of the grazing areas. This view is undoubtedly sound and is in accordance with the Government order, but in the present state of affairs is hardly practicable except in few cases, such as the Padugais in the Trichinopoly district. To be of any value, the capability cannot be determined for the district as a unit but must vary according to locality, condition of forest, the future treatment of the forest, &c. To determine this will be a matter of time and in the meantime it would be preferable to decide only upon closing completely for some time certain blocks or parts of blocks and in the remainder are being over-grazed, and in such cases a limit can then be fixed. The existing subordinate staff is distinctly insufficient to prevent the ingress everywhere of unlicensed cattle and the probability is that if the number of licensed animals be restricted, unlicensed ones will still graze and the difference of the fees will instead of accruing to Government go into the pockets of subordinates.

5. I venture to submit that Government has hardly considered the quantity of paper and amount of scriptory work necessary if a separate permit is issued for each animal. In the first instance if check is to be facilitated it will be necessary to have at least four classes of permits—

- | | | |
|----------------|--|------------|
| (a) Buffaloes. | | (c) Sheep. |
| (b) Oxen. | | (d) Goats. |

The same rates have been lately fixed by the Board for the last two, but distinct permits are necessary, and I am of opinion that goats, as a rule, should be charged a higher rate than sheep. They are more valuable, require less care and I have ascertained ryots generally have no objection to pay a higher rate for goats than sheep. It must also be borne in mind the grazier is supposed to carry the permits with him; a man in charge of 100 cattle would require a special receptacle in which to carry these permits. I would suggest permits be issued for single animals and collectively say for 20 animals and that a differently coloured paper be used for the four classes. There is also to be considered special licenses, for instance in Nellore and South Arcot, where there are tracts reserved for cattle breeders and foreign cattle higher rates should be levied. There will be no difficulty in collecting higher rates and they may be fairly imposed; I know in Nellore lessees of Kanchas have taken as much as one rupee per head of cattle.

6. If my suggestion that the agency for the issue of permits be left to Collectors, be adopted, the following rules will suffice:—

I. The reserved forests in a district should be divided into grazing blocks. A grazing block may consist of one reserve or several or even a part of a reserve.

II. Grazing blocks should be roughly subdivided into compartments, so that one or more compartments may from time to time be entirely closed to grazing or browsing.

III. The following fees will be levied for each grazing block:—

	A.	P.
(a) For buffaloes	6	0 per head.
(b) Bulls, cows, horses, ponies and asses	3	0 "
(c) Sheep	1	6 "
(d) Goats	1	6 "

In the case of cattle from other districts or areas reserved for cattle breeders or in other special circumstances rates in excess of the above may, with the prior sanction of Government, be levied.

IV. Permits for each of the four classes enumerated in the preceding rule shall be of a different colour and shall be issued either singly for one animal or for more than one animal of the same class, a different colour shall also be used for special licenses.

V. The permit shall be a printed one with counterfoil and shall bear—

- Year
- (1) Consecutive number
 - (2) Name of district
 - (3) Name of grazing block
 - (4) Number and description of animal
 - (5) Value
- Date of issue.

Signature of Issuing Officer.

Conditions.

1. This permit must be in possession of the herdsman accompanying the cattle and must be produced whenever demanded by a Forest-officer.
2. Herdsmen must not carry knives or other cutting implements.
3. Cattle are not allowed within specially-protected areas or grazing blocks closed under authority or in any other blocks or compartments than the one specified in the permit.
4. Breach of either of the above conditions will entail cancellation of the permit.
5. Permits will be valid from date of issue until the

end of { Official year.
Forest year.
Calendar year.
(This varies in different districts.)

7. I have not included submission of returns in the draft rules, as the form of them and the information to be demanded must depend upon what person is appointed to issue permits. If village officers issue permits as suggested by Government, duplicate books should be issued—one set to be sent alternate months to the Taluk treasury to be checked.

Read—the following letter from the Collector of Vizagapatam, to the Secretary to the Commissioners of Land Revenue (through the Conservator of Forests, Northern Circle), dated Madgole, 26th November 1895, C.R. No. 1005:—

With reference to Board's Proceedings, No. 622, dated 30th October 1895, I have the honour to request the Board to print, on the back of the next supply of grazing permit books, conditions 6, 7 and 8 given in the printed paper enclosed.

ENCLOSURE No. 1.—Grazing conditions.

Endorsement by A. W. PEET, Esq., Conservator of Forests, Northern Circle, dated Murmur, 9th December 1895, R.C. No. 1147.
Forwarded. The entries proposed might be useful.

Reference on the above, dated 7th January 1896.

Referred to the other Conservators for remarks. They are requested to submit at the same time a revised list of all the conditions they would recommend for insertion on the back of grazing permits when the next supply is printed.

2. The Conservator, Southern Circle, is also requested to submit a similar list if he considers any further additions necessary to the list of conditions already proposed.

(Signed) L. M. WYNCH,
Acting Secretary.

To the Conservators of Forests, Central and Southern Circles,
with a list of conditions proposed by the Collector of Vizagapatam.
„ Conservator of Forests, Northern Circle.

Read—also letter from A. W. PEET, Esq., Conservator of Forests, Northern Circle, Vizagapatam, dated 28th January 1896, R.C. No. 1147.

ABSTRACT.—Stating, with reference to Board's Reference on F. R. No. 4942, that he has proposed that grazing permits should be small and made of card-board.

Read—also letter from E. P. POPERT, Esq., Conservator of Forests, Central Circle, dated 31st January 1896, No. 1371.

ABSTRACT.—Submitting, with his remarks, a list of conditions which appear preferable to those now printed upon grazing permit and those proposed.

Read—also letter from E. D. M. HOOPER, Esq., Acting Conservator of Forests, Southern Circle, dated 6th February 1896, Ref. on Cur. No. 2331.

ABSTRACT.—Submitting, with remarks, a list of conditions for insertion on the back of grazing permits when the next supply is printed.

Read—also letter from E. D. M. HOOPER, Esq., Acting Conservator of Forests, Southern Circle, dated 12th February 1896, Ref. on Cur. No. 2331.

ABSTRACT.—Submitting, for substitution for the enclosure to the Conservator's letter, No. 2331, dated 6th February 1896, an amended copy of conditions for insertion on grazing permits.

Resolution—Forest No. 478, dated 13th October 1896.

In its Order, No. 553 of the 14th August 1895, Government, in view of simplifying and facilitating the issue of grazing permits, desired the Board to frame rules to regulate the grant of permits and to consider whether an arrangement based somewhat on the following lines would work satisfactorily:—

(a) The headmen of villages to be supplied with permit books (printed on coloured paper) with counterfoils and to be authorized to collect the grazing fee and issue a separate permit for each head of cattle to the ryots. The permit to be taken

by the latter to the Range officer for the purpose of his endorsing thereon the name of the reserve to which the cattle should be taken for grazing.

(b) The headmen of villages to submit their books for check to the taluk offices every month on the date fixed for the monthly remittance.

(c) Duplicate books to be used alternate months to be given out to headmen of villages.

The Government also pointed out that the suggested arrangement would be further improved if it were found practicable to avoid all reference to the Range officer.

The Conservators of Forests were accordingly requested to report on the matter and to frame the required rules in consultation with Collectors. The replies are contained in the first four letters read above.

2. It is observed from the resumé of the Collectors' replies contained in the Conservators' reports that in most districts permits are at present issued by Range officers or Permit gumastahs specially appointed for the purpose; and that this system has been working well without complaints of inconvenience and calls for no change. In Salem, however, the Range officer grants permits on the certificate of the village head, and this procedure the Collectors of South Canara and Coimbatore propose to adopt in their districts also. The Collectors of Chingleput and North Arcot would allow both Range officers and village heads to issue permits, while those of Cuddapah, Trichinopoly, Ganjam, Godavari and Kurnool would entrust the work solely to village heads. The Collector of Nilgiris would first ascertain the requirements of the owners of cattle and the capabilities of the forest in regard to fodder supply before taking any action in the matter of drawing up rules and regulations and to this end would have a Committee appointed. In Vizagapatam, Kistna and Bellary, the experiment with village officers as issuers of permits is reported to have been tried and to have proved a failure. The Collector of Ganjam thinks that the objection to the employment of village heads on the score of their being illiterate can be overcome if the permits have all the necessary details printed on them and are of different colours. The Collector of Godavari would dispense with the endorsement by the Range officer and each permit numbered. The Collector of Kurnool endorses the views of his District Forest-officer which are submitted in a carefully written note. It is suggested therein (a) that village heads and Range officers should have power to issue single permits and the latter to issue also collective permits, (b) that permits should be small like Railway tickets, (c) that permit issuers should keep a chalan book to obviate the necessity of giving out duplicate permit books, (d) that the various classes of animals covered by permits should be made distinguishable by the position of a hole in the corners of the permits, and (e) that differently coloured permits should be used for each Range or each block of hills.

3. In regard to the question of restricting the number of cattle to be grazed in a reserve, Messrs. Popert and Hooper are opposed at present to any such measure. Mr. Peet has not discussed the point, but he was apparently under the impression that it had already been decided. Mr. Hooper considers that the restriction is likely to create friction and that it would be preferable to close completely for a time certain blocks or portions of blocks in rotation. Mr. Popert states that while the principle of fixing the capabilities of the grazing areas is doubtless sound, it is hardly practicable in the present state of affairs to enforce it except in a few cases, such as the padugais (river banks or land adjoining river banks liable to inundation) in the Trichinopoly district. He adds: "to be of any value the capability cannot be determined for the district as a unit but must vary according to locality, condition of forest, the future treatment of the forest, &c. To determine this will be a matter of time, and in the meantime it would be preferable to decide only upon closing completely from time to time certain blocks or parts of blocks and in the remainder not to restrict the number of cattle. A short time will suffice to show whether areas are being over-grazed, and in such cases a limit can then be fixed. The existing subordinate staff is distinctly insufficient to prevent the ingress everywhere of unlicensed cattle and the probability is that if the number of licensed animals be restricted, unlicensed ones will still graze and the difference of the fees will instead of accruing to Government go into the

pockets of subordinates." There is also the additional objection noted in paragraph 5 of Board's Proceedings Forest No. 2, dated 8th January 1896, that trafficking in permits by those who are fortunate enough to get them is sure to ensue. Absence of restriction is of course not intended to go the length of admitting foreign cattle into reserves which have hitherto been used by local cattle only.

4. With reference to the question of the agency to be employed for issuing permits, the Conservators are not unanimous in their opinions. Mr. Hooper recommends that village headmen may be permitted to issue them as a supplementary agency to Forest Range officers; he apparently means that either officer may issue—not that each permit should be dealt with by both officers. Messrs. Popert and Peet would leave it to the discretion of Collectors to employ the agency that may be found most suited to the condition and circumstances of their districts. Mr. Peet considers the system of employing paid permit issuers as in Kistna to be the best, and his experience and that of Mr. Popert in regard to the employment of village heads appears to point to the conclusion that it hardly conduces to the well-being of the ryots, particularly the poorer classes. Whichever agency is adopted, the Board considers it essential that the ryots should have to deal with one person only. It would be very hard on a villager to have to go and seek the Forest Range officer after getting a permit from a village officer, and if the latter is only to issue permits when the Range officer is in the neighbourhood, there is no necessity for the ryot dealing with both.

5. If the principle of restricting the number of cattle is dispensed with for the present, as the Board hopes will be the case, there will be less difficulty in the way of entrusting the duty to village headmen entirely. But as recommended by Mr. Popert it will be advisable, in the face of the very great difference of opinion, to leave it to the local officers to decide whether permits shall be issued by village officers or by Range officers or by Permit-issuing officers specially appointed for the purpose, as is now done so successfully in Kistna. Provided that, when permits are not issued by village officers, it shall be incumbent on the District Forest-officer to draw up a list of convenient permit-issuing stations, at which the Range officer or Permit-issuing officer shall be present on fixed dates, and no prosecution for grazing with a time-expired permit shall be instituted unless the party concerned has had an opportunity of procuring a new permit at the station fixed for his village. In Tinnevely it is arranged that permits for any one year shall be taken out during the last month or so of the preceding year, and this practice might be adopted elsewhere.

6. Messrs. Popert and Peet submit draft rules which are general and applicable to all permit issuers, whether it is the village headman or the special issuing officer that is employed for the purpose. The Board considers that there is yet much to be learnt from experience and that any rules that can now be framed will probably call for improvement before long. If, however, discretion is left to local authorities as proposed in the preceding paragraph, Conservators on their tours will be able to contrast the working of the different systems and suggest improvements suited to local conditions. Mr. Peet's rules are based partly on the suggestions of the District Forest-officer of Kurnool referred to in paragraph 2 *supra*. Both Messrs. Peet and Popert are agreed that for purposes of grazing the animals should be grouped under four classes, the permit for each class being printed on paper of separate colours. The rules framed by these two officers differ in certain particulars and the Board proposes to adopt Mr. Popert's rules with the following modifications:—

(a) To begin with, where Mr. Popert uses the term "blocks" Mr. Peet uses "parcels" as in the Kistna district. Mr. Peet states that the word "block" is sometimes used rather vaguely in forest correspondence and urges that if employed strictly with reference to Working Plans it should be kept as a Working plan term. The term "parcels" has not been adopted in regard to Working plans (*vide* section 85 of the Forest Code), and Mr. Peet considers that it may be convenient to use the term to mean "an area of forest treated as a distinct grazing ground." All areas cannot however be treated as distinct grazing grounds and confusion might arise when such tracts are included in Working circles for which separate Working plans have to be prepared; the Board would therefore adopt the term "grazing block" as best suited under the circumstance.

(b) Mr. Popert's Rule II and Mr. Peet's Rule 2 are framed from different stand-points as regards the question of limiting the number of cattle to be grazed in a reserve. Mr. Popert's Rule II will be adopted with the addition of the words "into compartments" after the word "subdivided" and the substitution of the words "one or more compartments" for the word "parts."

(c) Mr. Popert's Rules III and IV correspond to Mr. Peet's 4 and 3 respectively, except in regard to the following particulars: Mr. Popert's rules do not prescribe the different coloured papers to be used, while Mr. Peet's rules do not specify the fees to be charged in all ordinary cases nor do they make provision for levying higher rate of fees on foreign cattle. In Mr. Popert's Rule III (b) the word "bulls" will be inserted before "cows," and in the margin of his Rule IV the words "blue" for buffaloes, *white* for bulls, &c., *green* for sheep, *yellow* for goats," to indicate the different coloured papers to be used for the different groups of animals. In the latter rule it is observed that Mr. Popert limits the collective permits to 20 animals. The weight of opinion of all the officers consulted is clearly adverse to the issue of a separate permit for each animal. The Board in these circumstances fails to see that any advantage would be gained by limiting collective permits to 20 animals and thinks that the present system of giving one permit for as many animals as the ryot wishes to be covered by a single permit may be continued. The Board would accordingly substitute the words "for more than one animal of the same class" for "collectively for 20 animals" occurring in Mr. Popert's Rule IV.

(d) The form of permit given in Rule V of Mr. Popert's rules does not contain the heading "name of the owner and calling" as in the form now in use. Its retention, however, seems unnecessary and tends, in the Board's opinion, to entail additional scriptory work without any corresponding advantage. It is very rare that if a herdsman commits an offence, a prosecution will lie against the owner of the cattle. All that the Forest Department has to look to is that the cattle grazing are covered by permits and it is immaterial to whom they belong. It is observed that the name of the Range is also not given in Mr. Popert's form; there seems to be hardly any necessity for its insertion, as a village may border on reserved forests in two ranges and it is not intended that a ryot should be compelled to take out two permits.

(e) Mr. Peet's Rule 6 appears as a condition (No. 5) in the permit under Mr. Popert's rules and the Board accepts the latter officer's proposal. As the "forest" and "fasli" years are the same and no provision is made for the "calendar" year, the word "calendar" will be substituted for "fasli" in condition 5 in Mr. Popert's rules.

(f) Mr. Peet's rules 7, 8, 9 and 10 depend upon what person is appointed to issue permits, and the Board considers that they may be left to be dealt with in the districts in a departmental circular.

7. In its Proceedings, Forest No. 366, dated 7th June 1894, the Board authorized the printing of certain conditions on the back of each grazing permit. In 1895, the Collector of Trichinopoly forwarded a set of revised conditions, but the Board demurred to their adoption before the conditions in force had received a longer trial. Subsequently the Collector of Vizagapatam in his letter of the 26th November 1895 read above suggested certain conditions which the Conservator, Northern Circle, considered might be useful. This paper was referred to the other Conservators for remarks and all Conservators were requested to submit a revised list of all the conditions they would recommend for insertion on the back of grazing permits. Their replies are among the papers read above.

8. The Conservator, Northern Circle, proposes that grazing permits should be small and made of card-board and considers that if this is approved, the question of printing conditions on the back of grazing permits need not be gone into. The Board considers it to be very desirable that every permit-holder should be informed of the conditions of his permit and for this reason the Board is not in favour of printing permits on card-board. The conditions proposed by Mr. Popert in his letter of the 9th March 1896 are brief and clear and will be accepted with the following additions and modifications:—

(a) The penning of cattle within the forest is forbidden except under special permission of the District Forest-officer.

(b) The removal of cattle droppings from reserved forests or reserved lands is strictly prohibited. Condition (a) is already in the present licenses and a condition similar to (b) has already been approved by the Board in its Proceedings, Forest No. 622, dated 30th October 1895.

In condition 3 after the words "closed under authority" add "or in any other blocks or compartments than the one specified in the permit."

In condition 4 the words "in addition to other punishments for breach of Forest Act or rules under the Act" should be omitted.

A draft of the rules and conditions revised with reference to the remarks contained in paragraphs 6 to 8 *supra* will be submitted to Government for approval.

9. In his letter contained in the second of the Proceedings read above, Mr. Rees, as Collector of Nilgiris, enquires whether it is the intention of Government in its Orders No. 553, dated 14th August 1895 and No. 1028, dated 7th October 1892 to withdraw the privilege of free grazing allowed to Todas and the scale of double rates ordered to be imposed upon foreign cattle. He urges that the existing practice in these respects should not be interfered with. The Board is of opinion that these orders do not withdraw any privileges already conferred. The Government has distinctly said that where maximum rates have been sanctioned and collected without difficulty they may be retained. The spirit of this decision extends to the Nilgiri special rate for foreign cattle.

(True Copies and Extract.)

(Signed) R. C. C. CARR,
Acting Secretary.

(True Copy.)

(Signed) V. A. PARTHASARATHY MUDALIAR,
Forest Assistant.

To the Secretary to Government, Revenue Department,
with copies of Board's Proceedings, Forest Nos 366,
449 and 622, dated 7th June 1894, 4th April 1895 and
30th October 1895, and with a form of grazing permit.
" Conservator of Forests, Northern Circle.
" " " Central Circle, with Collectors' original letters (returned).
" " " Southern Circle.
To all Collectors except, Madras.

APPENDIX.

DRAFT RULES AND CONDITIONS AS REVISED BY THE BOARD REGARDING THE ISSUE OF GRAZING PERMITS.

Rules.

- i. The reserved forests in a district should be divided into grazing blocks. A grazing block may consist of one reserve or several or even a part of a reserve.
- ii. Grazing blocks should be roughly sub-divided into compartments so that one or more compartments may from time to time be entirely closed to grazing or browsing.
- iii. The following fees will be levied for each grazing block:—

(a) For Buffaloes	...	...	...	6 annas per head.
(b) For Bulls, Cows, Horses, Ponies and Asses	...	...	...	3 do.
(c) For Sheep	...	...	...	1½ do.
(d) For Goats	...	...	...	1½ do.

In the case of cattle from other districts or areas reserved for cattle breeders or in other special circumstances, rates in excess of the above may, with the prior sanction of Government, be levied.

- iv. Permits for each of the four classes enumerated in the preceding rule shall be of a different colour and shall be issued either singly for one animal or for more than one animal of the same class. A different colour shall also be used for special licenses.

• Blue for Buffaloes.
White for Bulls, &c.
Green for Sheep.
Yellow for Goats.

- v. The permit shall be a printed one with counterfoil and shall bear—

Year

- (1) Consecutive number.
- (2) Name of district.
- (3) Name of grazing block.
- (4) Number and description of animals.
- (5) Value.
Date of issue.

Signature of Issuing officer.

Conditions.

1. This permit must be in possession of the herdsman accompanying the cattle and must be produced whenever demanded by a Forest-officer.
2. Herdsmen must not carry knives or other cutting implements.
3. The penning of cattle within the forest is forbidden except under special permission of the District Forest-officer.
4. The removal of cattle droppings from reserved forests or reserved lands is strictly prohibited.
5. Cattle are not allowed within specially protected areas or grazing blocks closed under authority or in any other blocks or compartments than the one specified in the permit.
6. Breach of any of the above conditions will entail cancellation of the permit.
7. Permits will be valid from date of issue until the end of { Official } year.
Forest
Calendar

(This varies in different districts.)

ORDER—No. 45, Revenue, dated 26th January 1897.

Miscellaneous.

In the circumstances now reported, His Excellency the Governor in Council agrees with the Conservators and the Board of Revenue in considering that the number of cattle to be grazed in a reserve cannot be restricted for the present and that it is best to leave it to the local officers to decide what agency should be employed for the issue of grazing permits. As suggested by the Board, however, it should be distinctly provided that when permits are not issued by village officers, the District Forest-officer shall draw up a list of convenient permit-issuing stations at which the range officer or permit-issuing officer shall be present on fixed dates and that no prosecution for grazing with a time-expired permit shall be instituted unless the party concerned has had an opportunity of procuring a new permit at the station fixed for his village.

2. The modifications suggested by the Board in the draft rules prepared by the Conservators have the general approval of Government. His Excellency in Council is, however, of opinion that it is inadvisable for the present at least to prohibit the removal by permit-holders of cattle droppings from reserves, &c.; such a restriction would give rise to considerable irritation and there is nothing to show that it is imperatively required. Rule 4 of the Board's draft rules should accordingly be omitted and, as thus altered, they should be published in all the District Gazettes for general information.

3. As regards the question raised by the Collector of the Nilgiris and referred to in the concluding paragraph of the Board's Proceedings read above, the Board will be informed that it is right in supposing that the general orders issued in regard to grazing are not intended to withdraw any privileges already conferred or to confer new privileges in tracts such as the Nilgiris and South Arcot, where special rates have been in force and have hitherto been collected without difficulty.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (Land Revenue).

Erd. Md. Pahlavan.

40 Copies.