Government of Madras.

Marine (190) Department.

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ORDINARY MS.

G.O., No. 1541

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DATED 20th July 1888

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[Despatch Abstract.]

Hydrographic Survey.

Passing orders on proposals for revising the tariff of the Co[illegible] tolls etc, and laying down programme of work [illegible]

1541

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

READ—the following paper:—

From H. G. TURNER, Esq., Agent to the Governor, Vizagapatam, to the Chief Secretary to Government, dated Anantagiri, 31st August 1887, No. 546.

I have the honor to submit the report on the roads in the Vizagapatam Agency, which was called for in G.O., 23rd December 1886, No. 3387, Judicial. Some delay has occurred in compiling the maps necessary to illustrate the report, and it is not altogether an easy thing to make a map * that shall show all that is required to road a territory 14,000 square miles in extent.

* To be returned.

2. The mileage of roads required in the Agency tracts to develop the resources of the country and to provide for certain special administrative wants aggregates 1,100 miles, nor can this be considered an excessive or an extravagant figure. The area of the Agency is larger than the old Bellary district before Anantapur was carved out of it. The mileage of roads in the old district was 1,580. Other large districts are, Cuddapah with 1,464 miles, Kistna with 821 miles, Madura with 1,268 miles, and Nellore with 987 miles. None of these districts have so large an area as the Agency tracts of this district. Taking the standard of population, these hill tracts contain 700,000 souls according to the census of 1881. That is, they have larger population than Bellary with 650,000, and Kurnool with 658,000.

The mileage of roads at present open is about on a par with the Nilgiri district, with its 957 square miles, 74,000 people, and 351 miles!

3. The ghats which run through the middle of the Vizagapatam district, dividing the sea-board plains from the interior plateaux are naturally passable to wheeled carts only by two valleys in the north of the district. These valleys are in the Senior Assistant's division. Through the northernmost valley runs the Vamshadara river, and the valley itself comprises the Gunpur taluk. South-west of that taluk lies the Rayaghada valley, through which the Langulya river finds its way to the plains. Along the banks of these two rivers carts penetrate all up the valleys, and though the tracks want improving, they are nevertheless practicable to slow traffic at most seasons of the year, except during the very heaviest weat!

4. South of the Rayaghada opening into the plains, the great wall of the Eastern Ghats is encountered, which runs for 100 miles south without a natural gateway. That barrier has played an important part in the history of the district. Apart from the mere physical obstruction to carts, the fever that haunts them has added to the terror of surmounting them, and at the present day it is impossible to convince many people that the fever is not just as bad all across the plateau 3,000 feet in elevation, and as free from jungle as Bangalore plateau, and that all beyond the plateau is not sterile and barren as a hilly region. I have now before me an article in the "Times" of June 29th on the "Through Siberian Railway." The writer says: "It is a paradox that a huge territory abounding in every kind of potential riches should have been left pining for the roads without which none of its resources can be rendered available. . . . . Siberia has been regarded as a wilderness simply because it was unknown. It was unknown and practically a wilderness because it was devoid of roads. Inquiry has demonstrated that it is a region of extraordinary fertility for a large part of its surface. Its elimate, which was fabled to be and deadly, has been proved by experience to be generally endurable, and at some spots delightful, &c. Had half the energy, skill and money been applied to Siberian development, which have been lavished on rounding off Russian boundaries, the country would by this time have been a

veritable treasure house." It is impossible to quote words more apt to depict the state of things in Jeypore. The Jeypore plains are, as I have said elsewhere, positive mines of agricultural wealth. Without any fear of exaggeration, I say that there is no part of the Presidency of Madras richer in soil than the Jeypore 2,000 feet plateau, that has a more constant rainfall, that is more capable of supplying rice to the neighbouring districts in time of want, and time after time the Vizagapatam district has been saved from famine by the abundance of grain poured into it from the rice fields that lie beyond the ghats. To open roads through these ghats has been the aim of every Collector of the Vizagapatam district for the last five-and-twenty years. The amount of correspondence that has taken place over this subject, the persistent arguments of Collector after Collector, is at least evidence of the catholicity of their ideas on the subject.

5. Now that Government have called for a special report on the roads, and have foreshadowed the policy of concentrating the grants on one or more works before proceeding to others, there is a hope that a plan of action may be inaugurated which will be continued without divergence. The classification of the communications that appear suitable is as follows:—

(1) The Vizagapatam and Central Provinces Trunk road to be pushed steadily forward by the Public Works Department.
(2) The construction of ghâts and passes.
(3) The construction of inland roads.

As for the first, there has been an unusual amount of correspondence passing recently between the District Public Works officer and myself, and some of it has been sent up to Government, regarding the difficulties of the undertaking. In my opinion, the difficulties are not such as ought to daunt the department, or delay the work. I have recently seen two suggestions made—the one that the work should be handed over to a contractor, the other that an officer should be placed in independent charge of the work and be responsible for the execution directly to the Superintending Engineer, and that he should have a free hand given to him, and that the audit of the accounts should be conducted directly between him and the Madras office.

6. Both these proposals are founded on the same consideration that it is impossible to carry out works of these exceptional surroundings under the system prescribed for general work throughout the Presidency. The criticism is perfectly sound, and I shall quote two authorities in support of the view. General Sankey's is the first. His opinion always was that the distance from Madras head-quarters is too great (and possibly the work at head-quarters is already too large) to admit of the despatch of business with the celerity and precision that such works require. His idea was that there ought to be a separate budget for all Department of Public Works business in the Northern Circars to be administered by a Deputy Chief Engineer. Mr. Cregeem, the Engineer who carried out the survey of the Vizagapatam-Raipur Railway line, is the second authority. His words are (G.O., 25th August 1883, No. 913 R.-A., Public Works—Enclosure, paragraph 64, IX Establishment):—

"In connection with establishment, I may remark that provision is made for the appointment of a Deputy Examiner and his office to be located at the head-quarters of the line. It might be thought a more economical arrangement if the accounts of the line were audited by the Examiner at Madras; but I am very much opposed to this arrangement, and have no hesitation in expressing a decided opinion that it would be contrary to the best interest of the Railway and would be highly inconvenient to the officer concerned. When the distance which separates Madras from Waltair, and the necessary slow postal arrangements in force in this part of the Presidency, are taken into account, I can only assert that the manipulation of a large business such as a railway with complicated transactions, the delays which would occur by cross-references extending over a long period of time could not be otherwise than detrimental to the interests of the State."

7. These views are exactly applicable to the question under discussion. I have no information as to the cost of a Deputy Examiner's establishment; but it seems to me that if a Deputy Examiner were attached to the Superintending Engineer's office to audit, perhaps, all the Public Works accounts of the 1st Circle, and if the Superintending Engineer himself had all the authority that is now vested for these purposes in the Chief Engineer at Madras, works in these districts would proceed with vastly less delay and with far more satisfactory execution than is now the case.

The Vizagapatam and Central Provinces trunk line is, in my opinion, an indispensable work. I am in communication with the Secretary of the Public Works Department of the Central Provinces as to the alignment of the road, and it has been settled that the line is to touch the border near Borai as marked in the map.

8. With regard, however, to the contemplated cost of this road on our side of the border, I enter a most serious protest against the estimates of the Madras Public Works Department. I am of opinion that the sanctioned estimates for the Pottingi-Koraput road are very largely in excess of the rates actually necessary; and these rates must not be taken as the criteria for work over the whole line. Putting aside the bridges, which are to be iron girder bridges—an innovation that is involved in doubt and great expense—I venture to say that the road work, excluding the larger bridges, ought to be completed for Rs. 2,500 a mile, whereas I understand that the earth-work, metalling and culverts are estimated to come to over Rs. 5,898 a mile. The soil is excellently adapted for road-making. There are few embankments or cuttings; nothing to pay for the land.

9. The extension beyond Koraput to the borders of the Central Provinces exhibits the following mileage:—

	Miles.
Koraput to Jeypore, 11½ miles, of which 5 miles will be constructed out of the grant of Rs. 30,000 given to the work by the Maharajah of Jeypore in commemoration of the Jubilee year	11½
Jeypore to Nowrangpore	25
Nowrangpore to Central Provinces frontier	78½
Total distance from Koraput to frontier ..	115

The Chief Engineer, Central Provinces, writes to me that there are 56 miles to be made through the jungles from our frontier to the Chattisghar plains.

He has enclosed a memorandum showing the cost of construction of a first-class road "passable at all seasons of the year." He estimates earth-work and mooram (*i.e.*, metalling) and crossing the Mahanadi at Rs. 2,500 per mile—total Rs. 1,40,000. He adds Rs. 31,000 for additional work, such as bridging, ghât-work and rough ground, making a grand total of Rs. 1,71,000, or Rs. 3,053 a mile. Now if the Central Provinces Public Works Department can make roads at Rs. 3,053 a mile, through jungle similar in every respect to that we have to go through, why cannot the Madras Department do likewise?

10. Lieutenant-Colonel Fraser, R.E., says that it is 130 miles from Koraput to the frontier (by the route I advocate, it is 115 miles), and he says "at the low estimate" of the Pottingi-Koraput road, the total cost will be Rs. 13,50,000, and it will take 20 years to open it! The difference between the permileage estimates of the two Engineers is as follows:—

	RS.
Madras estimate for 1 mile of road	10,384
Central Provinces do.	3,053

My estimate is as follows:—

	RS.
Koraput to frontier, 115 miles, less 5 miles paid by the Maharajah, balance 110 miles. Earth-work, metalling and gravelling at Rs. 2,500 per mile	2,75,000
Bridging 18 nullahs, with a total water-way of 855 feet, at Rs. 65 per running foot	55,575
Constructing a raft for carts to cross the Indravati river ..	1,000
Two Supervisors, at Rs. 350 each per month for four years ..	33,600
	3,65,175
Cost of 20 inspection houses	10,000
Tools	20,000
	3,95,175
or in round numbers ..	4,00,000

There need be no talk of bridging the Indravati river. In the cold season, the water is only 220 feet wide, but in the rains it is 465 feet wide and from 24 to 28 feet deep, and to bridge it would be out of the question.

11. The position, names, and measurements of 14 out of the 17 nullahs are taken from Mr. Nordmann's reconnoissance report—an invaluable guide to the character and description of the country between Raighur and Borigumma (74 miles). In referring to this report, it must be remembered that the alignment of the road leaves the proposed alignment of the railroad north of Raighur and south of Borigumma.

Curiously enough, in Mr. Nordmann's report, he has omitted all mention of the Bhaskel river crossed at the 8th mile south of Omerkot (see page 42, *Fort St. George Supplement*, December 12, 1882). This river is quite the largest river after the Indravati to be met with along the whole line. I cannot account for this singular omission in a report otherwise remarkable for painstaking and accuracy.

12. I would not urge this trunk road on the notice of Government, if it is to cost 13½ lakhs of rupees, as Lieutenant-Colonel Fraser estimates it.

I am very confident that a road, such as we want, can be built at the rates quoted by me. They are the Central Provinces rates, and the country in question is more of a Central Provinces country than a Madras country. But taking even the Madras rates, it is stated (Madras Manual of the Administration, page 377): "In the plains, ordinary district roads with light cuttings and embankments, small bridges, and simple culverts, can be fairly made for a very moderate expenditure, exclusive of the larger bridges. . . . A road of this class, 21 feet wide, of which 12 feet are metalled, seldom costs more than Rs. 2,500 a mile." This is the road we want. If it be said that the road required is not a road in the plains but in the hills, *i.e.*, a road of embankments and cuttings and blastings, I reply that this is an error. Mr. Nordmann says: "From Raighur *viâ* Omerkot and Nowrangpore to Ranighar at the foot of the Maderputi ghât, a distance of 90 miles" (our line descends the Jeypore or Deoghat, which makes it a little over 106 miles), "the line leads through a rich and beautiful upland country with fertile soil and fine forest and jungle at an average elevation of 1,900 feet, the surface in most parts level, in others diversified by hillock and swamp; much of the latter cultivated with rice, the whole offering no obstacles, but every facility, for the construction of a line of rail." I have been over every mile of the ground (except about 17 miles north of Raighur) several times, and I can testify to the entire accuracy of Mr. Nordmann's statements.

13. Estimates have been sanctioned to the enormous amount of Rs. 10,000 a mile for the 28 miles between Pottingi and Koraput. I believe that the earth-work, metalling and culverts could be done for Rs. 3,000 or Rs. 3,500 a mile with the greatest ease.

It is a risky thing to question the Public Works Department estimates, and I could not venture on such an invidious task, were it not for the probability that the figures adopted for their estimates will so frighten the Government, as to cause the abandonment of the proposal to open out a connection between Vizagapatam and the Central Provinces, which I am convinced will be of the highest benefit to the people of the district. If, for instance, there is an outlet for the produce of Jeypore towards the north, it is quite possible that the Nagpore-Bengal line may throw out a feeder towards the south, and from a still larger point of view, it is apparent that the bringing under cultivation of the fertile lands that lie between Vizagapatam and Raepore will be accompanied by a set of the people of the crowded coast-lying taluks towards those parts.

14. The outcome of my views on the Vizagapatam Central Provinces Trunk road is as follows:—

The work ought to be pushed on to completion. The Public Works Department should admit variations in their procedure to enable the work to be carried out by an officer on very broad and independent lines,—subject, however, to an adequate audit of accounts at the head-quarters of the Superintending Engineer.

15. The sanctioned estimates for the Pottingi-Koraput line should be scrutinized in view to reduce the cost of the work. Instead of 2,80,000, which is the present

estimate, I consider the work ought to be done for the following estimate, if figures are revised even now. The original estimate should have left out the two iron girder bridges and built masonry bridges at Rs. 100 a foot, which is a very high rate on account of the allowance made for difficulties of country chunam:—

	RS.
Earth-work, metalling and gravelling 28 miles, at Rs. 2,500 per mile	70,000
Bridging 15 nullahs of 30 feet average span, at Rs. 100 per foot ..	45,000
Two iron girder bridges, Kundeli and Kherande	21,700
Two Supervisors, at Rs. 350 a month for 2 years	16,800
Cost of four inspection houses	2,000
Total ..	1,55,500

For future work, beyond Koraput, no estimates should be passed that exceed Rs. 3,500 per mile excluding supervision. Viewing the whole road from Pottingi to the frontier, the mileage to be built out of the Department Public Works budget is about 140 miles. I believe that the work ought to be completed well within 6 lakhs of rupees, and arrangements should be made to spend 1 lakh per annum, so that, one lakh perhaps being already spent, the work may be finished in five years from the present time. The contrast between the rate of the work proposed by our Department of Public Works and that effected by the Russian Government is painful. I read the other day of a Russian Engineer laying 1,500 miles of rail in two years. Surely, it is not out of place to ask our Works to finish 28 miles of road a year for five years!

16. I have asked Colonel Fraser to explain to me why it is that the Central Provinces estimates are so very moderate compared with ours. He says that, having worked in Central Provinces Public Works Department, he knows something about the roads there, and he is of opinion that, in the instance under reference, most of the 56 miles is on a flat of trap with very little cross-drainage, that they metal with trap gravel (murrum), and, as labor and contractors are plentiful at Raepore, they could do it for Rs. 2,500 a mile. The geological formations change, he thinks, at the frontier to gneiss, and the conditions of road-making change with them. He says that Mr. Knowles has ascertained that the intervening country is very wild and unhealthy, metal not to be had, marshes to be embanked, and so forth; but this does not tally with Mr. Nordmann's account of the country, nor with my knowledge. I cannot think that the country is less wild between the Chattisghar open country and the frontier (56 miles) than between the frontier and our Jeypore and Nowrangpore country, 78½ miles. I hope Colonel Fraser will not call the latter country either wild or unhealthy, for it contains a population of 1,000 to the square mile, and I cannot discover any evidence of extraordinary malaria. There is plenty of labor to be had there, and at Nowrangpore there is a fair supply of skilled labor. I cannot conceive any difficulty whatever in getting labor to complete the road as far as the boundary.

17. Nor will I admit that a change from a trap to a gneissic country justifies a rise in estimates for earth-work, metal and gravel and culverts from Rs. 2,500 to Rs. 5,898 a mile, which is the sanctioned estimate for the work on the Pottingi-Koraput road. Further, Colonel Fraser tells me that rate per foot for masonry on this latter section is Rs. 280, and he asks me to take Rs. 300 a foot for any bridge, adding that Rs. 310 per foot is the calculation for iron girder bridging. But I shall not do so until I am told why the Central Provinces Engineer can construct a bridge of 240 feet waterway for Rs. 15,000, or at Rs. 62½ per foot, and we in the District Board build bridges at Rs. 65 per foot. Bridges, after all, are simply brick-in-chunam masonry, and I am certain that bricks and lime are far cheaper along the road from Jeypore to the frontier than in the plains of Vizagapatam. The monstrous rates for masonry bridge building on the Pottingi-Koraput road made it appear that it was just as cheap to bring out iron girder bridging from England. I believe this to have been a fatal mistake. Not only is the cost of this bridging three times as great as a very liberal estimate for masonry bridges, but the setting up of these girders, requiring skilled supervision and special labor, will prove so costly and difficult, that it makes one shudder to think of what is in store for us. In budgeting for the road from Jeypore to the frontier, we have to provide for about 50 per cent. extra pay to the

Supervisors, with travelling allowance, and to build for them inspection houses—mud walls with thatch roofs, such as everybody in the country lives in—at a cost of Rs. 500 each. The rates for masons and carpenters should be, on the Jeypore plateau, from 8 annas to 2 rupees per diem.

18. As I am handling this trunk road question, in this place I will add that the Agency is under an arrangement with the Central Provinces Government to complete a fair-weather road to the boundary, and it was intended to do this this year, had the Agency budget been sanctioned as solicited. The Central Provinces Chief Engineer writes that a track has been cleared on his side up to the boundary (*viâ* Borai), and he has prepared a memorandum showing that this track can be improved into a road passable at all seasons fit for slow, but not fast, traffic for Rs. 20,600. The distance is 56 miles. Here is his moderate estimate for this work:—

	Rs.
1. Fifty-six miles, end to end, clearing line, ramping nullahs, at Rs. 100	5,600
2. Eight miles rice country, at Rs. 1,000	8,000
3. Mungraad nullah causeway	1,000
4. Mungraad ghat	2,000
5. Rough ground near Cheetanadi	4,000
Total ..	20,600

19. This is the style of road we call Agency roads. Our road is open as far as Beejapur, 48½ miles south of the boundary. The road so open is merely a cleared track with drains cut on each side and small culverts of wood.

There are five nullahs to bridge between Beejapur and the frontier as follows:—The Chatringi nullah, the Bhaskel, the Nagi, the Bhaskel and the Tel.

Five timber bridges across these nullahs will cost Rs. 500 each.

Rest houses (Rs. 500 each) are required at Dodra, Omerkot, Bera, Raighar, and at the frontier. I propose to add Rs 500 for the construction of a ferry raft to cross the Indravati.

20. To complete the fair-weather road, the cost will therefore be as follows:—

	Rs.
48½ miles, at Rs. 100	4,850
Bridging five nullahs, at Rs. 500	2,500
Building five rest-houses, at Rs. 500	2,500
Raft for the Indravati	500
Add—	
For embankments across the paddy flats	1,650
Total ..	10,350
Grand Total ..	12,000

When this work is done, there will be communication, except in the rains, for slow traffic of moderate dimensions, between Vizagapatam and Raipore, and by time the traffic has developed, the Public Works Department road should be also completed.

21. Coming now to the second head of the subject, ghats and passes, the reasons for placing these in a division by themselves are, first, that the expenditure upon them is special and extraordinary, and, secondly, that when the passes are opened, the country beyond them becomes at once accessible to cart traffic during the greater part of the year. The carts do not wait for the country roads to be opened before they ply for hire. They proceed forthwith into the country and permeate to the vast majority of villages in search of grain and seeds, timber, myrabolams, and other produce. Our first care must be to open these ghats and to improve the existing cart tracks through the passes. I draw a distinction between a ghat and a pass. A ghat is a way over a mountain ridge entirely impracticable to carts. A pass is a way through hills or along the banks of a river already used by carts, but which requires improvement to make it easier to traffic.

22. Beginning from the north, the following are the ghats and passes which claim attention:—

(1) *Ghats and passes between the plains and the Agency tracts.*

1. Seetampeta pass.
2. The Kurapam and Gunupur pass.
3. The Rayaghada pass.
4. The Narayanapatam pass.
5. The Tandevalsa ghat.
6. The Sálúr-Potinghi ghat.
7. The Anantagiri ghat.
8. The Minamalur ghat.
9. The Lammasingi ghat.
10. The Koyyar pass.

(2) *Ghats and passes inside the Agency tracts.*

11. The Godairy-Bissemkatak ghat.
12. The Komatipetta-Bissemkatak pass.
13. The Kumbikota ghat.
14. The Maschmala ghat.
15. The Mangara ghat.
16. The Jeypore ghat.
17. The Girligumma ghat.
18. The Kurmeli ghat.
19. The Maindalpur ghat.
20. The Jergaon ghat.
21. The Petta ghat.
22. The Badiguda-Dusmutpur ghat.
23. The Kolar-Govindapilli ghat.
24. The Balliguda-Govindapilli ghat.
25. The Balmella ghat.
26. The ghats and passes on the Lammasingi-Kondakumben road.

These ghats are further divisible into first and second class ghats or passes, according to the character of their construction.

23. Putting aside the Sálúr-Potinghi ghat (No. 6), which cost Rs. 20,000 a mile, the first-class ghats should be constructed at Rs. 6,500 a mile and the second-class ghats at Rs. 2,000 a mile. First-class passes would cost Rs. 2,500 a mile and second-class passes Rs. 1,000 a mile.

The first-class ghats in the above list are:—

No. 6. The Sálúr-Potinghi ghat (completed).
No. 7. The Anantagiri ghat.
No. 8. The Minamalur ghat.
No. 9. The Lammasingi ghat.

24. With regard to the second work (No. 7), as I have already stated in my letter printed with G.O., dated 12th April 1887, No. 475, Rs. 85,558 will be required to finish it. I asked for Rs. 50,000 for the current year, but Government were unable to allot the money. By the end of last financial year or shortly afterwards the earthwork and embankments were finished nearly to Anantagiri and the inspection bungalow, a substantial building, has now been completed. But the work on the first section (Chilakalagedda to Kagalmada, 6½ miles) was not completed, owing to principally the malaria of this terai section, and I regret to say that much of it has fallen down during the heavy rains of July, and it is now impassable to carts. If I could get an immediate grant of Rs. 20,000 for this section, I could get it finished by February next, before the fever sets in. The work on the second section has stood well and so has that on the third section, ~~bearing~~ barring one revetment which slipped and has been rebuilt. Meanwhile carts penetrate to Anantagiri, using the old cart track over the first section, instead of the new road, and they would get into the Jeypore country and go straight away for 60 or 80 miles if we could only get the fourth and fifth sections of this road open. It does seem a pity that all the produce of several hundred square miles of country should be confined to pack carriage, because we cannot open 9½ miles of ghat road. Again, I venture to urge this important matter to the notice of Government and to solicit that the Rs. 50,000 asked for may, in view of the urgency of the matter, be somehow found for me.

25. We next come to the Minamalur ghat (No. 8). It is of great importance to make a cart-road up this ghat as I have mentioned in paragraph 7 of my letter of the 1st April 1887, printed with G.O., dated 16th July 1887, No. 1537, Judicial. The distance is 12 miles. The cost will be Rs. 6,500 a mile.

26. *The Lammasingi ghat* (*No.* 9).—This is a work second in importance to the Anantagiri ghat (No. 7). The project is fully discussed in my letter printed in G.O., dated 18th November 1886, No. 3080, Judicial, and Government have been pleased to approve of the work. It will be about 10 miles long and it will cost Rs. 6,500 a mile.

27. *First-class passes.*—There are only two passes which I shall put under this head, viz.:—

1. The Setampeta pass (No. 1).
2. The Rayaghada pass (No. 3).

As to the first, I have entered in the Agency report for the past year into so full a description of the history of the attempt to make a road through this pass during the last 50 years, that I need do no more than say that Rs. 25,000 will be required for the road, which is ten miles long, at Rs. 2,500 a mile.

The Rayaghada pass (No. 3) which taps the rich Rayaghada valley. The distance from the boundary of the Agency and ordinary at Chollapadam to Rayaghada is 18 miles. It is important that the road from Párvatipur to Rayaghada should be a first-class one, and such a road cannot be built under Rs. 2,500 a mile. I therefore enter Rs. 45,000 for this road. Besides this, a bridge must be built over the Rayaghada river. I am unable to say what this will cost, and there is no need to discuss the question at this stage.

Both the Setampeta and the Rayaghada passes are of first-class importance.

28. The remaining ghats and passes between the plains and the hills in the Senior Assistant's division are the Kurapam pass to Gunupur (No. 2), 28 miles, Battivalsa to Narainpatam (No. 4), 25 miles. The latter pass is of importance, Narainpatam being a flourishing taluk belonging to Jeypore. The Maschmala ghat (No. 14) connects the taluk with the upland plateau.

The pass from Kurapam to Gunupur (No. 2) is not of great importance.

Both passes are kept open to cart traffic and may be improved as time goes on.

The Tandevalsa ghat (No. 5), the Sálúr-Potinghi ghat (No. 6) are finished and open to cart traffic.

29. The inland ghats and passes open to cart traffic, though generally with difficulty, are Nos. 12, 15, 16, 19, 21 (fallen out of repair but could be easily made available to carts for a moderate outlay), 23 and 25. These passes or ghats require upkeep and repair.

No. 10 is not of urgent importance.

No. 12 is a pass on the Rayaghada Central Provinces frontier line, 70 miles in length and following the alignment of the proposed railway from Vizagapatam to Raepore. A good fair weather cart road could be made all the way for Rs. 250 a mile including this pass. Total Rs. 17,500.

Nos. 13 and 18 are on the road recommended by Mr. Nordmann to be made between Nowrangapore and Rayaghada (60 miles).

No. 14 is a ghat already mentioned in connection with No. 4.

No. 15 is on the cart road leading from the Koraput station to Borigumma, Kotepad and Nowrangapore. It is completed and open to traffic and quantities of carts pass over it. This was the ghat first selected for the alignment of the D.P.W. trunk road, but it is now found that the line if taken *viâ* Jeypore will be more useful and economical. No. 15 is under upkeep from Agency funds.

No. 16 is the old Jeypore ghat barely passable to laden carts. It is to be abandoned in favor of the Jubilee ghat (*vide* G.O., dated 7th June 1887, No. 1214, Judicial).

No. 19 is a ghât leading into the Kalahandy country. It is passable to the small solid-wheeled wains used in the Central Provinces, as is also another ghat past the village of Chocha, a little to the north.

No. 20 is a very much wanted road to connect the low-lying Poornabeda mutta with Oomerkot. A part of it is made.

No. 21 is the old Petta ghat road, to be found in the annals of the Agency of the early part of the sixties. It was laid out by the Public Works Department, and it was then resolved to approach the country *viâ* the Anantagiri ghat (No. 7). The road from the west side of the Galikonda pass to Jeypore was constructed and is now practically fit for carts, and as I say above (under No. 7), the only thing that prevents this inlet into the country from being used, to the immense profit of the whole of the upland and of the Jeypore plateau, is that unfortunate 9½ miles of mountain side from

Anantagiri to Janamguda which I so persistently desire to open out. The group of ghats Nos. 21, 22 and 24 all hinge on the opening of that 9½ miles of road.

No. 23 connects the Jeypore middle 2,000 feet plateau with the Malkangiri plateau, some 80 miles long and sloping from 1,000 feet to 300 above sea level.

No. 24. It is finished and open to traffic with difficulty. The bridges require looking to and the road requires repair.

Nos. 25 and 26 are on the long route between Lammasingi and Malkangiri. Much importance attaches to this route from an administrative point of view, as it is the best way to the Malkangiri country from the Vizagapatam plains. The use of this road by carts hinges on the opening out of the Lammasingi ghat (No. 9 *supra*).

30. The Government order I am endeavouring to reply to calls for a report on the number and mileage of existing roads. This is a categorical question that does not admit of a specific reply, for the existing roads comprise so many kinds of communications; *e.g.*, there is the road finished from end to end, then there is the road begun and ended with no middle to it, roads without ends, and roads without beginnings, gaps in roads of miles long. For instance, some money is spent on the Setampeta pass endeavouring to fill up holes and in sloping nullahs to make the track just passable to carts in the dry weather. Is such a thing a road? So we have a few bridges on the Rayaghada pass, stuffed in in the middlle of miles of no road, and as stated in paragraph 20 *supra*, the fair weather road we are pushing on to the Central Provinces border wants 47 miles to complete it. Not to speak for the moment of the ghats and passes, the Special Assistant's division is pretty well roaded, so far as fair weather cutcha roads go, and where some more mileage is wanted, construction of Agency roads is very simple and very cheap. One hundred rupees a mile for ordinary mileage, with, on the average, one hundred rupees a mile for embankments and Rs. 50 a mile for culverts, total Rs. 250 a mile, will make passable roads all through the Agency and nothing more than this is wanted, provided always that the trunk lines, ghats and passes are respectively constructed.

31. In the Senior Assistant's division, however, the roads wanted are:—

	Distance.
1. Gunupur to Godairy	20
2. Kurapam to Gunupur (pass)	28
3. Rayaghada to Central Provinces	70
4. Komatpeta to Singapur	22
5. Battivalsa to Narainpatam (pass)	25
6. Gunupur to Putosingi (pass)	12
7. Chollapadam to Rayaghada	18
Total ..	195 miles.

Out of this mileage, the Chollapadam-Rayaghada, 18 miles, will cost Rs. 45,000 and I think that, roughly speaking, the remaining 177 miles may be constructed (at Rs. 250 a mile) for Rs. 44,250. Total construction for the division, Rs. 89,250. During the last five years, Rs. 16,168-11-11 have been spent on these roads, or about Rs. 3,000 per annum. The expenditure on the roads leading to Narainpatam and Rayaghada has been for five years at the rate of about Rs. 60 per mile per annum, and as neither road has ever been made, the outlay has gone towards repairing the bad places and filling up mud holes. As for the other lines, the expenditure per mile has been feebler still. The roads in the Senior Assistant's division are, as may be surmised, in very bad condition indeed; in fact, there are no roads, merely tracks with a rough bridge here and there, and are attempts made to slope the nullahs and fill up the worst crossings. The first thing to do in the division is to make a good road from Chollapadam to Rayaghada and to put a toll on it. The traffic is enormous and the income from the tolls will keep the road in thorough repair. There should be a special grant made for this line; meanwhile the other roads should be gradually developed from the annual budget grant.

The reason why the roads in the Senior Assistant's division are in such bad order compared with those in the Special Assistant's is, I think, that the country is more difficult to road below the ghats than above them. Also road-making has never

formed so patent a part of the Senior Assistant's duties as is the case with the Special Assistant. His head-quarters are at Parvatipur, outside the Agency. He is more like a mere Head Assistant Collector with cut and dried duties, formulated work and office hours, and he has great difficulty in getting subordinates who will stick to the road work. The climate too is very obnoxious to out-of-door work contrasting to disadvantage with the healthy bracing climate of Jeypore above ghâts and somehow, with few exceptions, the class of men sent to the Senior Assistant's division has not possessed road-making attributes. A great deal more money has been devoted to the roads in the Special Assistant's division during the last 25 years than to the Senior Assistant's charge.

32. The mileage of cutcha fair-weather roads opened in the Special Assistant's charge is as follows :—

	Miles.
1. The Tandevalsa (or Turner's ghat road)	13
2. Potinghi to Koraput	28
3. Koraput to Nowrangapore	34
4. Nowrangapore to Central Provinces boundary, 78 miles, completed as far aa Beejapur	31
5. Koraput to Jeypore	14
6. Jeypore to Boregumma	13
7. Boregumma to Kotepad	16
8. Jeypore to Motuk (120 miles) completed to Malkangiri	60
9. Malkangiri to Kondakumben	30
10. Janamguda *via* Araku, Padava, the Petta ghat to Jeypore (completed but abandoned owing to failure to open the Anantagiri ghât (see *supra*) in parts fallen away, but under gradual process of repair). Mileage of this road is about 70 miles, of which perhaps 50 miles is in a passable state	50
11. Semlaguda, Nandapore and Sogara road, 25 miles, completed ..	10

There are therefore 300 miles of road which may be inscribed as the existing mileage of the roads in the Special Assistant's division. About Rs. 44 per mile per annum have been spent on these roads during the last four years. It is impossible to state exactly how much has been spent on repairs and how much on new works, or how much on bridging (a heavy item of outlay). But all the roads are in very fair order and carts can travel along them everywhere.

33. To complete the system of roads in the Special Assistant's division, the following mileage is necessary :—

	Miles.
1. The completion of the Central Provinces road from Beejapur to the frontier	47
2. From Oomerkot to Purnabeda mutta *via* Jargaon	40
3. A road to run from Septam to Singapur and Tentalakunti	25
4. From Nowrangapore to Kurmeli	20
5. Road from Baparigumma to Ramgiri	15
6. Jeypore to Bagdiri and a bridge over the Kolab at Kudbi	10
7. Roads in Kotepad taluk	40
8. The repair of the Janamguda, Aruku, Pettaghat and Jeypore road	20
9. Sogara road to Badiguda	15
10. Badiguda to Govindapilli	15
11. Jaitgiri to Kolar	10
12. Sogaru to Nandapur and Semlaguda	15
13. Dumriput to Maschmala, Latchmepuram, Combacotta and Rayaghada	50
14. Maschmala to Narainpatam	12
15. Malkangiri to Motu	60
16. Malkangiri towards Lammasingi, about	50
Total ..	444

My calculation therefore is that there will be about 444 miles of road to do to complete the Agency system of roads in the Special Assistant's division.

All of this work, with the exception of a few miles, is easy work and it can be done at an average of Rs. 250 per mile with perfect facility. The exceptions are the Badiguda-Govindapilli and Jaitgiri-Kolar ghats, perhaps 10 miles heavy work, at Rs. 1,000 per mile. There are other works here and there which I have not taken into account in this rough survey, such as the Girligumma ghat, because they are not of urgency.

34. As to the execution of the works required, I would, as suggested by Government, certainly concentrate work as much as possible.

Supposing that Rs. 12,500 be allotted annually for the development of these roads, I would recommend the following order of construction :—

		RS.
1888-89..	Completion of the road to Central Provinces boundary, 47 miles, and construction of the Joregaum-Poornabeda ghat, 3 miles. Total mileage about 50, at Rs. 250 a mile	12,500
1889-90 and 1890-91.	Repair of the Aruku-Jeypore line, 20 miles, at Rs. 250.	5,000
	Road to Badipuda, 15 miles, at Rs. 250	3,750
	Sogaru to Nandapur, 15 miles, at Rs. 250	3,750
	Badiguda to Govindapilli, 15 miles, at Rs. 250 ..	3.750
	Extra for ghat	5,000
	Jaitgiri to Kolar, 10 miles, at Rs. 250..	2,500
	Extra for ghat	3,000
	Total ..	26,750
1891-92 and 1892-93.	Septam to Tentalikunti, 25 ; Beparigumma to Ramgiri, 15, at Rs. 250	10,000
	Bridge over the Kolab at Kudbi	2,500
	Bagderi to Jeypore road, 10 miles, at Rs. 250 ..	2,500
	Kotepad-Churchunda, Aruli, Pauperhandi, Meindelpur, 40 miles, at Rs. 250	10,000
	Total ..	25,000
1893-94 and 1894-95.	Dumariput to Maschmala and Rayaghada, 50 miles; Maschmala to Narainpatam, 12 miles	15,500
	Extra for Combacotta and Maschmala ghats	5,000
	Total ..	20,500
1895-96 and 1896-97.	Malkangiri and Motu, 60 miles, at Rs. 250	15,000
	Malkangiri towards Lammasingi, 50 miles	12,500
	Total ..	27,500

This leaves still 60 miles to be completed, but it seems useless to carry speculation into the following decade.

35. Lastly to come to the Principal Assistant's division—

There are 13 roads with an aggregate mileage of 161 miles, on which the total expenditure for five years has been Rs. 11,706-10-8, or about Rs. 14 per mile per annum, which is not a great amount to spend in a country 1,800 square miles in extent. The roads required may be arranged as follows :—

Carts—Ghats and Passes.	Miles.
1. Lammasingi ghat	10
2. Minamalur ghat	12
3. Koyyur pass	4
Total ..	26

Roads above ghats.

	Miles.
4. Lammasingi ghat to Chintapilli	27
5. Chintapilli to Gudem	
6. Lammasingi to Lotugedda	28
7. Lotugedda to the Jeypore border	
8. Kristnadevipeta to Koyyur, 12 miles less, 4 miles ghat reckoned above	8
9. Minamalur to Paderu	6
Total ..	69

Bridle-paths over ghats and elsewhere.

10. Saramanda ghat	14
11. Badaralla ghat	14
12. Rampul ghat	16
13. Lammasingi to Gimili	14
14. Gimili to Gangaraz-Madgole	14
15. Gangaraz-Madgole to Paderu	12
16. Gudem to Pedavalsa	10
17. Pedavalsa to Chintapilli	10
18. Chintapilli to Lotugedda	12
19. Gudem to Dharakonda	16
Total ..	132
Grand Total ..	227

36. Of the ghats and passes through and up which cart roads have to be constructed, neither the Koyyur pass is, nor the Lammasingi and Minamalur ghats are anything but bridle-paths. It is proposed to construct first-class cart roads along these three lines.

The roads above the ghats must also be made as Agency roads at Rs. 250 a mile.

Of the bridle-paths, Nos. 10, 11, 12 and 16 have had money spent upon them, and so far as that has gone, the work done will be to credit. I am not able to state precisely to what extent these bridle-paths are sufficiently good, but from the money expended on them, and from my personal knowledge of many of them, they will require a good deal of repair. Bearing this in mind, I think it will be best to consider them all requiring re-doing in the course of the next ten years, to which term I propose to limit my budget forecasts.

37. The ghats and passes must of course be constructed from special grants.

As to the roads, the 69 miles, at Rs. 250 per mile, will cost Rs. 17,250, while 132 miles of bridle-path will cost, at Rs. 50 per mile, Rs. 6,600, total Rs. 23,850. I propose to allot Rs. 2,500 per annum to new roads in this division, and, under this arrangement, it will take ten years to complete the system.

38. The result of this investigation goes to show that the mileage of roads in the Agency may be arranged as follows :—

1. Roads completed by Public Works Department		28
2. Cutcha roads completed and open to traffic—		
(a) Special Assistant's division	300	
(b) Temporary Deputy Collector's division (Kagalmada to Anantagiri)	10	
		310
3. Tracks passable to carts in dry weather in which a little money is spent—		
(a) Senior Assistant's division	195	
(b) General Duty Deputy Collector's division (Setampeta pass)	10	
(c) Temporary Deputy Collector's division (Chilakalagedda to Kagalmada)	6	
		211
		549

39. The roads projected in substitution for, or in addition to, the above are :—

	Miles.	
The Principal Assistant's Division—		
First-class ghats	22	
Cutcha roads	73	
		95
Senior Assistant's Division—		
First-class passes	18	
Cutcha roads	177	
		195
Special Assistant's Division—		
First-class roads by Public Works Department, sanctioned .	28	
Now proposed	115	
(*Note.*—Five miles to be paid for by Maharajah.)		
Cutcha roads	444	
		587
General Duty Deputy Collector's Division—		
First-class pass		10
Temporary Deputy Collector's Division—		
First-class ghat		25
Total ..		912

To arrive at a clear statement of the mileage of all the roads, 143 miles will under the above scheme become pucka and they must be deducted from the 300 miles already opened in Special Assistant's Division. The balance added to 919 will be the sum total of all the cart-roads in the agency tracts when completed. This gives a figure of 1,069 miles. I have omitted a few miles here and there perhaps, so would prefer that 1,100 miles be taken as the figure.

It will be observed that, with the exception of the Principal Assistant's Division, no specific allotment is made towards the construction of bridlepaths. In other divisions which are well populated, bridlepaths are not necessary, as the paths, from village to village, can be followed by the constables and inspecting officers for whose comfort these ways are designed. In the Khond and Soura hills, however, as in the Pálkonda hills, some money must be spent on keeping open these paths, and, without going into detail on the matter, it will be sufficient to remark that allotments for the purposes will be made from the divisional budgets.

40. I have now glanced at all the roads required to be made in the agency tracts.

Remain the questions—When are they to be made? whence are the funds to be derived? by whom are the roads to be constructed?

G.O., 29th Nov. 1886, No. 1254, Financial.

In their order, marginally noted, the Government cut down the budget grant of the agency tracts in this district to Rs. 32,000. They arrived at this figure by taking the sum of the allotments for three years and dividing the sum by 3. This curtailment had no reference to a desire to restrict the road-making policy of Government, but it was due to crippling of Provincial resources. It seems to me that there should be special arrangement made between the Government and the agency to cover operations for the next ten years. Let the Government of India be forewarned that the money must be found and that the Provincial budget can then be framed to meet the charges. First, I think, Rs. 32,000 altogether too small an annual allotment. I propose to increase this to Rs. 46,000, and to this will be added the Maharaja's yearly grant of Rs. 4,000, making a total annual budget of Rs. 50,000. I would distribute this as follows among the five divisions of the agency tracts :—

	New Works.	Repairs.
	RS.	RS.
Principal Assistant's Division	2,500	2,500 *
Senior " "	5,000	5,000 *
Special " "	12,500	12,500 *
General Duty Deputy Collector's Division.	2,500	2,500 *
Temporary Deputy " "	2,500	2,500 *
Total ..	25,000	25,000

* Includes repairs to agency bungalows and bridlepaths.

41. Taking the Principal Assistants's Division, where I have shown we require Rs. 23,850 to complete the system, Rs. 2,500 per annum will enable this result to be arrived at in ten years' time.

The Senior Assistant's Division requires 195 miles of road. Of this, 18 miles must be built from special grant, and the remaining 177 miles, costing Rs. 44,250, will be completed in nine years' time.

In the Special Assistant's Division I have spread the completion of the roads over nine years at Rs. 12,500 per annum.

In the General Duty Deputy Collector's Division there is the Setampeta pass which will cost Rs. 25,000 to make, and, if it is to be paid for out of the annual agency budget, it will likewise take ten years to complete. If, as proposed further on, the Government will include this road in their "special grant," most of the Rs. 5,000 per annum will be available for any of the other divisions.

The Anantagiri ghât lies in the Temporary Deputy Collector's Division. If the Government will not give a special grant towards this work in spite of the enormous necessity of the undertaking, all that can be done is to creep on little by little with Rs. 2,500 per annum, and to maintain what has been done with a similar sum. So far the annual budget of Rs. 50,000—Rs. 46,000 of which Government can provide without any qualms of extravagance, and Rs. 4,000 can be given by the Jeypore Maharaja.

42. We now come to the construction of the special works which lie beyond the scope of the ordinary agency annual budget works that are so expensive as to demand extraordinary aid from the Provincial budget. These works requiring engineering knowledge and superintendence should be projected and carried out by the Public Works Department. But unless that department consents to moderate its rates the frightful figures it would present would terrify the Finance Department out of its wits. They charged Rs. 20,000 a mile for the Sálúr-Pottingi ghât and are charging Rs. 10,000 a mile for the Pottingi-Koraput road. These rates are, as I have already explained, three and four times the rates that I consider necessary—an opinion I am prepared to sustain—Rs. 6,500 per mile for a ghât road, and Rs. 2,500 per mile for a road through a pass, are the rates I hold to. If the Government decide to open up the country, as I contend, the country requires to be opened for the purposes of trade, and in order to administer it without a recurrence of the outbreaks that have troubled us and cost us money ever since we have taken up the immediate rule of the hill tracts, there is no doubt in my mind that the roads absolutely necessary to this end are:—

	Cost of each work according to my estimate.
	RS.
1. The Vizagapatam Central Provinces road	6,00,000
2. The Setampeta pass	25,000
3. The Rayaghada ,, ...	45,000
4. The Anantagiri ghât	85,000
5. Lamsingi ghât	65,000
6. The Koyyur pass	10,000
7. The Minamalur ghât	78,000
Total ..	9,08,000

43. The completion of these roads will enable carts to penetrate to all parts of the hill tracts, if the internal communications already described are kept in order by the agency authorities. But every one of these cart roads is required for communication with all parts where disturbances are likely to arise, with the sole exception of the Setampeta pass. It requires a personal knowledge of the country, and it would require a topographical description to prove this statement to be absolutely correct. At the risk of being tedious, I will mention one or two instances that bear me out.

Supposing there was a disturbance at Aruku, as there was in the fituri of 1880. Looking at the map it may be inferred that a cart can get to Aruku up the Sálúr-Pottingi ghât; but there is no communication except for men and pack cattle between

Pottingi and Aruku. So if we wanted to send up a force to Parderu, neither the Lamsingi nor the Anantagiri ghât is available. Nor can carts travel to Koyyur, *via* the Lamsingi ghât.

Suppose a disturbance in Malkangiri. To get at the place from Vizianagrum *via* Sálúr and Pottingi, carts would have to travel 200 miles from Vizianagrum, whereas either by Anantagiri and Badiguda, or from Narsipatam, *via* Lamsingi and Kondakamberu, the distance would be reduced by one-half.

44. Out of the nine lakhs and eight thousand rupees required for these roads, three lakhs (nearly) have already been sanctioned on the Pottingi-Koraput road. Remembering that I contend that this should be reduced to two lakhs, or otherwise my estimate must be increased to ten lakhs, Government have to decide whether a case is made out for a special allotment of one lakh per annum for 9 or 10 years, half of which is to be accounted for by the Public Works Department and half by the agency.

45. I have prepared a calendar showing what works should be taken up year after year by the agency to carry out this scheme of roads at an expenditure of half a lakh per annum spread over six years. I leave the six lakhs required for the Vizagapatam Central Provinces trunk line apart, as that is a Public Works matter: but I understand they require half a lakh per annum, though, in my opinion, they should be able to spend an annual lakh:—

Years.	Grant.	Anantagiri ghât. Amount required to complete the work, Rs. 85,000.	Rayaghada pass construction, Rs. 45,000.	Setampeta pass construction, Rs. 25,000.	Lamsingi ghât construction, Rs. 65,000.	Minamalur ghât construction, Rs. 78,000.	Koyyur pass, Rs. 10,000.
	RS.	RS.	RS.	RS.	RS.	RS.	RS.
1888-89	50,000	25,000	12,500	12,500	..	..	..
1889-90	50,000	25,000	12,500	12,500	..	..	..
1890-91	50,000	10,000	10,000	..	30,000	..	..
1891-92	50,000	10,000	10,000	..	30,000	..	..
1892-93	50,000	10,000	..	..	5,000	25,000	10,000
1893-94	30,000	5,000	..	..	..	25,000	..
1894-95	28,000	..	..	..	..	28,000	..
Total ..	3,08,000	85,000	45,000	25,000	65,000	78,000	10,000

46. I have not touched on the scheme of local taxation by tolls and road-cess, but there is no doubt that Government will be able to transfer the burden of providing Rs. 46,000 annually for the general agency budget to the funds so raised; and here, it seems, is an opening for the special provision of the half a lakh per annum.

47. Four appended statements give the specific details required by G.O., dated 23rd December 1886, No. 3387, Judicial, and the map appended to this letter has been compiled as carefully as I have been able. It is a faulty map; the skeleton sent me from the map office is described quite justly by Mr. Elwin as a miserable production; and I have been unable to make as much of it as I desired. The proper thing for the Survey office to do is to take the 1 inch = 4 miles Atlas sheet of India and reduce from it a 1 inch = 8 miles map of the district with all the topographical features well marked. From my map they can distinguish the boundaries of the divisions, hill zemindaries, and approximate site of the Police stations. But the roads are not accurately aligned in my map, which is only a rough sketch illustrative of this letter.

If the Survey Department will prepare a map from the abovenamed sheet, marking in the villages from it (which are very fairly accurate), and the topographical features of the country, such as rivers, mountains, &c., which are also very correct, and will then send the map to me, I will have the alignment of the roads put in as they really run. It is beyond my power to do this with the vague impossible chart they have sent me.

ENCLOSURES.

STATEMENT showing the existing hill roads and the amount spent on them during the last five years in the Principal Assistant's Division of the Vizagapatam District.

Name of the road.	Length of the road in miles.	Amount spent: In the official year 1882-83.	In the official year 1883-84.	In the official year 1884-85.	In the official year 1885-86.	In the official year 1886-87.	Total expenditure of five years.	Remarks.
1	2	3	4	5	6	7	8	9
		RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
1. Lamsingi ghât between Kondasantha and Lamsingi.	8	1,319 5 11	373 9 4	375 12 0	467 5 9	1,179 9 0	3,715 10 0	The distances entered in column 2 are approximate.
2. Koyyur ghât between Kristnadevipeta and Koyyur.	2	..	120 0 0	..	..	..	120 0 0	The average expenditure per mile of road during the five years was Rs. 72 per mile, or something over Rs. 14 per mile per annum. I estimate the tract of country which these roads are supposed to open up to be some 1,800 square miles in extent.
3. Minamalur ghât between Garikibanda and Minamalur.	12	949 5 6	2,335 0 5	645 5 0	600 0 0	341 9 0	4,871 1 11	
4. Saramanda ghât between Lamsingi and Kristnadevipeta.	14	..	100 0 0	..	50 0 0	..	150 0 0	
5. Buddaralla ghât between Pedavalasa and Koyyur.	14	..	..	378 5 9	..	..	378 5 9	
6. Rampul ghât between Kristnadevipeta and Pedavalasa.	16	..	..	696 15 6	700 0 0	..	1,396 15 6	
7. Road from Kristnadevipeta to Koyyur ..	12	695 5 6	..	..	..	..	695 5 6	
8. Do. from Lamsingi to Gudem	27	204 0 0	..	..	..	..	204 0 0	
9. Do. from Gudem to Pedavalasa	10	100 0 0	..	..	..	..	100 0 0	
10. Do. from Lamsingi to Lotugedda	14	..	3 6 0	..	..	..	3 6 0	
11. Do. do. to Gimmili	14	..	..	..	12 0 0	..	12 0 0	
12. Do. from Chintapalli to Lougedda	12	..	15 0 0	..	..	..	15 0 0	
13. Do. from Minamalur to Padeu	6	..	..	..	..	44 14 0	44 14 0	
Total ..	161	3,268 0 11	2,946 15 9	2,096 4 3	1,829 5 9	1,566 0 0	11,706 10 8	

STATEMENT showing the number and mileage of existing roads and the amount spent upon them during the last five years in the Senior Assistant's Division.

Name of road.	Mileage of roads.	Amount spent during 1882-83.	Amount spent during 1883-84.	Amount spent during 1884-85.	Amount spent during 1885-86.	Amount spent during 1886-87.	Total.	Remarks.
1	2	3	4	5	6	7	8	9
		RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
1. Chollapadam to Rayaghada	18	530 0 0	730 0 0	530 0 0	2,473 2 9	3,646 5 3	7,909 8 0	
2. Rayaghada to Central Provinces frontier (*via* Bissemkatak and Ombadola)	70	..	..	..	400 0 0	..	400 0 0	
3. Komatlapeta to Singupur	22	300 0 0	..	300 0 0	..	..	600 0 0	
4. Kurupam to Gunupur	28	400 0 0	500 0 0	500 0 0	100 0 0	..	1,500 0 0	
5. Gunupur to Gudari	20	..	..	..	..	..	..	
6. Battivalsa to Narayanapatnam	25	500 0 0	1,000 0 0	913 12 0	1,040 0 0	1,555 7 11	5,009 3 11	
7. Gunupur to Putosingi (*via* Jalteru)	12	200 0 0	200 0 0	200 0 0	..	150 0 0	750 0 0	
Total ..	..	..	..	..	..	..	16,168 11 11	

STATEMENT showing number of miles on each road and the expenditure during the last four years in the Special Assistant Agent's Division.

Name of road.	Number of miles.	Expenditure during 1883-84.	Expenditure during 1884-85.	Expenditure during 1885-86.	Expenditure during 1886-87.	Total Expenditure.	Average for the four years.	Remarks.
		RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
1. Nowrangapur to Raighur	67	607 2 9	3,000 0 0	2,501 11 6	3,163 6 1	9,272 4 4	2,318 1 1	Thirty-six miles are already completed with four large bridges. The new under construction by the Public Works Department will take this line.
2. Nundapore Bridle path *	16	..	..	..	916 1 0	916 1 0	916 1 0	* Ten miles are completed.
3. Koraput to Pottingi †	29	1,500 0 0	1,231 11 4	690 0 0	2,219 0 9	5,640 12 1	1,410 3 0	† There are 17 temporary bridges on this road.
4. Do. to Nowrangapur ‡	34	1,645 11 9	2,575 14 6	1,956 3 6	1,856 8 0	8,034 5 9	2,008 9 5	‡ Mungara ghât.
5. Do. to Jeypore §	14	500 0 0	2,013 5 0	587 0 2	1,214 14 0	4,315 3 2	1,078 12 9	§ Old Jeypore; that is, one new ghât is now under construction.
6. Jeypore to Motu ‖	120	2,388 12 0	2,391 0 0	2,222 14 4	1,525 2 0	8,527 12 4	2,131 15 1	‖ One ghât Kollar.
7. Do. to Borigomma	13	500 0 0	500 0 0	600 3 6	920 2 0	2,520 5 6	630 1 4	
8. Borigomma to Kotupad	16	412 15 6	1,000 0 0	693 9 0	969 3 7	3,075 12 1	768 15 0	
9. Mulkangiri to Kondakamboru ¶	30	2,000 0 0	1,057 1 6	..	..	3,057 1 6	764 4 4	¶ One ghât Balimila.
10. Turner's ghât road	13	3,870 0 0	1,200 0 0	1,195 1 3	1,618 4 4	7,883 5 7	1,970 13 4	

STATEMENT showing the mileage and expenditure on the roads in the Temporary Deputy Collector's Division during the last five years.

Name of work.	Number of miles.	Expenditure during 1882-83.	Expenditure during 1883-84.	Expenditure during 1884-85.	Expenditure during 1885-86.	Expenditure during 1886-87.	Total expenditure during five years.	Remarks.
		RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
1. Chilakalagedda Aruku Road	28	..	..	..	18,901 10 9	48,852 9 10	67,754 4 7	

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

READ—the following paper :—

From H. G. TURNER, Esq., Agent to the Governor in Vizagapatam, to the Chief Secretary to Government, dated Vizagapatam, 24th January 1888, No. 166.

With reference to paragraph 3 of G.O., dated 12th April 1887, No. 475, Financial, I have the honor to submit the draft of an Act to enable the levy of local cesses in the Agency tracts for the purpose of raising funds for the construction, repair, and maintenance of roads and communications and of hospitals and dispensaries for the sick therein. An explanatory memorandum is also enclosed.

2. I have, in addition to a cess on land, provided for a profession tax and for the levy of fess for cart-stands and markets.

3. The profession tax is necessary to enable the people who exercise professions, trades, and callings within certain local areas to contribute to the support of institutions and public conveniences which they will enjoy in common with those who are assessed to the land-cess. The profession tax will be restricted to "local areas" and will be imposed principally on the lines of municipal law. In course of time those "local areas" would merge into municipalities as soon, that is, as we find the townsfolk intelligent enough to manage their own business. I admit that the tax will be unpopular; but, provided it is gradually and cautiously introduced, I see no reason why there should be difficulty in assessing professional people and traders to it.

4. Fees for the use of cart-stands and markets will be levied in Koraput and elsewhere. There is some difficulty about this however. All through Jeypore the waste land is held to belong to the Maharaja, and before the Agent will be able to levy these fees he must procure a transfer of the sites from the Maharaja to the Governor in Council on lease. He will then levy fees at such gathering places and expend them on improving the market sites and building shelter for the traders and for their carts and cattle.

5. The assessment of the land-cess will be an onerous job. So far as the assessment goes of the ryots who pay directly to the Maharaja of Jeypore, we can rely pretty safely on the accounts and aid that will be readily furnished by the Maharaja's officials, that is to say, in so far as regards Jeypore. Some difficulty will be experienced in assessing the ryots of the other hill zemindars, to wit, Merangi, Kurupan, Salur, Panchipenta, Vizianagrum (*i.e.*, as regards Kasipuram zemindari) and Madugula.

The difficulty will lie in discovering the rent rolls of the host of inamdars, favored village renters, Tat Rajas, service inamdars and the like. No account is found anywhere of the number or holdings of these classes of occupiers. The Inam Commission never set foot inside the Agencies. All inams were included in the assets of the Jeypore estate when the permanent settlement was made. Jeypore has from time immemorial conducted its land administration as a petty sovereignty. Not even in the Muhammadan epoch was Jeypore ever brought under any control, and we have therefore in this singular country a perfect type of pure Hindu land administration quite unaffected by any foreign element whatever. The alienations are no doubt very extensive. If we take the whole rent roll of Jeypore (excluding the other hill zemindaries and our own estates), it may be roughly calculated to reach eight or nine

lakhs of rupees per annum. The Maharaja's rent-roll probably exceeds four lakhs, so there are inams yielding perhaps four lakhs, which we must go about to discover, register, and assess.

6. In addition to the above taxes and fees, tolls must be imposed on all the principal roads. Tolls are the most legitimate source of raising funds for the construction, repair, and maintenance of roads and bridges. I have, however, thought that it is for the present sufficient if the provisions of Act VIII of 1851, as amended by Act XV of 1864, are extended to the roads and bridges in the Agency tracts; and I have therefore not incorporated the provisions relating to the levy of tolls in the draft Act. On receiving the orders of Government on this letter, I propose to submit for sanction a list of the roads, bridges, ghâts, &c., to be tolled under that Act.

Tolls will, I believe, be levied without difficulty. In former days, cesses akin to tolls were always levied by the zemindars on all traders under the guise of "Mahidhan" and "Tikka" dues. Regarding the mahidhan, a somewhat spacious plea was brought forward for its legality in 1869 by Lingam Lakshmaji Pantulu on behalf of the Maharaja of Jeypore. He stated that *mahidhan* meant "ground tax" and that it was rightly imposed on Brinjaries as a return for the free grazing they enjoyed throughout the Raja's territories. But the plea was rejected by the Board in their Proceedings, dated 20th June 1870, No. 4254. The Board rightly regarded the plea that the tax was a pasturage tax as spacious, and in point of fact I believe the term mahidhan was invented by Lakshmaji to support his cause. The proper word is *mahadhan*, *i.e.*, "big tax" and the term "Tikka" meaning "small tax" also levied on traders supports this view by virtue of its suggestive antithesis.

This is interstitial history. What I wish to point out is that the traders have always been used to pay tolls although under a different name and we shall not experience any difficulty in collecting them.

7. With regard to the remark of Government that I may have overestimated the probable yield of these cesses and tolls, I would beg to observe that I based my calculations on the following figures :—

		RS.
I.	Land-cess in Jeypore on eight lakhs of rents at 1 anna in the rupee	50,000
II.	Do. in the other hill zemindaries on a rent roll of one lakh ..	6,000
III.	Tolls in ten places at Rs. 3,000 each, viz :—	
	(1) Lammasinghi ..	
	(2) Minamalur	
	(3) Anantagiri	
	(4) Pottanghi	
	(5) Narazanapatnam ..	
	(6) Rayaghada	 30,000
	(7) Gunupur	
	(8) Jeypore	
	(9) } To be fixed hereafter	
	(10) } To be fixed hereafter	
IV.	Professional tax in local areas	14,000
	Total ..	1,00,000

8. Again, the population of the Agency was at the last census 694,500, and allowing for a normal increase of $1\frac{1}{2}$ per cent. per year, it is probably now nearly eight lakhs. At 2 annas 6 pies per head, which is the incidence of taxation given in Dr. Macleane's Manual of Administration, the income from all sources would be rather over than under a lakh of rupees. It is possible that the receipts from tolls are overestimated, but on the other hand the rent roll will probably exceed nine lakhs. From an agricultural point of view, Jeypore is one of the richest countries in the Presidency. The rainfall is large enough to secure crops without irrigation. Famine is entirely unknown. Cholera rarely visits the part. There are no coolies in the country, for there is land to be had for the asking, and people who do not desire to till the ground find ample scope for their energies in petty trading between the markets.

9. I regret the delay that has occurred in submitting this letter. The subject is an extensive one and required a good deal of reference and consideration before a final draft could be prepared.

ENCLOSURE.

DRAFT BILL.

Preamble.—Whereas it is necessary that funds should be raised for the construction, repair, and maintenance of roads, bridges, and other communications in the tracts known as the "Scheduled Districts," situate within the limits of the Vizagapatam district, or in any local areas therein, and for the diffusion of education, the erection or maintenance of hospitals and dispensaries, and for other objects of public utility calculated to promote the health, comfort, and convenience of the inhabitants residing within such tracts and local areas; and whereas the Madras Local Boards Act V of 1884 is not in force within those tracts, and it is not expedient to extend its procedure to the Scheduled Districts; It is hereby enacted as follows :—

Short title—Section 1.—This Act may be called "The Vizagapatam Scheduled Districts Local Cesses Act."

Local extent.—2 (i).—It shall extend to all such tracts as are enumerated in Part I of the Scheduled Districts Act, 1874, and which continue to be included within the local limits of the Vizagapatam district.

(ii) And it shall come into force in the various tracts or in any local areas therein from such date as the Governor in Council may by notification in the *Fort St. George Gazette* direct; provided that it shall be lawful for the Governor in Council at any time by like notification to withdraw from or suspend in any part of the aforesaid "Scheduled Districts" or local areas the operation of all or any of the provisions of this Act.

Interpretation Clause—Section 3.—In this Act, unless there is something repugnant in the subject or context—

"*The Agent*" (i).—"The Agent" means the Agent to the Governor of Fort St. George in Vizagapatam.

"*Local Area*" (ii).—"Local area" means any town, village, hamlet, suburb, house, bazaar market or fair, or any number or group of the same, which may be declared to be a "local area" for the purposes of this Act.

(iii) "Land-holder" includes—

(i) All zemindars holding under a Sannad-i-Milkent-estimrar, all other zemindars, shrotriemdars, jagirdars, inamdars, and all persons holding lands under a zemindar or proprietor or directly under Government on a favorable tenure by whatever name known, and all trustees of temple lands.

(ii) All holders of land under ryotwar settlements, or in any way subject to the payment of land revenue direct to Government.

(iii) All persons forming the land revenue under Government or under a zemindar or proprietor.

"*Tenant*" (iv).—The term "tenant" shall, for the purpose of this Act, include all persons who are bound to pay rent to a land-holder.

"*Occupied Land*" (v).—"Occupied land" means and includes land occupied by any person for the purpose of cultivation or profit, and includes forests, topes, gardens, grazing grounds, mines and quarries.

"*Profession*" (vi).—"Profession" includes arts, trades, and callings and offices and appointments.

"*Notice*" (vii).—"Notice" means a written, printed or lithographed notice.

"*Writing*" (viii).—"Writing" includes "print" and written includes "printed."

"*Number*" (ix).—Words in the singular shall include the plural and *vice versa*.

"*Gender*" (x).—Words importing the masculine gender shall be taken to include females and *vice versa*.

"*Section*" (xi).—"Section" means a section of this Act.

"*Schedule*" (xii).—"Schedule" means a schedule of this Act. The schedule shall be read as part of this Act.

"*Fair*" (xiii) "Fair" means any place where ten or more people assemble periodically for the purpose of buying or selling goods of all kinds and where such goods are bought and sold on delivery.

"*Market*" (xiv).—"Market" means any place ordinarily used for the sale of meat, fish, fruit, vegetables or other perishable articles of food for human consumption which may hereafter be declared by the Agent to be a market.

General Control to vest in the Agent—Section 4.—The general management and control of all funds and property acquired under this Act shall vest in the Agent to the Governor in Council and shall be exercised by him in accordance with such orders as the Governor in Council may from time to time issue.

Constitution of local areas by notification—Section 5.—The Governor in Council may, from time to time by notification in the *Fort St. George Gazette*, declare any place or places falling within the definition of local area to be a local area for the purposes of this Act and may in like manner cancel such declaration.

Taxes and Fees—Section 6.—The following are the taxes and fees which may be levied under this Act:—

(i) A tax not exceeding two annas in the rupee on the annual rent value of all occupied lands on whatever tenure held.

(ii) A yearly tax on arts, professions, trades, and callings and on offices and appointments at the rate specified in Schedule A.

(iii) Fees for the temporary use of cart-stands and of markets, market sites, fairs, village sites, and other similar public places at such rates as may be fixed by the Agent with the approval of the Governor in Council.

Section 7.—The Agent may, subject to the provisions contained in the last preceding section, from time to time determine, with the approval of the Governor in Council, that any one or more of the said taxes shall be levied at rates not exceeding those specified in the last preceding section in any local area.

Rate on the rent value of land—Section 8.—For the purposes of this Act, the annual rent value of lands shall be calculated in the following manner:—

(i) In the case of lands held direct from the Government under a ryotwari settlement, the assessment payable to Government for the land, together with any water-rate which may be payable for its irrigation, shall be taken to be the annual rent value of such lands for the purposes of this Act.

(ii) In the case of land held on any tenure other than ryotwari, the annual rent payable to the land-holder by his tenants shall be taken to be the annual rent value of the lands held by such tenants; or when the land is occupied by the landlord himself or by any person holding the same from him free of rent or at a favorable rent, then the full rent ordinarily payable on lands of similar quality in the neighbourhood or the assessment which the land would pay if it were a ryotwari land shall be taken to be the annual rent value of such land.

(iii) When revenue or rent is paid in kind, the annual rent value shall be calculated according to the rates of rent paid for neighbouring lands of a similar description and quality, or where this cannot be ascertained, then according to the average market value of the landlord's share of produce.

Section 9.—In every tract of country to which this Act applies, every land-holder other than a holder of land under ryotwar settlement shall furnish to the Agent to the Governor or such officer as the Agent to the Governor may appoint in this behalf once in every three years a list of his lands, whether occupied by tenants or by himself, specifying in each case the annual rent value of the lands so occupied.

Section 10.—If such land-holder shall fail to furnish to the Agent to the Governor or to such other officer as he may appoint the list referred to in the last preceding section within six months after requisition made in the District Gazette or otherwise, such land-holder shall be liable to a fine not exceeding Rs. 50 for each day's delay until the list be furnished, or until the annual rent value of such land-holder's lands shall have been fixed by the Agent to the Governor as provided in the next following section. Such fine shall be imposed by the Agent to the Governor, and shall be leviable by him in the same manner as an arrear of land revenue under the provisions of Act II of 1864 (Madras).

Section 11.—If no such list be furnished by the land-holder within one month from the expiration of the six months aforesaid, the Agent to the Governor or such other officer as the Agent to the Governor may appoint in this behalf shall have power to fix for the purposes of this Act the annual rent value of such land-holder's lands, both those occupied by his tenants and those occupied by himself.

Section 12.—The Agent to the Governor or the officer appointed by him under section 9 shall have power to take steps for ascertaining the correctness of the lists referred to in section 9, or for fixing the annual rent value (as provided in the last preceding section) where lists have not been furnished, by requiring the production of accounts and documents, by summoning before him the village officers or the inhabitants of the villages, by deputing any of his officers to make such inquiries as may be necessary or by such other means as he may think proper.

Section 13.—For the purposes of the last preceding section, the Agent to the Governor or the officer appointed by him under section 9 or any officer deputed under section 12 not below the grade of a Deputy Tahsildar may exercise the powers vested in the Agent as a Civil Judge, for the summoning, examining of witnesses and the production of accounts and documents, and any person who shall obstruct any officer when making the examination referred to therein shall be held to be guilty of the offence of obstructing a public servant in the discharge of his public functions as defined in section 186 of the Indian Penal Code.

14. If the Agent to the Governor or other officer appointed under section 9 is satisfied with the list submitted by a land-holder under section 9 of this Act, he shall assess him in accordance with it for the land-cess due on his estate, but if such officer be dissatisfied with the list, he shall, after making the inquiries referred to in section 12, amend the same; and in cases where no list has been furnished and the annual rent value is fixed as provided in section 12, he shall himself cause a list to be prepared and shall assess the land-holder in accordance with such list. In either case the assessing officer shall supply such land-holder with a copy of such amended list or list which, for the purposes of this Act, shall be taken to contain the annual rent value of his lands liable to the land-cess, provided that in the assessments under this section no land shall be liable to be assessed twice over.

Section 15.—All orders of the Agent to the Governor under section 14 of this Act shall be final. In the case of orders passed by a subordinate officer, an appeal shall lie to the Agent, provided such appeal be preferred within three months from the date of the order.

Section 16.—In the case of land held on ryotwari tenure, the amount of the land-cess shall be entered in the patta of the land-holder, and shall thenceforward become payable by him.

Section 17.—It shall not be competent to any civil court to entertain any suit regarding the rate of land-cess assessed on any lands, or regarding the liability of any lands to such cess.

Section 18.—After the assessment of the land-cess under this Act shall have been once completed, it shall not be altered for a period of three years.

Section 19.—Every land-holder shall pay to the Agent to the Governor or other officer empowered by him to receive it the local cess due in respect of lands held by him as aforesaid on or before such dates and in such instalments as the Agent to the Governor under the general orders of the Governor in Council may by notification in the District Gazette declare; provided that in the case of lands occupied by tenants, it shall be lawful for the land-holder to collect and recover from such tenants one-half of the amount payable in respect of the land so occupied; provided also that in the case of lands held by land-holders subject to a payment to the zemindar or proprietor of a kattubadi, quit-rent or other favorable rent, it shall be lawful for the land-holders to recover from the zemindar or proprietor one-half of the amount payable in respect of such kattubadi, quit-rent or other favorable rent by deducting the same from such kattubadi, quit-rent or other favorable rent.

Section 20.—When the whole or any portion of an instalment of land-cess shall not be paid by a land-holder on the date fixed by the Agent to the Governor under section 19 of this Act, the sum remaining unpaid shall be deemed an arrear, and it shall be lawful for the Agent or other officer empowered by him in that behalf to proceed to recover the arrear with interest and costs of process under the provisions of Act II of 1864.

Section 21.—All land-holders are hereby declared to have the same powers and to be liable to the same penalties in the collection of the land-cess from their tenants and other occupants of their lands as may be prescribed in any Act or regulation which now is or hereafter may be in force for the collection of rent due to a land-holder.

Section 22.—It shall be lawful for the Agent to the Governor, with the previous sanction of the Governor in Council, to compound with any land-holder for such period as he may think fit for the annual payment of a fixed sum as the land-cess yearly due on account of his estate, and in consideration of such arrangement to dispense with the list prescribed by section 9 of this Act, provided always that the owner of any estate entering into such a composition shall not be entitled to levy from any of his tenants or other occupants of his lands within the said estate any larger sum for land-cess than they would have been liable to pay under this Act on the annual rent value of their lands if no such composition had been made.

Section 23.—Every land-holder, other than a holder under a ryotwari settlement subject to the payment of revenue direct to Government, shall be entitled to a remission of one-half of the tax payable by him on so much of the whole annual rent value of his land as is equal to the amount of the revenue payable by him to Government in respect of such land; provided that the amount recoverable by such land-holder from his tenants under the proviso to section 19 shall be calculated upon the whole amount which would have been payable to Government if no such remission had been allowed.

Tax on Provisions, &c. Section 24.—If the Agent with the assent of the Governor in Council notify under section 7 that a tax on arts, trades, professions and callings and on offices and appointments shall be levied within any local area, every person who within such local area exercises after the date specified in the said notification any one or more of the arts, professions, trades or callings or holds any one or more of the offices or appointments specified in Schedule A shall, subject to the provisions of section 30, pay in respect thereof the sum specified in the said schedule as payable by persons of the class in which such person is placed.

Section 25. (1).—The Agent or any officer appointed by him for this purpose shall decide in which of the said classes such person ought to be placed.

(2). The Agent or the officer appointed by him for the purpose may from time to time revise such classification.

Section 26.—The sum payable under section 24 shall be paid in two equal instalments, one for each half of the year; the instalment payable in respect of each half of the year shall be payable by any person who has for sixty days reckoned consecutively, or from time to time in such half year exercised such art, profession, trade or calling or held any such office or appointment within the local area.

Section 27. (1).—If in any half year any person exercises any such art, profession, trade or calling, or holds any such office or appointment for sixty days without paying the sum due in respect of such half-year, the Agent or the officer appointed by him for the purpose may serve upon such person a notice to pay such sum within 15 days from the date of service.

(2) If the sum be not paid within 15 days from the date of service of the notice, the Agent or the officer empowered by him in this behalf may proceed to recover the amount together with all costs in the same way as if it were an arrear of revenue under Act II of 1864.

28. (*i*). The Agent or the officer appointed by him for the purpose shall give every person making a payment under section 24 a receipt for the same signed by the Agent or the officer appointed by him for the purpose or by some officer duly authorised by him in that behalf.

(*ii*) Such receipt shall specify :—

(1) the date of the grant thereof;
(2) the name of the person to whom the receipt is granted;
(3) the art, profession, trade, calling, office or appointment in respect of which the payment has been made;
(4) the period for which it has been made;
(5) the sum paid in respect thereof.

Section 29.—Every member of a firm or partnership or of an undivided Hindu family shall be personally and separately liable to the tax leviable under section 24.

Section 30. –A person who carries on more arts, professions, trades or callings, or holds more offices or appointments than one, or comes under more than one of the designations or classes mentioned in Schedule A, shall be chargeable under any one of such designations or classes on his aggregate income from all such sources.

Section 31.—No person shall be liable to the payment of the tax under section 24 who shall prove that he has paid the tax for the same half-year in any other local area.

Fees. Section 32.—If the Agent shall have determined, with the approval of the Governor in Council, to levy the fees mentioned in clause 3 of section 6, he shall at once proclaim, by an order in writing and by beat of drum in the villages in which such fees are to be levied, that such fees will be levied from the date specified in such order and at the rates fixed therein until such time as the said order shall be modified or cancelled.

Section 33.—If the Agent proclaim in the manner provided in section 32 that any fee shall be levied, such fee shall, at the rate mentioned in the proclamation, be paid on demand by the person by whom the cart stands, markets, market sites, fairs, village sites or other public places may have been used to the Agent or to any person duly authorised in that behalf by the Agent.

Section 34.—If such fee is not so paid, the movable property of the person by whom it is payable shall at once be seized and sold by the Agent or the person authorised by him in that behalf.

Section 35. (i) The following property shall not be liable to distraint:—

(*a*) the necessary wearing apparel of the defaulter, his wife and children;
(*b*) the tools of artisans; and
(*c*) where the defaulter is an agriculturist, his implements of husbandry and such cattle as may, in the opinion of the Agent or the officer appointed by him for the purpose, be necessary to enable the defaulter to earn his livelihood.

(ii) The distress shall not be excessive, that is to say, the property distrained shall be, as nearly as possible, proportionate to the amount due.

(iii) When the property seized is subject to speedy and natural decay, and when the expense of keeping it in custody and the amount of the tax due will exceed its value, the person seizing the property shall at once, after seizure of such property, give notice to the person in whose possession it was when seized to the effect that it will be sold at once and shall sell it accordingly unless the amount due be forthwith paid.

(iv) Any surplus that may remain after deducting the amount of the tax or fee and of the said expenses including the expenses of the sale shall be returned on demand if made within six months to the owner of the property, or if no demand be made within such period, shall be carried to the credit of Government.

Section 36. - *Purposes to which the funds raised under this Act shall be applied.*—The funds raised under this Act shall be lodged in the public treasury and together with any grant which the Governor in Council may from time to time sanction and any voluntary contributions which

may be raised from the public towards the objects of this Act shall, in accordance with such orders as may from time to time be passed by the Governor in Council, be exclusively applied to the following purposes :—

(1) the construction, repair and maintenance of roads, streets, ghâts, bridges, ferries and other means of communication;
(2) the planting and preservation of trees on sides of roads and on other public places;
(3) the construction, repair, maintenance, and endowment of hospitals, dispensaries, travellers' bungalows, choultries, chattrams, markets, cart-stands, drains, sewers, water-works, tanks and wells, and the payment of all charges connected with the objects for which such buildings have been constructed, the training and employment of medical practitioners and vaccinators, the sanitation of towns and villages, the cleansing of the streets, tanks, and wells and other works of a similar nature;
(4) the diffusion of education, and, with this view, the construction and repair of school-houses, the establishment and maintenance of schools either wholly or by means of grant-in-aid, the inspection of schools and the training of teachers;
(5) other measures of local public utility calculated to promote the safety, health, comfort or convenience of the people.

Schedule referred in clause 2 of section 6.

SHEDULE A.

TAX on Arts, Professions, Trades and Callings.

	Yearly RS.
Class I.	
Every Joint Stock Company trading with a paid-up capital of one lakh of rupees or upwards	100
Class II.	
Every Joint Stock Company trading with a paid-up capital of less than one lakh of rupees	50
Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs. 1,500 a month or upwards	50
Every abkári renter, merchant, banker, sowcar, contractor, ship or boat owner, wholesale trader or commission agent or any agent, gumastah or servant in charge of the business of such persons when the principals are non-resident	50
Every practising barrister	50
Every owner of a press for cotton, or of a coffee-cleaning establishment or saw-mills ..	50
Every hotel-keeper, boarding-house keeper, shopkeeper, manufacturer, artisan or trader, the gross rental of whose shop or place of business is estimated at Rs. 1,200 per annum or upwards	50
Class III.	
Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs. 800 per month and is less than Rs. 1,500 per month	25
Every merchant, banker, sowcar, contractor, ship or boat owner, wholesale trader or commission agent, or any agent, gumastah or servant in charge of the business of such persons when the principals are non resident not assessed under class II	25
Every practising barrister not assessed under class II, and every attorney-at-law, proctor, notary public or pleader practising in any Civil and Sessions Court, Subordinate Judge's Courts, or Court of Small Causes	25
Every practising surgeon, physician, dentist, architect or civil engineer	25
Every owner or farmer of a bazaar	25
Every owner of a press for cotton or of a coffee cleaning establishment or of saw mills not assessed under class II, and every owner of a printing press or of a press for oil, jute, hides or other materials, and every auctioneer	25
Every hotel-keeper, boarding-house keeper, shopkeeper, manufacturer, artisan or trader, the gross rental of whose shop or place of business is estimated at Rs. 500 a year or upwards	25
Class IV.	
Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs. 400 a month and is less than Rs. 800 a month	12
Every practising licentiate of medicine, apothecary and veterinary surgeon	12
Every keeper of a spirit shop, punch house, or billiard room or wholesale produce depôt ..	12

	Yearly Rs.
Every hotel-keeper, boarding-house keeper or shopkeeper or retail dealer, manufacturer, artisan or trader, the gross rental of whose shop or place of business is estimated at more than Rs. 100, but less than Rs. 500 a year	12
Every pleader and practising vakil not included in class III	12
Every broker or other person employed in the transfer or purchase of imports or exports, or in the sale of Government securites, shares and bills of exchange, or in procuring freight	12

Class V.

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs. 200 a month and is less than Rs. 400 a month	6
Every hotel-keeper, boarding and lodging house keeper, shopkeeper, retail dealer, manufacturer, artisan or trader not included in class III or class IV	6
Every pawn-broker and every trader, artisan, or merchant having a shop or place of business not included in class IV	6

Class VI.

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs. 100 per month and is less than Rs. 200 per month	3
Every keeper of a permanent stall at a public market	3
Every native doctor not included in any other class	3
Every pawn-broker and every trader, artisan or merchant having a shop or place of business not included in class V	3

Class VII.

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs. 50 a month and is less than Rs. 100 a month	2

Class VIII.

Every retail dealer, manufacturer, artisan, trader or keeper of a shop or stall not included in any other class or money changes	1
Every pedlar, hawker	1
Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs. 30 a month and is less than Rs. 50 a month .	1

Explanatory Memorandum to the Draft Act.

Sections 1 *and* 2—*Title and extent of the Act.*—Framed so as to extend the Act to all or only to approved parts of the Agency and in case of expediency to enable the withdrawal or suspension of the Act from or in any locality.

Section 3.—*Definitions.*—The Agency tracts of Vizagapatam consist of lands held on various tenures. First there is the Pálkonda Agency, a Government estate, which is managed purely on the ryotwari system. Then there is the Golgonda Agency, also a Government estate, where each mutta consisting of a number of villages is enjoyed by the muttadar under a very restricted tenure. There are all kinds of tenures among the hill zemindaries from Meranghi on the north to the Madgole zemindari on the south, and no one knows what the alienations are in the Jeypore estate. Besides the great minor fiefs of Kalyana Singapur, Bissem Cuttack, Nowrangapur and Godairi there are innumerable holdings on favorable tenure all over the country. Lands conditioned for service, inam lands, temple lands, lands granted for maintenance for an undefined period, in fact the confusion into which the land has got in Jeypore will require for the purposes of this Act the undivided attention of a superior officer to unravel and set straight.

There is no estate in the Madras Presidency so entirely destitute of land records as "Jeypore." Even the villages have never been tabulated in any public paper except the census returns. No mention is made of them in the accounts of the zemindaries framed at the beginning of the century, for the Jeypore dominions were entered therein by the taluk and not by the village.

I have therefore defined the word "Land-holder" so as to include all these classes of persons in the term and thus enable Government to levy land-cess not merely on the partial rents received by the zemindar, but on the full rent of the land payable by the actual occupiers.

I have defined "occupied land" so as to include forests, gardens and topes, which, in a country so fertile and yet so unpopulated as some parts of the Agency tracts, necessarily form a prominent feature of the land. The other definitions call for no remarks.

Section 4 vests the general management in the Agent, subject to the orders of Government.

Section 5 refers to constitution of local areas.

Section 6 describes the taxes and fees leviable under the Act.

Section 7 provides mode of determining what taxes should be levied in particular areas—*vide* section 48, District Municipalities Act, and section 58, Local Boards Act.

Sections 8 *to* 23 prescribe the mode of assessing and levying land-cess.

Section 8, *Clause* (*i.*)—Same as section 3 of the Road-cess Act.

Section 8, *Clauses* (*ii*) *and* (*iii.*)—See sections 4 and 5 of the Road-cess Act. I have added words which will enable the Agent to the Governor to determine the annual rent value of lands other than by means of the rates paid for neighbouring lands, in order to provide for the case of tracts of country where the lands are all held on a similar tenure or rents are all paid wholly or partly in kind, and where therefore the provision to fix the rent value according to the rates paid for neighbouring lands of similar quality would be of no avail.

Section 9.—*Vide* section 6 of Act III of 1866. It is intended to empower divisional officers to receive lists of lands.

Sections 10 *and* 11.—Sections 7 and 8 of the Road-cess Act III of 1866 have been adopted with verbal alterations.

Section 12.—Section 9 of Act III of 1866. All allusion to karnams and to Regulation XXIX of 1802 has been omitted, as there are no such officers in most parts of the Agency tracts.

Section 13.—Section 10 of the Road-cess Act adopted with verbal alterations.

Section 14.—*Vide* Section 11 of Act III of 1866. I have inserted the words "provided that in the assessments under this section, no land shall be liable to be assessed twice over" so that the zemindar, who is the owner of the lands and his renter or mokhasadar may not both be liable to pay cess on the rent of the same land because both come under the term "land-holder."

Section 15.—*Vide* section 12, Act III of 1866.

Section 16—(New).—A salutary provision adopted from the new Local Boards Act—*vide* section 72.

Sections 17 *and* 18.—Sections 13 and 14 of Act III of 1866.

Section 19.—Section 15 of Act III of 1866. I have provided not only for enabling the land-holder to recover from his tenants half the cess, but have also provided for the reimbursement to mokhasadars and others who are included in the definition of "Land-holder" of half of the kattubadi or quit-rent which they themselves pay to the zemindar. For instance, the Rani of Kalyana Singapore holds an estate supposed to yield her Rs. 20,000 a year. She pays to the Maharaja of Jeypore Rs. 5,000 as kattubadi. The Maharaja will not be liable to pay land-cess on these Rs. 5,000, because the Singapore Rani as the "Land-holder" will pay the cess on the whole Rs. 20,000. It is therefore only reasonable that while she recovers from her tenants half of the cess paid on the Rs. 5,000 (no part of which remains to her) she should be entitled to recover the other half from the Maharaja to whose income the Rs. 5,000 are added.

Sections 20 *to* 22.—Corresponding sections of Act III of 1866 are 16, 17 and 18.

Section 23.—The District Road-cess Act does not provide for remission of cess on the revenue paid to Government, for instance, the peishoush paid by zemindars or the rental paid by muttadars as in Golgonda. The justice, however, of the remission has been recognised in the subsequent Acts—*vide* section 48 of Act IV of 1871 and section 75 of Act V of 1884.

Sections 24 *to* 31—*Profession Tax.*—Sections 24 to 31 relate to the Profession Tax, and have been adopted from sections 53 to 60 of the District Municipalities Act IV of 1884.

Provisions similar to sections 61 and 62 of the Municipal Act, which also relate to Profession Tax are considered unnecessary, as the Agent can procure all requisite information by means of his general powers.

Sections 32 *to* 35 relate to the mode of levying fees in cart-stands, markets, &c., and have been drafted on the lines of sections 62, 93 and 94 of the Local Boards Act.

Section 36.—*The deposit and application of funds.*—It is intended to amalgamate into one fund all funds from all sources whether raised by this Act or contributed by Government towards roads, ghâts, education and the like, and to provide for the administration of all such monies by the Agent under the provisions of this law.

Exd. S. J. Pereira.

18

Governor's Agent's Office
Vizagapatam.

No. 546.

Dated 31st August 87
Camp – Anantagiri.

From

H. G. Turner Esquire
Agent to the Governor
Vizagapatam.

To

The Honorable H. E. Stokes
Chief Secretary to Government
Madras.

Sir,

I have the honor to submit the report on the Roads in the Vizagapatam Agency which was called for in G.O. 23d December 1886, No. 3387, Financial. Some delay has occurred in compiling the maps necessary to illustrate the report and it is not altogether an easy thing to make a map that shall show all that is required to road a territory 14,000 Square miles in extent.

2. The mileage roads required in the

* to be returned.

Agency tracts [illegible] and [illegible] provide for certain special administrative wards aggregating 1100 miles, nor can this be considered an excessive, or an extravagant figure. The area of the Agency is larger than the old Bellary District before Anantapur was carved out of it. The mileage of roads in the old District was 1550. Other large Districts are Cuddapah with 1464 miles, Kistna with [illegible] miles, Kurnool with 1268 miles and Nellore with [illegible] miles. None of these Districts have so large an area as the Agency tracts of this District. Taking the standard of population, these Hill tracts contain 700,000 souls according to the Census of 1891. That is they have larger population than Bellary with 650,000, and Kurnool with 650000.

The mileage of roads at present open is about on a par with the Nilgiri District with its [illegible] nine miles,

3. The ghats run through the middle of the Vizagapatam District dividing the Sea-board plains from the interior plateaux are naturally passable to wheeled carts only by two valleys in the North of the District. These valleys are in the Senior Assistant's division. Through the northernmost valley runs the Vamshadara river and the valley itself comprises the Gumpur Taluq. Southwest of that Taluq lies the Rayaghada valley, the way which the Langulya river finds its way to the plains. Along the banks of these two rivers carts penetrate all up the valleys, and though the tracks want improving, they are nevertheless practicable to slow traffic at most seasons of the year except during the very heaviest weather.

4. South of the Rayaghada opening into the plains, the great wall of the Eastern ghats is encountered which runs for 100 miles with without a natural gateway

Thus

this barrier has been an important
part in the history of the district apart
from the more physical obstruction there,
the fever that haunts them has added
to the terror of surmounting them. And
at the present day, it is impossible to
convince many people that the fever is
not just as bad all over the plateau
3000 feet in elevation, and as free from
jungle as Bangalore plateau, and that
all beyond the plateau is not sterile
and barren as a hilly region. I have
now before me an article in the "Times
of June 29th" on the "Trans Siberian
Railway". The writer says "It is a paradox
that a large territory abounding in every
kind of potential riches should have
been left pining for roads without which
none of its resources can be rendered
available... Siberia has been regarded
as a wilderness simply because it was
unknown. It was unknown and practically
a wilderness, because it was devoid of

roads. Inquiry has demonstrated that
it is a region of extraordinary fertility
for a large part of its surface. Its
climate which was fabled to be
and deadly has been proved by experience
to be generally endurable and at some
spots delightful. Had half the energy,
skill and money been applied to Siberian
development, which have been lavished
on rounding off Russian boundaries, the
country would by this time have been
a veritable treasure house". It is impossible
to quote words more apt to depict the
state of things in Jeypore. The Jeypore
plains are, as I have said elsewhere,
positive mines of agricultural wealth.
Without any fear of exaggeration I say
that there is no part of the Presidency
of Madras richer in soil than the
Jeypore 2000 feet plateau, that has
a more constant rainfall, that is more
capable of supplying rice to the neighbouring
Districts in time of want, and time after
time

time, the Vizagapatam district has been saved from famine by the abundance of grain poured into it from the rich fields that lie beyond the [illegible]. To open roads through these ghats has been the aim of every Collector of the Vizagapatam District for the last five and twenty years. The amount of [illegible] that has taken place over this subject, the persistent arguments of Collector after Collector is at least evidence of the catholicity of their ideas on the subject.

5. Now, that Government have called for a Special Report on the Roads, and have foreshadowed the policy of concentrating the grants on one or more works before proceeding to others, there is a hope that a plan of action may be inaugurated which will be continued without divergence. The classification of the communications that appear suitable is as follows:-

1. The Vizagapatam and Central Provinces Trunk Road to be pushed steadily forward to

the Public Works Department.

2. The construction of ghats and passes.

3. The construction of inland roads.

As for the first, there has been an unusual amount of correspondence passing recently between the District Public Works Officer and myself, and some of it has been sent up to Government, regarding the difficulties of the undertaking. In my opinion the difficulties are not such as ought to daunt the Department, or delay the work. I have recently seen two suggestions made, the one that the work should be handed over to a Contractor, the other that an officer should be placed in independent charge of the work and be responsible for the execution directly to the Superintending Engineer, and that he should have a free hand given to him and that the audit of the Accounts should be conducted directly between him and the Madras office.

6 Both these proposals are founded on the

the same consideration that it is impossible to carry out works of these exceptional surroundings under the system prescribed for general work throughout the Presidency. The criticism is perfectly sound, and I shall quote two authorities in support of the view. General Sankey's is the first. His opinion always was that the distance from Madras Head Quarters is too great (and possibly the work at Head Quarters is already too large) to admit of the despatch of business with the celerity and precision that such works require. His idea was that there ought to be a separate Budget for all P.W. business in the Northern Circars to be administered by a deputy Chief Engineer. Mr Bridgeman, the Engineer who carried out the Survey of the Vizagapatam Raepore Railway line is the second authority. His words are (G.O. 25th August 1883, No 913 Q/A — Public Works — Enclosure para 64 IV — Establishment) "In connection with Establishment I may remark

remark that provision is made for the appointment of a deputy Examiner and his office to be located at the Head Quarters of the line. It might be thought a more economical arrangement if the accounts of the line were audited by the Examiner at Madras: but I am very much opposed to this arrangement and have no hesitation in expressing a decided opinion that it would be contrary to the best interest of the Railway and would be highly inconvenient to the officers concerned. When the distance which separates Madras from Waltair and the necessary slow postal arrangements in force in this part of the Presidency are taken into account, I can only assert that the manipulation of a large business such as a Railway with complicated transaction, the delays which would occur by cross references extending over a long period of time, could not be otherwise than detrimental

detrimental to the interests of the State.

7. These views are exactly applicable to the question under discussion. I have no information as to the cost of a Deputy Examiner's establishment; but it seems to me that if a Deputy Examiner were attached to the Superintending Engineer's office to audit perhaps all the P. W. accounts of the 1st Circle, and if the Superintending Engineer himself had all the authority that is now vested for these purposes in the Chief Engineer at Madras, works in these districts would proceed with vastly less delay and with far more satisfactory execution than is now the case.

The Vizagapatam and Central Provinces trunk line is in my opinion an indispensable work. I am in communication with the Secretary of the P. W. D of the Central Provinces as to the alignment of the road and it has been settled that the line is to touch the border near Borai as marked in the map.

8. With regard, however, to the contemplated cost of this road on our side of the border, I enter a most serious protest against the estimates of the Madras Public Works Department. I am of opinion that the sanctioned estimates for the Pottingy-Koraput road are very largely in excess of the rates actually necessary; and these rates must not be taken as the criteria for work over the whole line. Putting aside the bridges, which are to be iron girder bridges, an innovation that is involved in doubt and great expense, I venture to say that the road work, excluding the larger bridges, ought to be completed for Rs 2500 a mile, whereas I understand that the earthwork metalling and culverts are estimated to come to over Rs 5890 a mile. The soil is excellently adapted for road-making. There are few embankments or cuttings, nothing to pay for the land. * The extension beyond

9

beyond Koraput to the borders of the Central Provinces exhibits the following mileage.

	miles
Koraput to Jeypore – 11½ miles of which 5 miles will be constructed out of the grant of Rs 30,000 given to the work by the Maharajah of Jeypore in commemoration of the Jubilee year	11½
Jeypore to Nowrangpore	25
Nowrangpore to Central Provinces frontier	78½
Total distance from Koraput to frontier	115

The Chief Engineer, Central Provinces, writes to me that there are 56 miles to be made through the jungles from our frontier to the Chattisgarh plains.

He has enclosed a memorandum showing the cost of construction of a first class road "passable at all seasons of the year". He estimates earthwork and mooram (i.e. metalling) crossing the Mahanadi at Rs 2500 per mile – total Rs 1,40,000. He adds Rs 31,000 for additional work, such as bridging, ghat work and rough ground, making a grand total of Rs 1,71,000, or Rs 3053 a mile. Now if the Central Provinces P. W. department can make roads at Rs 3053 a mile, through jungle similar in every respect to that we have to go through, why cannot the Madras Department do likewise?

10. Lt-Col Fraser, R.E. says that it is 130 miles from Koraput to the frontier. (by the route I advocate it is 115 miles) and he says "at the low estimate" of the Pottingy-Koraput road the total cost will be Rs 13,50,000, and it will take 20 years to open it! The difference between the permileage estimates of the two engineers is as follows:-

	Rs
Madras – Estimate for 1 mile of road	10,384
Central Provinces do do do.	3,053

Map

My Estimate is as follows:—

Koraput to Frontier 115 miles less 5 miles paid by the Maharajah, balance 110 miles. Earthworks, metalling and travelling at Rs 2500 per mile	Rs 2,75,000
Bridging 18 nullahs, with a total water way of 855 feet at Rs 65 per running foot	55,575
Constructing a raft for carts to cross the Indravati river	1000
Two Supervisors at Rs 350 each per month for 4 years	33,600
	3,65,175
Cost of 20 inspection Houses	10,000
Tools	20,000
	3,95,175
or in round numbers	4,00,000

There need be no talk of bridging the Indravati river. In the cold season the water is only 220 feet wide, but in the rains it is 465 feet wide and from 24 to 28 feet deep, and to bridge it would be out of the question.

11. The position, names, and measurements of 14 out of the 17 nullahs are taken from Mr Nordmann's Reconnoissance Report, an invaluable guide to the character and description of the country between Raighur and Borigumma (74 miles). In referring to this report, it must be remembered that the alignment of the road leaves the proposed alignment of the railroad north of Raighur and South of Borigumma.

Curiously enough in Mr Nordmann's Report, he has omitted all mention of the Bhaskel river crossed at the 8th mile South of Omerkot (See page 42. Fort St George Supplement December 12-1882) This river is quite the largest river after the Indravati to be met with along the whole line. I cannot account for this singular omission in a report otherwise remarkable for painstaking and accuracy.

12. I would not urge this trunk route on the notice of Government, if it is to

to cost, 13½ lakhs of Rupees, as Lt Col Fraser estimates it.

I am very confident that a road such as we want can be built at the rates quoted by me. They are the Central Provinces rates, and the country in question is more of a Central Provinces country than a Madras country. But taking even the Madras rates, it is stated (Madras Manual of the Administration, page 377) "In the plains, ordinary district roads with light cuttings and embankments, small bridges and simple culverts can be fairly made for a very moderate expenditure, exclusive of the larger bridges.... A road of this class 21 feet wide, of which 12 feet are metalled, seldom costs more than Rs 2500 a mile." This is the road we want. If it be said that the road required is not a road in the plains but in the Hills, i.e., a road of embankments and cuttings and blasting, I reply that this

this is an error. Mr Nordmann says "from Raeghar via Omerkot and Nowrangpore to Ramighar at the foot of the Maderpiti ghat, a distance of 90 miles" (our line descends the Jeypore or Deoghat, which makes it a little over 106 miles) "the line leads through a rich and beautiful upland country with fertile soil and fine forest and jungle at an average elevation of 1900 feet: the surface in most parts level, in others diversified by hillock and swamp; much of the latter cultivated with rice; the whole offering no obstacles, but every facility for the construction of a line of rail." I have been over every mile of the ground, (except about 17 miles north of Raeghar) several times, and I can testify to the entire accuracy of Mr Nordmann's statements.

13. Estimates have been sanctioned to the enormous amount of Rs 10,000 a mile for the 28 miles between Pottingi and Koraput

I believe that the earthwork, metalling and culverts could be done for Rs 3000, or Rs 3500 a mile with the greatest ease.

'Tis a risky thing to question the P. W. D Estimates and I could not venture on such an invidious task, were it not for the probability that the figures adopted for their estimates will so frighten the Government as to cause the abandonment of the proposal to open out a connection between Vizagapatam and the Central Provinces, which I am convinced will be of the highest benefit to the people of the District. If for instance there is an outlet for the produce of Jeypore towards the North, it is quite possible that the Nagpore Bengal line may throw out a feeder towards the South, and from a still larger point of view, it is apparent that the bringing under cultivation of the fertile lands that lie between Vizagapatam and Raepore will be accompanied by a set of the people of the

the crowded coastlying taluqs towards those parts.

14. The outcome of my views on the Vizagapatam Central Provinces Trunk Road is as follows:-

The work ought to be pushed on to completion. The Public Works Department should admit variations in their procedure to enable the work to be carried out by an officer on very broad and independent lines, subject however to an adequate audit of accounts at the Head Quarters of the Superintending Engineer.

15. The Sanctioned Estimates for the Pottangi-Koraput line should be scrutinized in view to reduce the cost of the work. Instead of 2,80,000, which is the present estimate, I consider the work ought to be done for the following estimate, if figures are revised even now. The original estimate should have left out the two iron girder bridges and built masonry bridges

bridges at Rs 100 a foot, which is a very high rate on account of the allowance made for difficulties of country chunam.

	Rs
Earthwork, metalling and travelling 20 miles at Rs 2500 per mile.	70,000.
Bridging 15 nullahs of 33 feet average span at Rs 100 per foot.	45,000
2 iron girder bridges Khundeli and Kheranda	21,700
2 Supervisors at Rs 350 a month for 2 years	16,800
Cost of four inspection houses	2,000
Total	1,55,500

For future work, beyond Koraput, no estimates should be passed that exceed Rs 3,500 per mile excluding supervision. Viewing the whole road from Pottingi to the frontier, the mileage to be built out of the D. P. W. budget is about 140 miles. I believe that the work ought to be completed well within 6 lakhs of Rupees, and arrangements should be made to spend 1 lakh per annum, so that, one lakh perhaps being already spent, the work may be finished in five years from the present time. The contrast between the rate of the work proposed by our P. W. D and that effected by the Russian Government is painful. I read the other day of a Russian Engineer laying 1500 miles of rail in two years. Surely it is not out of place to ask our works to finish 20 miles of road a year for five years.

16. I have asked Colonel Fraser to explain to me why it is that the Central Provinces estimates are so very moderate compared with ours. He says that, having worked in Central Provinces P. W. department, he knows something about the roads there, and he is of opinion that, in the instance under reference, most of the 56 miles is on a flat of trap with very little cross drainage that they metal with trap gravel (murram) and as labour and contractors are plentiful

plentiful at Raefone, they could do it for Rs 2500 a mile. The geological formations change, he thinks, at the frontier to gneiss and the conditions of roadmaking change with them. He says that Mr Knowles has ascertained that the intervening country is very wild and unhealthy – metal not to be had, marshes to be embanked and so forth – but this does not tally with Mr Goodman's account of the country, nor with my knowledge. I cannot think that the country is less wild between the Lohatisghar open country and the Frontier (56 miles) than between the frontier and our Jeypore and Nowrangpore country 70½ miles. I hope Colonel Fraser will not call the latter country either wild or unhealthy, for it contains a population of 1000 to the square mile, and I cannot discover any evidence of extraordinary malaria. There is plenty of labour to be had there, and at

at Nowrangpore there is a fair supply of skilled labour. I cannot conceive any difficulty whatever in getting labour to complete the road as far as the boundary.

17. Nor will I admit that a change from a trap to a gneissic country justifies a rise in estimates for earthwork, metal and gravel and culverts from Rs 2500 to Rs 5890 a mile, which is the sanctioned estimate for the work on the Pottingi-Koraput road. Further, Col Fraser tells me that rate per foot for masonry on this latter section is Rs 200, and he asks me to take Rs 300 a foot for any bridge, adding that Rs 310 per foot is the calculation for iron girder bridging. But I shall not do so until I am told why the Central Provinces Engineer can construct a bridge of 240 feet waterway for Rs 15,000, or at Rs 62½ per foot and we, in the District Board, build

build bridges at Rs 65 per foot. Bridges after all are simply brick in chunam masonry, and I am certain that bricks and lime are far cheaper along the road from Jeypore to the frontier than in the plains of Vizagapatam. The monstrous rates for masonry bridge building on the Pottingi-Konapur road made it appear that it was just as cheap to bring out iron girder bridging from England. I believe this to have been a fatal mistake. Not only is the cost of this bridging three times as great as a very liberal estimate for masonry bridges, but the setting up of these girders, requiring skilled supervision and special labour, will prove so costly and difficult that it makes one shudder to think of what is in store for us. In budgeting for the road from Jeypore to the frontier, we have to provide for about 50 per cent extra pay

pay to the Supervisors, with travelling allowance, and to build for them inspection houses - mud walls with thatch roofs - such as everybody in the country lives in, at a cost of Rs 500 each. The rates for masons and carpenters should be, on the Jeypore plateau, from 8 annas to 2 rupees per diem.

(8) As I am handling this Imnt road question, in this place I will add that the Agency is under an arrangement with the Central Provinces Government to complete a fair weather road to the boundary - and it was intended to do this this year, had the Agency Budget been sanctioned as solicited. The Central Provinces Chief Engineer writes that a track has been cleared on his side up to the boundary (via Borai) and he has prepared a memorandum showing that this track can be improved into a road passable at all seasons fit for slow, but not fast traffic for

(8)

Rs 20,600. The distance is 56 miles. Here is his moderate estimate for this work.

	Rs
1. 56 miles, end to end, clearing line ramping nullahs at Rs 100 -	5600
2. 8 miles wire country at Rs 1000.	8,000
3 Mungraad Nullah causeway	1,000
4. Mungraad Ghat	2,000
5. Rough ground near Cheelamari	4,000
	20600

19 This is the style of road we call Agency Roads. Our road is open as far as Beejapur, 48½ miles South of the boundary. The road so open is merely a cleared track with drains cut on each side and small culverts of wood.

There are five nullahs to bridge between Beejapur and the frontier as follows:-

The Chatringi nullah, the Bhaskel, the Nafi, the Bhaskel and the Jel. Five timber bridges across these nullahs

nullahs will cost Rs 500 each.

Rest houses (Rs 500) each are required at Dodrao, Omerkot, Bera, Raeghur and at the frontier. I propose to add Rs 500 for the construction of a ferry raft to cross the Indravati.

20 To complete the fair weather road the cost will therefore be as follows:-

	Rs
48½ miles at Rs 100	4,850
Bridging five nullahs at Rs 500	2,500
Building five rest houses at Rs 500	2,500
Raft for the Indravati	500
	10,350
Add for embankments across the paddy flats -	1,650
	12,000

When this work is done there will be communication except in the rains for slow traffic of moderate dimensions between Vizagapatam and Raepore, and by time the traffic has developed the D. O. W road should be also completed.

21. Coming now to the second head of the subject, Ghats and Passes, the reasons for placing these in a division by themselves are, first that the [illegible] upon them is special and extraordinary and secondly that when the passes are opened, the country beyond them becomes at once accessible to cart traffic during the greater part of the year. The carts do not wait for the country roads to be opened before they fly for hire. They proceed forthwith into the country and permeate to the vast majority of villages in search of grain and seeds, timber, myrabolams and other produce.

Our first care must be to open these ghats and to improve the existing cart tracks through the passes. I draw a distinction between a ghat and a pass. A ghat is a way over a mountain ridge entirely impracticable to carts. A pass is a

way through hills or along the banks of a river already used by carts, but which requires improvement to make it easier to traffic.

22 Beginning from the North, the following are the ghats and passes which claim attention.

(1) Ghats and passes between the plains and the Agency tracts.

1. Seetampeta pass
2. The Kurapam & Gumpur pass
3. The Rayagada pass
4. The Narayanapatam pass
5. The Jandevalsa ghat
6. The Silir-Pottingi ghat
7. The Anantagiri ghat
8. The Minimalur ghat
9. The Lammasingi ghat
10. The Koyyur pass.

(2) Ghats and passes inside the Agency tracts.

11 The Godairy Bissemkatak ghat
12. The Komalipetta Bissemkatak pass

13 The Kumbikola ghat.
14 The Marchamalo ghat
15 The Mangara ghat
16 The Jeypore ghat
17 The Girligumma ghat
18 The Kurmeli ghat
19 The Maindalpur ghat
20 The Jergaon ghat
21 The Betta ghat
22 The Badiguda Dusmutpur ghat
23 The Kolar Govindapilli ghat
24 The Badiguda Govindapilli ghat
25 The Balmella ghat
26 The ghats and passes on the Lammasingi - Kondakumber road

These ghats are further divisible into first and second class ghats or passes, according to the character of their construction.

23 Putting aside the Salur - Pottingi ghat (No 6) which cost Rs 20,000 a mile, the first class ghats should be constructed at Rs 6,500 a mile and the second class ghats at Rs 2,000 a mile. First class passes would

would cost Rs 2,500 a mile and second class passes Rs 1000 a mile.

The first class ghats in the above list are:-

No 6 The Salur - Pottingi ghat - completed
No 7. The Anantagiri ghat.
No 8. The Minamalur ghat
No 9. The Lammasingi ghat

24 With regard to the second work (No 7) as I have already stated in my letter printed with G.O 12th April 1907, No 475, Rs 85,550 will be required to finish it. I asked for Rs 50,000 for the current year, but Government were unable to allot the money. By the end of last financial year or shortly afterwards the earthwork and embankments were finished nearly to Anantagiri and the Inspection Bungalow, a substantial building has now been completed. But the work on the First Section (Chilakalagedda to Kagalmada 6½ miles) was not completed owing to principally the malaria of this Terai Section, and I regret to say that much

much of it has fallen down during the heavy rains of July, and it is now impassable to carts. If I could get an immediate grant of Rs 20,000 for this Section, I could get it finished by February next, before the fever sets in. The work on the Second Section has stood well and so has that on the Third Section barring one revetment which slipped and has been rebuilt. Meanwhile carts penetrate to Amantagiri using the old cart track over the 1st Section, instead of the new road, and they would get into the Jeypore Country and go straight away for 60 or 80 miles if we could only get the fourth and fifth Sections of this road open. It does seem a pity that all the produce of several hundred Square miles of country should be confined to pack carriage, because we cannot open 9½ miles of ghat road. Again, I venture to urge this important matter to the notice of Government and to solicit that the Rs 50,000 asked for may in view of the urgency of the matter be somehow found for me.

25. We next come to the Minamalur ghat (No 8). It is of great importance to make a cart road up this ghat as I have mentioned in paras of my letter of the 1st April 1889, printed with G.O. 16th July 1889, No 1537, Judicial. The distance is 12 miles. The cost will be Rs 6,500 a mile.

26. The Lammasingi ghat (No 9). This is a work second in importance to the Amantagiri ghat (No 7). The project is fully discussed in my letter printed in G.O. 18th November 1886 No 3080 Jud. and Government have been pleased to approve of the work. It will be about 10 miles long and it will cost Rs 6500 a mile.

27 First class passes.

There are only two passes which I shall put under this head, viz.

1. The Selampeta pass (No 1)
2. The Rayaghada pass (No 3)

As to the first, I have entered in the Agency Report for the past year into so full a description of the history of the attempt to make a road through this pass during the last 50 years, that I need do no more than say that Rs25,000 will be required for the road, which is ten miles long at Rs 2,500 a mile.

The Rayaghada pass (No 3) which taps the rich Rayaghada valley – The distance from the boundary of the Agency and Ordinary at Chollapadam to Rayaghada is 10 miles. It is important that the road from Parvatipur to Rayaghada should be a first class one, and such a road cannot be built under Rs 2,500 a mile. I therefore enter Rs 45,000 for this road. Besides this, a bridge must be built over the Rayaghada river. I am unable to say what this will cost, and there is no need to discuss the question at this stage.

Both the Setampeta and the Rayaghada passes are of first class importance.

28. The remaining ghats and passes between the plains and the hills in the Senior Assistant's Division are the Kuraparn pass to Gumpur (No 2) 20 miles. Battwalsa to Saraipatam (No 4) 25 miles. The latter pass is of importance, Saraipatam being a flourishing Taluq belonging to Jeypore. The Maschmala ghat (No 14) connects the Taluq with the upland plateau.

The pass from Kuraparn to Gumpur (No 2) is not of great importance.

Both passes are kept open to cart traffic and may be improved as time goes on.

The Tanderalasa ghat (No 5), the Salur-Bottingi ghat (No 6) are finished and open to cart traffic.

29. The inland ghats and passes open to cart traffic, though generally with difficulty, are Nos 12, 15, 16, 19, 21 (fallen out of repair but could be easily made available to carts for a moderate outlay)

23 and 25. These passes or ghats require upkeep and repair.

No 10 is not of urgent importance.

No 12 is a pass on the Rayaghada Central Provinces frontier line, 70 miles in length and following the alignment of the proposed Railway from Vizagapatam to Raipore. A good fair weather cart road could be made all the way for Rs250 a mile including this pass. Total Rs17,500.

Nos 13 and 18 are on the road recommended by Mr. Nordmann to be made between Nowrangpore and Rayaghada (60 miles).

No 14 is a ghat already mentioned in connection with no 4.

No 15 is on the Cart road leading from the Koraput Station to Borigumma, Khotepad and Nowrangpore. It is completed and open to traffic and quantities of carts pass over it. This was the ghat first selected for the alignment of the D.O. Ry. Trunk road, but it is now found that the line if taken via Jeypore will be more useful and economical. No 15 is under upkeep from Agency funds.

No 16 is the old Jeypore ghat barely passable to laden carts. It is to be abandoned in favor of the Jubilee ghat. (Vide G.O. 7th June 1897, no 1214, Judicial).

No 19 is a ghat leading into the Kalahandy country. It is passable to the small solid wheeled wains used in the Central Provinces, as is also another ghat past the village of Chocha, a little to the north.

No 20 is a very much wanted road to connect the low lying Coornaheda Mutta with Comerkot. A part of it is made.

No 21 is the old Pettaghat road, blue found in the annals of the Agency of the early part of the sixties. It was laid out by the D.P.Ry. and it was then resolved to approach the country via the Anantagiri ghat (no 7) The road from

from the west side of the Galikonda pass to Jeypore was constructed and is now practically fit for carts, and as I say above under (No 7), the only thing that prevents this inlet into the country from being used, to the immense profit of the whole of the upland and of the Jeypore plateau is that unfortunate 9½ miles of mountain side from Anantagiri to Janampuda which I so persistently desire to open out. The group of shats nos 21, 22 and 24 all hinge on the opening of that 9½ miles of road.

No 23 connects the Jeypore middle 2000 feet plateau with the Malkangiri plateau, some 80 miles long and sloping from 1000 feet to 300 above sea level.

No 24 It is finished and open to traffic with difficulty. The bridges require looking to and the road requires repair.

Nos 25 and 26 are on the long route between Lammasingi and Malkangiri. Much importance

importance attaches to this route from an administrative point of view, as it is the best way to the Malkangiri country from the Vizagapatam plains. The use of this road by carts hinges on the opening out of the Lammasingi shat (No 9 supra)

30. The G.O I am endeavouring to reply to, calls for a report on the number and mileage of existing roads. This is a categorical question that does not admit of a specific reply, for the existing roads comprise so many kinds of communications. e.g. there is the road finished from end to end, then there is the road began and ended with no middle to it, roads without ends, and roads without beginnings, gaps in roads of miles long. For instance some money is spent on the Setampeta pass — endeavouring to fill up holes and in sloping mullahs to make the track just passable to carts in the dry weather.

Is such a thing a road? So we have a few bridges on the Rayaghada pass, stuffed in in the middle of miles of no road and as stated in para 20 supra, the fair weather road we are pushing on to the Central Provinces border wants 47 miles to complete it. Not to speak for the moment of the ghats and passes, the Special Assistant's Division is pretty well roaded, so far as fair weather [illegible] roads go, and where some more mileage is wanted, construction of Agency roads is very simple and very cheap. One hundred rupees a mile for ordinary mileage, with, on the average, one hundred rupees a mile for embankments and Rs 50 a mile for culverts, total Rs 250 a mile will make passable roads all through the Agency and nothing more than this is wanted, provided always that the trunk lines, ghats and passes are respectively constructed.

31. In the Senior Assistant's Division, however,

however, the roads wanted are

	distance
1. Gummur to Godairy	20
2. Kunapam to Gummur (pass)	20
3. Rayaghada to Central Provinces	70
4. Komatpeta to Sunigapur	22
5. Batturalsa to Narainpatam (pass)	25
6. Gummur to Putosingi (pass)	12
7. Chollapadam to Rayaghada	18
	195 miles

Out of this mileage, the Chollapadam Rayaghada, 18 miles, will cost Rs 45,000 and I think that, roughly speaking, the remaining 177 miles may be constructed (at Rs 250 a mile) for Rs 44,250. Total construction for the Division, Rs 89,250. During the last 5 years, Rs 16,168-11-11 have been spent on these roads, or about Rs 3000 per annum. The expenditure on the roads leading to Narainpatam and Rayaghada has been for 5 years at the rate of about Rs 60 per mile per annum, and as neither road has ever been made, the outlay has gone towards repairing the bad places and filling up mud

mud holes. As for the other lines, the expenditure per mile has been feebler still. The roads in the Senior Assistant's Division are, as may be surmised, in very bad condition indeed; in fact there are no roads, merely tracks with a rough bridge here and there, and are attempts made to slope the nullahs and fill up the worst crossings. The first thing to do in the Division is to make a good road from Chollapadam to Rayaghada and to put a toll on it. The traffic is enormous and the income from the tolls will ~~(and do)~~ keep the road in thorough repair. There should be a Special Grant made for this line, meanwhile the other roads should be gradually developed from the annual budget grant.

The reason why the roads in the Senior Assistant's Division are in such bad order compared with those in the Special Assistant's, is I think that the country is more difficult to road below

below the ghats than above them. Also road making has never formed so patent a part of the Senior Assistant's duties as is the case with the Special Assistant. His Head Quarters are at Parvatipur, outside the Agency. He is more like a mere Head Assistant Collector with cut and dried duties, formulated work and office hours, and he has great difficulty in getting subordinates who will stick to the road work. The climate too is very obnoxious to out-door work contrasting to disadvantage with the healthy bracing climate of ~~the~~ Jeypore above ghats and somehow, with few exceptions, the class of men sent to the Senior Assistant's Division has not possessed road-making attributes. A great deal more money has been devoted to the roads in the Special Assistant's Division during the last 25 years than to the Senior Assistant's charge.

32. The mileage of cutcha fair-weather roads

roads opened in the Special Assistant's charge is as follows:-

	miles.
1. The Tanderalsa (or Turner's ghat road)	13
2. Pottingi to Korapnt	20
3. Korapnt to Nowrangpore	34
4. Nowrangpore to Central Provinces Boundary, 70 miles, completed as far as Beejapur	31
5. Korapnt to Jeypore	14
6 Jeypore to Boegumma	13
7. Boegumma to Kotepad	16
8. Jeypore to Motu (120 miles) completed to Malkangiri	60
9. Malkangiri to Konda-Kumbern.	30
10. Jamangunda via Aruku, Padawa, the Pettaghat to Jeypore (completed but abandoned owing to failure to open the Amantagiri ghat (see supra) in parts fallen away, but under gradual process of repair) mileage of this road is about 70 miles of which perhaps 50 miles is in a passable state	50
11 Semlapada, Kandapore and Sogara road, 25 miles, completed	10

There are therefore 300 miles of road which may be inscribed as the existing mileage of the roads in the Special Assistant's Division. About Rs 44 per mile per annum have been spent on these roads during the last four years. It is impossible to state exactly how much has been spent on repairs and how much on new works, or how much on bridging (a heavy item of outlay): But all the roads are in very fair order and carts can travel along them everywhere.

33. To complete the system of roads in the Special Assistant's Division, the following mileage is necessary.

	miles
1. The completion of the Central Provinces road from Beejapur to the frontier	47
2. From Oomerkot to Purnakeda Mutta via Jargaon	40
3 A road to run from Seplam to Singapur and Tentalakunti	25
4 From Nowrangpore to Kurmeli	20

	miles
5. Road from Bafrariguumma to Ramfiri	15
6. Jeypore to Bafdiri and a bridge over the Kolab at Kudbi	10
7. Roads in Kotepad Taluq	40
8. The repair of the Janamguda, Arutin, Pettaghat and Jeypore road	20
9. Lofara road to Badiguda	15
10. Badiguda to Govindapilli	15
11. Jaitgiri to Kolar	10
12. Lofarn to Nandapur and Semlaguda	15
13. Dumriput to Maschmala, Latchmipuram, Combacotta and Rayaghada	50
14. Maschmala to Narainpatam	12
15. Malkangiri to Motu	60
16. Malkangiri towards Ramdinfi about	50
	444

My calculation therefore is that there will be about 444 miles of road to do to complete the Agency system of roads in the Special Assistant's Division.

All of this work with the exception of a few miles is easy work and it can be done at an average of Rs 250 per mile with perfect facility. The exceptions are the Badiguda Govindapilli and Jaitgiri-Kolar ghats, perhaps 10 miles heavy work at Rs 1000 per mile. There are other works here and there which I have not taken ~~into account~~ into account in this rough survey, such as the Girlijumma ghat, because they are not of urgency.

34. As to the execution of the works required, I would as suggested by Government certainly concentrate work as much as possible.

Supposing that Rs 12,500 be allotted annually for the development of these roads, I would recommend the following order of construction.

		Rs
1888-89	Completion of the road to Central Provinces boundary, 47 miles, and construction of the Jeypore-Poornaheda ghat, 3 miles. Total mileage about 50 at Rs 250 a mile	12,500
1889-90	Repair of the Arutin-Jeypore line, 20 miles at Rs 250	5,000
	Road to Badiguda, 15 miles at Rs 250	3,750
1890-91	Lofarn to Nandapur, 15 miles at Rs 250	3,750

Badiguda

		Rs
1889-90 × 1890-91	Badgunda to Gowridapilli, 15 miles at Rs 250	3,750
	Extra for ghat	5,000
	Jaitpiri to Kolar, 10 miles at Rs 250	2,500
	Extra for ghat	3,000
		26,750
1891-92 × 1892-93	Seplam to Tentalikunti, 25 Beparipumma to Rampiri 15 at Rs 250	10,000
	Bridge over the Kolab at Kudli	2,500
	Bagderi to Jeypore road, 10 miles at Rs 250	2,500
	Kotepad-Churchunda, Aruli, Pauperhandi, Maindilpur, 40 miles at Rs 250	10,000
		25,000
1893-94 × 1894-95	Bumaripuri to Marchmala and Rayaghada - 50 miles	15,500
	Maschmala to Narainpalam 12 miles	
	Extra for Kumbacotta and Maschmala ghats	5,000
		20,500
1895-96 × 1896-97	Malkanpiri × Motu, 60 miles at Rs 250	15,000
	Malkanpiri towards Lammasingi, 50 miles	12,500
		27,500

This leaves still 60 miles to be completed, but it seems useless to carry ~~speculation for~~ into the following decade.

35 Lastly to come to the Principal Assistant's Division.

There are 13 roads with an aggregate mileage of 161 miles, on which the total expenditure for 5 years has been Rs 11,706-10-8, or about Rs 14 per mile per annum, which is not a great amount to spend in a country 1800 square miles in extent. The roads required may be arranged as follows:-

Ghats and passes	1.	Lammasingi ghat	10
	2.	Minamalur ghat	12
	3.	Koppur pass	4
			26
Roads above ghats	4	Lammasingi ghat to Chintapilli	27
	5	Chintapilli to Gudem	
	6	Lammasingi to Lotugedda	28
	7	Lotugedda to the Jeypore border	
	8	Kristnadevipeta to Koppur, 12 miles less 4 miles ghat reckoned above	8
	9	Minamalur to Gudem	6
			69

			miles
5. Bridle paths over ghats & elsewhere —	10	Saramanda ghat	14
6	11	Badaralla ghat	16
	12	Rampal ghat	16
	13	Lammasingi to Gimili	14
	14	Gimili to Gangaraz Maspole	14
	15	Gangaraz Maspole to Paden	12
	16	Gudem to Pedavalsa	10
	17	Pedavalsa to Chintapilli	10
	18	Chintapilli to Lasluguda	12
	19	Gudem to Dharakonda	16
			132
			227.

36. Of the ghats and passes through and up which cart roads have to be constructed, neither the Hoyyur pass is, nor the Lamsingi and Miniamalur ghats are anything but bridle paths. It is proposed to construct first class cart roads along these three lines.

The roads above the ghats must also be made as Agency roads at Rs 250 a mile

Of the bridle paths, Nos 10, 11, 12 and 16 have had money spent upon them and

and so far as that has gone, the work done will be to credit. I am not able to state precisely to what extent these bridlepaths are sufficiently good, but from the money expended on them, and from my personal knowledge of many of them they will require a good deal of repair. Bearing this in mind, I think it will be best to consider them all requiring redoing in the course of the next ten years to which term I propose to limit my budget forecasts.

37 The ghats and passes must of course be constructed from special funds

As to the roads the 69 miles at Rs 250 per mile will cost Rs 17,250; while 132 miles of bridle path will cost at Rs 50 per mile, Rs 6600 total Rs 23,850 ~~per annum~~. I propose to allot Rs 2500. ~~per annum~~ to new roads in this Division and, under this arrangement, it will take 10 years to complete the system.

38 The result of this investigation goes to show

That

that the mileage of roads in the Agency may be arranged as follows:-

1. Roads completed by P. W. D. - - - 20

2 Kutcha roads completed and open to traffic - - - - - - - - -
  a Special Assistants division 20
  b Temporary Deputy Collectors' Division (Hagulmada to Anantagiri) 10 — 310

3 Tracks passable to carts in dry weather in which a little money is spent
  a Senior Assistants Division. 195
  b. General Duty Deputy Collectors Dn (Sebampeta pass) — 10
  c Temporary Deputy Collectors Dn (Chilakalagedda to Hagulmada) 6 — 211

549

39 The roads projected in substitution for, or in addition to, the above are:-

The Principal Assistants Division.

	miles	miles
1st class ghats - - - - -	22	
Kutcha roads - - - - -	73	95.

Senior Assistants division

1st class passes - - - -	18	
Kutcha roads — - - - -	177	195.

Special Assistants' Division-

1st class roads by P. W. D. sanctioned - - - - - - -	20	
Now proposed - - - -	1157	
(note 5 miles to be paid for by Maharajah)		
Kutcha roads - - - -	444	587.

General Duty Deputy Collectors Dn:

First class pass - - - -	10	10

Temporary Deputy Collectors' Dn.

First class ghat - - - -		25
		912.

To arrive at a clear statement of the mileage of all the roads, 143 miles will under the above scheme become pucka and they must be deducted from the 300 miles already opened in Special Assistants' Division. The balance added to 919 will be the total of all the cart roads in the Agency tracts when completed. This gives a figure of 1069 miles. I have omitted a few miles here and there perhaps, so would prefer that 1100 miles ~~will~~ be taken as the figure.

It will be observed that with the exception of the Principal Assistants Division, no specific allotment is made towards the construction of bridle paths. In other divisions which

which are well populated. bridle paths are not necessary, as the paths, from village to village, can be followed by the Constables and Inspecting officers for whose comfort these ways are designed. In the [illegible], and Sonora hills, however, as in the Palcondah hills, some money must be spent on keeping open these paths, and, without going into detail on the matter, it will be sufficient to remark that allotments for the purpose will be made from the Divisional budgets.

40 I have now glanced at all the roads required to be made in the Agency tracts.

Remain the questions, who, or, they ~~are~~ to be made, whence are the funds to be derived, by whom are the roads to be (~~made~~) constructed.

In their order marginally noted, the Government cut down the budget grant of the Agency tracts in this district to Rs 32,000. They arrived at this figure by taking the sum of the allotments for 3 years and dividing the sum by 3. This curtailment had no reference to a desire to restrict the road making

G.O. 29th November 1886, No 1254, Financial

policy of Government, but it was due to crippling of Provincial Resources. It seems to me that there should be special arrangement made between the Government and the Agency to cover operations for the next ten years. Let the Government of India be forewarned that the money must be found and that the Provincial budget can then be framed to meet the charges. First, I think Rs 32,000 — altogether too small an annual allotment. I propose to increase this to Rs 46,000 and to this will be added the Maharajah's yearly grant of Rs 4000, making a total annual budget of Rs 50,000. I would distribute this as follows among the five divisions of the Agency tracts.

	New works	Repairs
Principal Assistant's division	2,500	2,500
Senior Assistant's division	5,000	5,000
Special Assistant's division	12,500	12,500
General Duty Deputy Collector's division	2,500	2,500
Temporary Deputy Collector's division	2,500	2,500
	25,000	25,000

(a) includes repairs to Agency bungalows and bridle paths.

41. Taking the Principal Assistants' Division, where I have shown we require Rs 23,850 to complete the system, Rs 2,500 per annum will enable this result to be arrived at in ten years time.

The Senior Assistants' Division requires 195 miles of road. Of this, 60 miles must be built from Special Grant, and the remaining 177 miles costing Rs 44,250 will be completed in 9 years time.

In the Special Assistants' Division, I have spread the completion of the roads over nine years at Rs. 12,500 per annum.

In the General Duty Deputy Collectors' Division, there is the Selampeta pass which will cost Rs 25,000 to make and, if it is to be paid for out of the Annual Agency budget, it will likewise take 10 years to complete. If as proposed further on, the Government will include this road in their "Special Grant," the Rs 5000 per annum will be available for any of the other divisions.

The Anantagiri ghat lies in the Temporary Deputy Collector's Division. If the Government will not give a special grant towards this work in spite of the enormous necessity of the undertaking all that can be done is to creep on little by little with Rs 2,500 per annum and to maintain what has been done with a similar sum. So far the Annual budget of Rs 50,000, Rs 46,000 of which Government can provide without any qualms of extravagance and Rs 4,000 can be given by the Jeypore Maharajah.

42. We now come to the construction of the Special works which lie beyond the scope of the Ordinary Agency Annual budget works that are so expensive as to demand extraordinary aid from the Provincial Budget. These works requiring Engineering Knowledge and Superintendence should be prosecuted

and

carried out by the P.W.D. But unless that department consents to moderate its rates the frightful figures it would present would terrify the Finance department out of its wits. They charged Rs 20,000 a mile for the Salur-Pottangi ghat and are charging Rs 10,000 a mile for the Pottangi-Koraput road. These rates are, as I have already explained, three and four times the rates that I consider necessary — an opinion I am prepared to sustain — Rs 6,500 per mile for a ghat road and Rs 2,500 per mile for a road through a pass are the rates I hold to. If the Government decide to open up the country as I contend, the country requires to be opened for the purposes of trade and in order to administer it without a recurrence of the outbreaks that have troubled us and cost us money ever since we have taken up the immediate rule of the Hill Tracts, there is no doubt in my mind that the roads absolutely necessary to this end are:—

	Cost of each work according to my estimate
1. The Vizagapatam Central Provinces road - - -	600,000
2. The Setampeta pass	25,000
3. The Rayaghada pass	45,000
4. The Anantagiri ghat	85,000
5. Lammasingi ghat	65,000
6. The Koyyur pass	10,000
7. The Minamalur ghat	70,000
Total	900,000

43. The completion of these roads will enable carts to penetrate to all parts of the Hill Tracts, if the internal communications already described are kept in order by the Agency Authorities. But every one of these cart roads is required for communication with all parts where disturbances are likely to arise, with the sole exception of the Setampata pass. It requires a personal knowledge of the country and it would require a topographical description to

to prove this statement to be absolutely correct. At the risk of being tedious, I will mention one or two instances that bear me out.

Supposing there was a disturbance at Arku, as there was in the Fitoori of 1900. Looking at the map it may be inferred that a cart can get to Arku up the Salur-Pottingi ghat; but there is no communication except for men and pack cattle between Pottingi and Arku. So if we wanted to send up a force to Paudem, neither the Lamsingi, nor the Anantagiri ghat is available. Nor can carts travel to Thoyyur via the Lamsingi ghat.

Suppose a disturbance in Malkangiri. To get at the place from Vizianagram via Salur and Pottingi, carts would have to travel 200 miles from Vizianagram whereas either by Anantagiri & Paiguda, or from Narsipatam via Lamsingi and Hondakamberu, the distance would be reduced by one-half.

44. Out of the nine lakhs and eight thousand rupees required for these roads, three lakhs (nearly) have already been sanctioned on the Pottingi-Konapur road. Remembering that I contend that this should be reduced to two lakhs, or otherwise my estimate must be increased to 10 lakhs, Government have to decide whether a case is made out for a special allotment of 1 lakh per annum for 9 or 10 years, half of which is to be accounted for by the P. W. Department and half by the Agency.

45. I have prepared a calendar showing what works should be taken up year after year by the Agency to carry out this scheme of roads at an expenditure of half a lakh per annum spread over six years. I leave the six lakhs required for the Vizagapatam Central Provinces Trunk line apart, as that is a P. W. matter: but I understand they require ½ a lakh per annum, though in my opinion, they should be able

to

to spend an annual lakh.

Years	Grant	Anantapur Ghat. Amount required to complete the work 85,000	Rayachoda pass construction 45,000	Seetampeta pass Construction 25,000	Lambadi Ghat. Construction 65,000	Srimanakulam Ghat. Construction 78,000	Koppam pass 10,000
1888-89	50,000	25,000	12,500	12,500	"	"	"
1889-90	50,000	25,000	12,500	12,500	"	"	"
1890-91	50,000	10,000	10,000	"	30,000	"	"
1891-92	50,000	10,000	10,000	"	30,000	"	"
1892-93	50,000	10,000	"	"	5,000	25,000	10,000
1893-94	30,000	5,000	"	"	"	25,000	"
1894-95	20,000	"	"	"	"	20,000	"
	3,00,000	85,000	45,000	25,000	65,000	78,000	10,000

46. I have not touched on the scheme of local taxation by tolls and roadcess, but there is no doubt that Government will be able to transfer the burden of providing Rs 46,000 annually for the General Agency Budget to the funds so raised; and here, it seems, is an opening for the Special provision of the half a lakh per annum.

47. Four appended Statements give the specific details required by G.O 23rd — December 1886, No 3307, Judicial, and the map

map appended to this letter has been compiled as carefully as I have been able. It is a faulty map; the skeleton sent me from the Map office is described quite justly by Mr Irwin as a miserable production; and I have been unable to make as much of it as I desired. The proper thing for the Survey office to do is to take the 1 inch = 4 miles Atlas sheet of India and reduce from it a 1 inch = 8 miles map of the District with all the topographical features well marked. From my map they can distinguish the boundaries of the Divisions, Hill zemindaries, and — approximate site of the Police stations. But the roads are not accurately aligned in my map, which is only a rough sketch illustrative of this letter

If the Survey Department will prepare a map from the abovenamed sheet, marking in the villages from it (which are very fairly accurate) and the topographical features of the country, such as rivers,

mountains &c, which are also very correct and will then send the map to me, I will have the alignment of the roads put in as they really run. It is beyond my power to do this ~~work~~ with the vague impossible chart they have sent me.

I have the honor to be
Sir
Your most obedient Servant
H. J. Farmer
Agent to the Governor.

Existing Hill roads and the amount spent on them during the last 5 years in the Principal Assistant's Division of the Vizagapatam District

Name of the road in miles	Length of the road in miles	In the Official Year 1882.83			In the Official Year 1883.84			In the Official Year 1884.85			In the Official Year 1885.86			In the Official Year 1886.87			Total expenditure of 5 years			Remarks
		Amount spent																		
	1	2			3			4			5			6			7			8	9
Ghat between Kammasi and Kammasi-Gha	8	1319	5	11	373	9	4	375	12	"	467	5	9	1179	9	"	3715	10	0	The distances entered in Col. 2 are approximate.
between Krishna and Koppur	2	"	"	"	120	"	"	"	"	"	"	"	"	"	"	"	120	0	0	The average expenditure per mile of road during the five years, was Rs 72 per mile; or something over Rs 14 per mile per annum. I estimate the
Ghat between Gopi and Mirvalur	12	949	5	6	2335	"	5	645	3	"	600	"	"	341	9	"	4871	1	11	
Ghat between Krishnadevipet and Koppur	14	"	"	"	100	"	"	"	"	"	50	"	"	"	"	"	150	"	"	
Ghat between Koppur and Koppur	14	"	"	"	"	"	"	378	5	9	"	"	"	"	"	"	378	5	9	
Ghat between Rajavaram X Rajavaram	16	"	"	"	"	"	"	696	15	6	700	"	"	"	"	"	1396	15	6	
Ghat between Kotaparthi & Koppur	12	695	5	6	"	"	"	"	"	"	"	"	"	"	"	"	695	5	6	
Ghat between Kammavaram & Sitam	27	204	"	"	"	"	"	"	"	"	"	"	"	"	"	"	204	"	"	
Ghat between Rajavaram & Rajavaram	10	100	"	"	"	"	"	"	"	"	"	"	"	"	"	"	100	"	"	
Ghat between Kotaparthi & Koppur	14	"	"	"	3	"	6	"	"	"	"	"	"	"	"	"	3	"	6	
Ghat between Kammavaram & Cinnampalli	14	"	"	"	"	"	"	"	"	"	"	"	"	12	"	"	12	"	"	
Ghat between Kotaparthi & Koppur	12	"	"	"	15	"	"	"	"	"	"	"	"	"	"	"	15	"	"	
Ghat between Rajavaram & Padera	6	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	44	14	"	
	161	3268	"	11	2946	15	9	2096	4	3	1829	5	9	1566	"	"	11706	6	"	

(Sd.) O. Wolfenden
A. J. Principal Assistant Agent

(True Copy)
[illegible]
Agent to the Governor

mountains &c, which are also very correct and will then send the map to me, I will have the alignment of the roads put in as they really run. It is beyond my power to do this ~~work~~ with the vague impossible chart they have sent me.

I have the honor to be
Sir
Your most obedient Servant
H. Farne
Agent to the Governor.

Statement showing existing Hill roads and the amount spent on them during the last 5 years in the Principal Assistant's Division of the Nilgiris Division

No.	Name of the road	Length of the road in miles	Amount In the Official year 1882.83	In the Official year 1883.84	In the Official year 1884.85	In the Official year 1885.86	In the Official year 1886.87	Total expenditure of 5 years.	Remarks.
	1	2	3	4	5	6	7	8	9
1	Lammatingi ghat between Kindaiamba and Lammasin ghat	8	1319 5 11	373 9 4	375 12 "	467 5 9	1179 9 "	3715 10 0	The distances entered in Col. 2 are approximate.
			" " "	120 " "	" " "	" " "	" " "	120 0 0	The average expenditure per mile of road, during the five years, was Rs 72 per mile; or something over Rs 14 per mile per annum. I estimate the total of cultivated land which these roads are supposed to open up to be some 1800 square miles in extent.
2	Kotagiri ghat between Krishnadeviperta and Kotagiri	2	" "	" "	" "	" "	341 9 "	4871 1 11	
3	Mirandalir ghat between Gurzen-Kitanda and Mirandalir	12	949 5 6	2335 " 5	645 3 "	600 " "	" " "	150 " "	
4	Saramanda ghat between Lammasipi and Krishnadeviperta	14	" "	100 " "	" " "	50 " "	" " "	378 5 9	
5	Budaraalca ghat between Pedimullasa and Kotagiri	14	" "	" "	378 5 9	" " "	" " "	1396 15 6	
6	Ramphil ghat between Krishnadeviperta & Pidamalai	16	" "	" "	696 15 6	700 " "	" " "	695 5 6	
7	Road from Krishnadeviperta to Kotagiri	12	695 5 6	" "	" "	" "	" " "	204 " "	
8	Road from Lammasipi to Gurzen	27	204 " "	" "	" "	" "	" " "	100 " "	
9	Road from Gurzen to Pidamalai	10	100 " "	" "	" "	" "	" " "	3 " "	
10	Road from Lammasipi to Kotagiri	14	" "	3 6	" "	" "	" " "	12 " "	
11	Road from Lammasipi to Coimbatore	14	" "	" "	" "	" "	" " "	15 " "	
12	Road from Chittur to Pottanur	12	" "	75 " "	" "	" "	" " "	44 14 "	
13	Road from Mirandalir to Palaru	6	" "	" "	" "	" "	" " "	1566 " "	
		161	3268 " "	11 2946 15 9	2096 4 3	1829 5 9	1566 " "	11706 " "	

(Sd.) A. Wolfenden
A. J. Brid. Collector, Cyp.

(True copy)
Agent to the Governor

Statement Showing the number and mileage of existing roads and the amount spent upon them during the last 5 years in the Senior Assistant's Division.

No.	Name of Road	Mileage of roads	Amount spent during 1882-83			Amount spent during 1883-84			Amount spent during 1884-85			Amount spent during 1885-86			Amount spent during 1886-87			Total			Remarks.
1	2	3	4			5			6			7			8			9			10.
1	Chollapadam to Rayaghada	18	530	"	"	730	"	"	530	"	"	2473	2	9	3646	5	3	7909	8	"	
2.	Rayaghada to Central Provinces frontier (via Bessem-Ratak and Ombadola)	70	"	"	"	"	"	"	"	"	"	400	"	"	"	"	"	400	"	"	
3.	Homalapeta to Sugupur	22	300	"	"	"	"	"	300	"	"	"	"	"	"	"	"	600	"	"	
4	Hiriyam to Gumupur	28	400	"	"	500	"	"	500	"	"	100	"	"	"	"	"	1500	"	"	
5	Gumupur to Gudari	20	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	
6	Rathwalsa to Narayanapatnam	25	500	"	"	1000	"	"	913	12	"	1040	"	"	1555	7	"	5009	3	"	
7	Gumupur to Putosingi (via Jaltera)	12	200	"	"	200	"	"	200	"	"	"	"	"	150	"	"	750	"	"	
																		16168	"	"	

Vizagapatam Senior Assistant's office
19th June 1887

(Sd) E. A. Elwin
Officiating Ag. Senior Asstt. Agent

Statement showing number of miles on each road and the expenditure during the last four years in the Special asstt agent's division.

No.	Name of Road	No. of miles	Expenditure during 1883-84			Expenditure during 1884-85			Expenditure during 1885-86			Expenditure during 1886-87			Total Expenditure			Average for the 4 years			Remarks
1	Nowrangapur to Raighur	67	607	2	9	3000	"	"	2501	11	6	3163	6	1	9272	4	4	2318	1	1	36 miles are already completed with 4 large bridges. The new under construction by the S.P.W. will take this line. (a) 10 miles are completed. * There are 17 temporary bridges on this road. (b) Mungara ghat. (c) Old Jeypore that is 1 new ghat is now under construction. (d) 1 Ghat Kollar. (e) 1 Ghat Balimila
2	Nundapore Bridle path (a)	16	"	"	"	"	"	"	"	"	"	916	1	"	916	1	"	916	1	"	
3	Koraput to Pottangi *	29	1500	"	"	1231	11	4	690	"	"	2219	"	9	5640	12	1	1410	3	"	
4	Do to Nowrangapore (b)	34	1645	11	9	2575	14	6	1956	3	6	1856	8	"	8034	5	9	2008	9	5	
5	Do to Jeypore (c)	14	500	"	"	2013	5	"	587	"	2	1214	14	"	4315	3	2	1078	12	9	
6	Jeypore to Mohu (d)	120	2388	12	"	2391	"	"	2222	14	4	1525	2	"	8527	12	4	2131	15	1	
7	Do. to Boryonima	13	500	"	"	500	"	"	600	3	6	920	2	"	2520	5	6	630	1	4	
8	Boryonima to Kotupad	16	412	15	6	1000	"	"	693	9	"	969	3	7	3075	12	1	768	15	"	
9	Mullangiri to Kondakam (e)	30	2000	"	"	1057	1	6	"	"	"	"	"	"	3057	1	6	764	4	4	
10	Turner's Ghat road	13	3870	"	"	1200	"	"	1195	1	3	1618	4	4	7883	5	7	1970	13	4	
11																					

Koraput 17.6.87 } (Initialed) H. T. Taylor

(Sd.) H. D. Taylor
Sp. Special asstt agent

Statement showing number of miles on each road and the expenditure during the last four years in the Special asstt agent's division.

	Name of Road	No. of miles	Expenditure during 1883-84			Expenditure during 1884-85			Expenditure during 1885-86			Expenditure during 1886-87			Total Expenditure			Average for the 4 years			Remarks
	Nowrangapur to Raghur	67	607	2	9	3000	"	"	2501	11	6	3163	6	1	9272	4	4	2318	1	1	36 miles are already completed with 4 large bridges. The new line (a) 10 miles are completed
	Nundapore Bridle path (a)	16	"	"	"	"	"	"	"	"	"	916	1	"	916	1	"	916	1	"	
	Koraput to Pottangi *	29	1500	"	"	1231	11	4	690	"	"	2219	"	9	5640	12	1	1410	3	"	under construction by the S.P.W. will take this
	Do to Nowrangapore (b)	34	1645	11	9	2575	14	6	1956	3	6	1856	8	"	8034	5	9	2008	9	5	
	Do to Jeypore (c)	14	500	"	"	2013	5	"	587	"	2	1214	14	"	4315	3	2	1078	12	9	
6	Jeypore to Mohu (d)	120	2388	12	"	2391	"	"	2222	14	4	1525	2	"	8527	12	4	2131	15	1	* There are 17 temporary bridges on this road
7	Do. to Boryonima	13	500	"	"	500	"	"	600	3	6	920	2	"	2520	5	6	630	1	4	
8	Boryonima to Hotupad	16	412	15	6	1000	"	"	693	9	"	969	3	7	3075	12	1	768	15	"	(b) Nungara ghat
9	Mulcangiri to Kondakaw (e)	30	2000	"	"	1057	1	6	"	"	"	"	"	"	3057	1	6	764	4	4	(c) Old Jeypore that is 1 new ghat is now under construction
10	Turner's Ghat road berm	13	3870	"	"	1200	"	"	1195	1	3	1618	4	4	7883	5	7	1970	13	4	
11																					(d) 1 Ghat Kollar
																					(e) 1 Ghat Balinila

Koraput 17.6.87 } (Initialed) H. S. Thomson Asstt to the Governor

(Sd) H. D. Taylor
Sp. Special Asstt Agent

Statement showing the mileage and expenditure on the roads in the Temp.y Dy. Collector's Division during the last 5 years.

No.	Name of Work	No. of miles	Expenditure during 1882.83	Expenditure during 1883.84	Expenditure during 1884.85	Expenditure during 1885.86	Expenditure during 1886.87.	Total expenditure during 5 years.	Remarks.
1	Chilakalagedda Araku Road.	28	" " "	" " "	" " "	18901 10 9	48882 9 10	67784 4 7	

H. F. Turner.
Agent to the Govern.

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10.

The Chief Secretary
to Government
Ootacamund

1887

From

The Agent to the Governor in Vizagapatam

To

The Chief Secretary to Government.

Octacamund

Dated 31st August 1887.

Rcvd. 9th September 1887.

Received

no. 546.

Submitting report on the roads in the Vizagapatam Agency called for in G.O. 23rd December 1886, no. 338,

Draft Bill

Preamble— Whereas it is necessary that funds should be raised for the construction repair and maintenance of roads, bridges and other communications in the tracts known as the "Scheduled Districts" situate within the limits of the Vizagapatam District or in any Local areas therein, and for the diffusion of education, the erection or maintenance of Hospitals and Dispensaries and for other objects of Public utility calculated to promote the health, comfort and convenience of the inhabitants residing within such tracts and Local areas; and whereas the Madras Local Boards Act V of 1884 is not in force within those tracts, and it is not expedient to extend its procedure to the Scheduled Districts; it is hereby enacted as follows.

Short Title. Section 1. This Act may be called "The Vizagapatam Scheduled Districts' Local Cesses Act."

.2.

Local extent. 2. (i) It shall extend to all such tracts as are enumerated in Part I of the Scheduled Districts Act 1874, and which continue to be included within the local limits of the Vizagapatam District.

(ii). and it shall come into force in the various tracts or in any Local areas therein from such date as the Governor in Council may, by notification in the Fort St. George Gazette, direct. Provided that it shall be lawful for the Governor in Council at any time, by like notification, to withdraw from or suspend in any part of the afore-said "Scheduled Districts" or Local areas, the operation of all or any of the provisions of this Act.

Interpretation clause. Sec. 3. In this Act, unless there is something repugnant in the subject or context

"The Agent" (i) "The Agent" means the Agent to the Governor of Fort St. George in Vizagapatam.

"Local Area." (ii). "Local area" means any town, village, hamlet, suburb, house, bazaar, market or fair, or any number or group of the same, which may be declared to be a "Local Area" for the purposes of this Act.

~~Interpretation clause~~ Sec. 3. (iii). "Land holder" includes

(i). All Zamindars holding under a Sannad-i-milkent-estimrar, all other Zamindars, Shrotriemdars, Jagirdars, inamdars, and all persons holding lands under a Zamindar or proprietor or directly under Government on a favourable tenure, by whatever name known, and all trustees of Temple Lands.

(ii) All holders of land under Ryotwar settlement, or in any way subject to the payment

payment of land revenue direct to Government.

(iii). All persons farming the land revenue under Government or under a Zamindar or Proprietor.

"Tenant". (iv). The term "Tenant" shall for the purpose of this Act, include all persons who are bound to pay rent to a land holder.

"Occupied land". V. "Occupied land" means and includes land occupied by any person for the purpose of cultivation or profit, and includes forests, topes, gardens, grazing grounds, mines and quarries.

(vi). "Profession" includes arts, trades and callings and offices and appointments.

"Notice". (vii). "Notice" means a written, printed or lithographed notice.

"Writing" (viii) "writing" includes "print" and written includes "printed".

"Number". (ix). words in the singular shall include the plural and vice versá.

"Gender" (x). words importing the masculine gender shall be taken to include females and vice versá

"Section". (xi) "Section" means a section of this Act.

"Schedule" (xii). "Schedule" means a schedule of this Act. The Schedule shall be read as part of this Act.

"Fair". (xiii). "Fair" means any place where ten or more people assemble periodically for the purpose of buying or selling goods of all kinds and where such goods are bought and sold on delivery

"Market". (xiv). "Market" means any place ordinarily used for the sale of meat, fish, fruit, vegetables or other perishable articles of food for human consumption which may hereafter be declared by the Agent to be a market.

General

General Control to vest in the Agent. } Sec. 4. The general management and control of all funds and property acquired under this Act shall vest in the Agent to the Governor in Council and shall be exercised by him in accordance with such orders as the Governor in Council may from time to time issue.

Constitution of Local areas by notification. } Sec. 5. The Governor in Council may, from time to time by notification in the Gazette, declare any place or places falling within the definition of Local area, to be a Local area for the purposes of this Act and may in like manner cancel such declaration.

Taxes and Fees. Sec. 6. The following are the taxes and fees which may be levied under this Act.

(1). a tax not exceeding two annas in the rupee on the annual rent value of all occupied lands in whatever tenure held.

(2). A yearly tax on arts, professions, trades and callings and on offices and appointments at the rate specified in schedule A.

(3). Fees for the temporary use of cartstands, and of markets, market sites, faires, village sites and other similar public places, at such rates as may be fixed by the Agent, with the approval of the Governor in Council.

Section. } The Agent may, subject to the provisions contained in the last preceding section, from time to time, determine, with the approval of the Governor in Council, that any one or more of the said taxes shall be levied at rates not exceeding those specified in the last preceding section in any local area.

Rate on the rent value of land.

Sec. 8. For the purposes of this act, the annual rent value of lands shall be calculated in the following manner.

(1). In the case of lands held direct from the

the Government under a ryotwari settlement, the assessment payable to Government for the land, together with any water-rate which may be payable for its irrigation, shall be taken to be the annual rent-value of such lands for the purposes of this Act.

(ii). In the case of land held on any tenure other than ryotwari, the annual rent payable to the land-holder by his tenants shall be taken to be the annual rent value of the lands held by such tenants; or when the land is occupied by the land-lord himself or by any person holding the same from him free of rent or at a favorable rent, then the full rent ordinarily payable on lands of similar quality in the neighbourhood or the assessment which the land would pay if it were a ryotwari land, shall be taken to be the

the annual rent value of such land.

iii When revenue or rent is paid in kind the annual rent value shall be calculated according to the rates of rent paid for neighbouring lands of a similar description and quality - or where this cannot be ascertained, then according to the average market value of the land-lord's share of produce.

Sec. 9. In every tract of country to which this Act applies, every land holder other than a holder of land under Ryotwari settlement shall furnish to the Agent to the Governor or such officer as the Agent to the Governor may appoint in this behalf, once in every three years, a list of his lands, whether occupied by tenants or by himself, specifying in each case, the annual rent value of the lands so occupied.

Sec. 10. If such land holder shall fail to furnish to the Agent to the Governor or to

such other Officer as he may appoint, the list referred to in the last preceding section, within six months after requisition made in the District Gazette or otherwise, such land holder shall be liable to a fine not exceeding Rupees 50 for each day's delay until the list be furnished, or until the annual rent-value of such land-holder's lands shall have been fixed by the Agent to the Governor as provided in the next following section. Such fine shall be imposed by the Agent to the Governor, and shall be leviable by him in the same manner as an arrear of land revenue under the provisions of Act II of 1864 (Madras).

Sec. 11. If no such list be furnished by the land holder within one month from the expiration of the six months aforesaid, the Agent to the Governor or such other Officer as the Agent to the Governor may appoint in this behalf shall have power to fix for the purposes of

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of this Act, the annual rent value of such land holder's lands, both those occupied by his tenants and those occupied by himself.

Sec. 12. The Agent to the Governor or the Officer appointed by him under Sec. 9 shall have power to take steps for ascertaining the correctness of the lists referred to in Sec. 5, or for fixing the annual rent value (as provided in the last preceding section) where lists have not been furnished, by requiring the production of accounts and documents, by summoning before him the village Officers or the inhabitants of the villages, by deputing any of his Officers to make such enquiries as may be necessary or by such other means as he may think proper.

Sec. 13. For the purposes of the last preceding section, the Agent to the Governor or the Officer appointed by him under Sec. 9 or any Officer deputed under Sec. 12 not below the grade of a Deputy Tahsildar may exercise the

the powers vested in the Agent as a Civil Judge, for the summonning, examining of witnesses and the production of accounts and documents, and any person who shall obstruct any Officer when making the examination referred to therein shall be held to be guilty of the offence of obstructing a public servant in the discharge of his public functions, as defined in Sec. 186 of the Indian Penal Code.

14. If the Agent to the Governor or other Officer appointed under Sec. 9 is satisfied with the list submitted by a land-holder under Sec. 9 of this Act, he shall assess him in accordance with it for the landcess due on his Estate, but if such Officer be dissatisfied with the list, he shall after making the enquiries referred to in Sec. 12 amend the same and in cases where no list has been furnished and the annual rent value is fixed as provided in Sec. 12, he shall himself cause a list to be prepared and shall

shall assess the land holder in accordance with such list. In either case the assessing Officer shall supply such land holder with a copy of such amended list or list which for the purposes of this Act shall be taken to contain the annual rent value of his lands liable to the landcess, provided that in the assessments under this section no land shall be liable to be assessed twice over.

Sec. 15. All orders of the Agent to the Governor under Sec. 14 of this Act shall be final. In the case of orders passed by a subordinate Officer, an appeal shall lie to the Agent, provided such appeal be preferred within three months from the date of the order.

Sec. 16. In the Case of land held on Ryotwari tenure, the amount of the land cess shall be entered in the puttah of the land holder, and shall thence forward become payable by him.

Sec. 17. It shall not be competent to any Civil Court to entertain any suit regarding the rate of land cess assessed on any lands, or regarding the liability of any lands to such cess.

Sec. 18. After the assessment of the Land Cess under this Act shall have been once completed, it shall not be altered for a period of three years.

Sec. 19. Every land holder shall pay to the Agent to the Governor or other officer empowered by him to receive it the local cess due in respect of lands held by him as afore said on or before such dates and in such instalments as the Agent to the Governor under the general orders of the Governor in Council may, by notification in the District Gazette, declare. Provided that in the case of lands occupied by tenants, it shall be lawful for the land holder to collect and recover from such tenants one half of the amount payable in respect of the land so occupied. Provided also that in the case of lands held by land holders subject to a payment to the Zemindar or Proprietor of a Kattubadi, quit rent or other favorable rent, it shall be lawful for the land holders to recover from the Zamindar or proprietor one half of the amount payable in respect of such Kattubadi, quit rent or other favorable rent by deducting the same from such Kattubadi quit rent or other favorable rent.

Sec. 20. When the whole or any portion of an instalment of Land Cess shall not be paid by a land holder on the date fixed by the Agent to the Governor under sec. 15 of this Act, the sum remaining unpaid shall be deemed an arrear, and it shall be lawful for the Agent or other officer empowered by him in that behalf, to proceed to recover the arrear with interest and costs of process under the provisions

provisions of Act II of 1864.

Sec. 21. All land-holders are hereby declared to have the same powers, and to be liable to the same penalties, in the Collection of the Land-Cess from their tenants, and other occupants of their lands, as may be prescribed in any act or Regulation which now is, or hereafter may be, in force for the collection of rent due to a land holder.

Sec. 22. It shall be lawful for the Agent to the Governor, with the previous sanction of the Governor in Council, to compound with any land holder for such period as he may think fit, for the annual payment of a fixed sum as the Land Cess yearly due on account of his estate, and in consideration of such arrangement, to dispense with the list prescribed by sec. 9 of this Act: provided always, that the owner of any estate entering into such a composition shall not be entitled to levy, from any of his tenants or other occupants

occupants of his lands within the said estate, any larger sum for Land cess than they would have been liable to pay under this Act on the annual rent value of their lands, if no such composition had been made.

Sec. 23. Every land holder, other than a holder under a ryotwari settlement subject to the payment of revenue direct to Government, shall be entitled to a remission of one half of the tax payable by him on so much of the whole annual rent value of his land as is equal to the amount of the revenue payable by him to Government in respect of such land: Provided that the amount recoverable by such land holder from his tenants under the proviso to sec. 19 shall be calculated upon the whole amount which would have been payable to Government if no such remission had been allowed.

Tax on Professions &c. Sec. 24. If the Agent with

pro with the assent of the Governor in Council
Sec. notify under Sec. 7 that a tax on arts,
to trades, professions and callings and on
the offices and appointments shall be levied
Ce within any local area, every person who
of within such local area exercises after the
an date specified in the said notification any
he one or more of the arts, professions, trades
or callings or holds any one or more of the offices
or appointments specified in schedule A shall,
subject to the provisions of Sec. 30, pay in respect
thereof the sum specified in the said schedule
as payable by persons of the class in which
such person is placed.

Sec. 25. (1). The Agent or any Officer appointed by him for this purpose shall decide in which of the said classes such person ought to be placed.

(2). The Agent or the Officer appointed by him for the purpose may from time to time revise such classification.

Sec. 26.

Sec. 26. The sum payable under Sec. 24 shall be paid in two equal instalments, one for each half of the year; the instalment payable in respect of each half of the year shall be payable by any person who has for sixty days reckoned consecutively, or from time to time, in such half year, exercised such art, profession, trade, or calling or held any such office or appointment within the local area.

Sec. 27. (1). If in any half year any person exercises any such art, profession, trade or calling, or holds any such office or appointment for sixty days without paying the sum due in respect of such half year, the Agent or the Officer appointed by him for the purpose may serve upon such person a notice to pay such sum within 15 days from the date of service.

(2). If the sum be not paid within 15 days from the date of service of the notice, the Agent or the Officer empowered by him in this behalf may

may proceed to recover the amount together with all costs in the same way as if it were an arrear of revenue under Act II of 1864.

28. (1). The Agent or the Officer appointed by him for the purpose shall give every person making a payment under Sec. 24, a receipt for the same signed by the Agent or the Officer appointed by him for the purpose or by some Officer duly authorized by him in that behalf.

(2) Such receipt shall specify.

(1) the date of the grant thereof.

(2) the name of the person to whom the receipt is granted.

(3) the art, profession, trade, calling, Office, or appointment, in respect of which the payment has been made.

(4). the period for which it has been made.

(5). the sum paid in respect thereof.

Sec. 29. Every member of a firm or partnership, or of an undivided Hindu family, shall be personally and separately liable to the tax leviable under Sec. 24.

30.

Sec. 30. A person who carries on more arts, professions, trades or callings or holds more offices or appointments than one, or comes under more than one of the designations or classes mentioned in Schedule A, shall be chargeable under any one of such designations or classes on his aggregate income from all such sources.

Sec. 31. No person shall be liable to the payment of the tax under section 24, who shall prove that he has paid the tax for the same half year in any other local area.

Sec. 32. If the Agent shall have determined, with the approval of the Governor in Council, to levy the fees mentioned in clause 3 of Section 6, he shall at once proclaim, by an order in writing and by beat of drum, in the villages in which such fees are to be levied, that such fees will be levied from the date specified in such order and at the rates fixed therein, until such time as the said order shall be modified or cancelled.

Sec. 33. If the Agent proclaim in the manner provided in section ~~29~~ 32 that any fee shall be levied, such fee shall, at the rate mentioned in the proclamation, be paid on demand, by the person by whom the cart stands, markets, market-sites, fairs, village sites, or other public places may have been used, to the Agent or to any person duly authorized in that behalf by the Agent.

Sec. 34. If such fee is not so paid, the moveable property of the person by whom it is payable, shall at once be seized and sold by the Agent or the person authorized by him in that behalf.

Sec. 35. (i). The following property shall not be liable to distraint:—

(a). the necessary wearing apparel of the defaulter, his wife and children.

(b) the tools of artisans, and

(c). where the defaulter is an agriculturist, his implements of husbandry and such cattle as may, in the opinion of the Agent or the officer appointed by him for the purpose, be necessary to enable the defaulter to earn his livelihood.

(ii). The distress shall not be excessive, that is to say, the property distrained shall be, as nearly as possible, proportionate to the amount due.

(iii). When the property seized is subject to speedy and natural decay, and when the expense of keeping it in custody and the amount of the tax due will exceed its value, the person seizing the property shall at once, after seizure of such property, give notice to the person, in whose possession it was when seized, to the effect that it will be sold at once, and shall sell it accordingly, unless the amount due be forthwith paid.

(iv). Any surplus that may remain after deducting the amount of the tax or fee and of the said expenses including the expenses of the sale shall be returned, on demand, if made within six months, to the owner of the property, or if no demand be made within such

such period, shall be carried to the credit of Government.

Purposes to which the funds raised under this Act shall be applied.

Sec. 36. The funds raised under this Act shall be lodged in the Public Treasury and together with any grant which the Governor in Council may from time to time sanction and any voluntary contributions which may be raised from the public towards the objects of this Act, shall in accordance with such orders as may from time to time be passed by the Governor in Council be exclusively applied to the following purposes

(1). the construction, repair and maintenance of roads, streets, ghats, bridges, ferries and other means of communication.

(2). The planting and preservation of trees on sides of roads and on other public places.

(3). the construction, repair, maintenance and endowment of hospitals, dispensaries, travellers bungalows, choultries, chuttrams, markets, caststands, drains, sewers, water works, tanks and wells and the payment of all charges connected with the objects for which such buildings have been constructed, the training and employment of medical practitioners and vaccinators, the sanitation of towns and villages, the cleaning of the streets, tanks and wells and other works of a similar nature.

(4). The diffusion of education, and with this view the construction and repair of school houses, the establishment and maintenance of schools either wholly or by means of grant-in-aid, the inspection of schools and the training of teachers.

(5). Other measures of local public utility calculated to promote the safety, health, comfort or convenience of the people.

Agent to the Governor.

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(2). The planting and preservation of trees on sides of roads and on other public places.

(3). the construction, repair, maintenance and endowment of hospitals, dispensaries, travellers bungalows, choultries, chuttrams, markets

18.8.12

markets, cartstands, drains, sewers, water works, tanks and wells and the payment of all charges connected with the objects for which such buildings have been constructed, the training and employment of medical practitioners and vaccinators the sanitation of towns and villages, the cleansing of the streets, tanks and wells and other works of a similar nature.

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(5). Other measures of local public utility calculated to promote the safety, health, comfort or convenience of the people.

Agent to the Governor.

Schedule referred to in cl. 2 of Section 6.

Schedule A.

Tax on Arts, Professions, Trades and Callings.

Class. I.

Every Joint Stock Company trading with a paid-up capital of one lakh of rupees or upwards ... . } yearly Rs. 100.

Class. II.

Every Joint Stock Company trading with a paid-up capital of less than one lakh of rupees ...

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs 1500 a-month or upwards ... ...

Every Abkari Renter, Merchant, Banker, Sowcar, Contractor, ship or Boat owner, Wholesale Trader or Commission Agent or Any agent, Gumastah or servant in charge of the business of such persons when the principals are non-resident.. } 50.

Every Practising Barrister ... ...

Every Owner of a Press for Cotton, or of a Coffee-cleaning Establishment or Saw-Mills

Every Hotel-Keeper, Boarding-house Keeper, Shop-Keeper, Manufacturer, Artisan or Trader, the gross rental of whose shop or place of business is estimated at Rs 1,200 per annum or upwards.

Class. III.

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to 800 rupees per month and is less than Rs 1500 per month.

Every Merchant, Banker, Sowcar, Contractor, ship or Boat owner, wholesale Trader or Commission Agent, or any Agent, Gumastah or servant in charge of the business of such persons when the principals are non-resident, not assessed under class II. ... ...

Every Practising Barrister not assessed under class II, and every Attorney-at-law, Proctor, Notary Public or Pleader practising in any Civil and Sessions Court, subordinate Judges Court, or Court of small Causes.

Every Practising Surgeon, Physician, Dentist, Architect or Civil Engineer. . . . . .

Every Owner or Farmer of a Bazaar. . .

Every owner of a Press for Cotton, or of a Coffee-cleaning Establishment or of Saw-Mills, not assessed under Class II; and every owner of a Printing Press, or of a Press for oil, ..

Jute.

Contd

ute, hides or other materials, and every auctioneer ... ... } yearly

Every Hotel-keeper, Boarding-house keeper, Shop-keeper, Manufacturer, Artisan or Trader, the gross rental of whose shop or place of business is estimated at Rs 500 a year or upwards.. } Rupees 5.

Class IV

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs 400 a month and is less than Rs 800 a month... ...

Every Practising Licentiate of Medicine, Apothecary and Veterinary Surgeon.

Every Keeper of a Spirit Shop, Punch House, or Billiard Room or Whole-sale Produce Depôt..

Every Hotel Keeper, Boarding-house Keeper, or Shop-keeper or Retail Dealer, Manufacturer Artisan or Trader, the gross rental of whose shop or place of business is estimated at more than 100 rupees but less than 500 rupees a year.

Every Pleader and Practising Vakil not included in class III.

Every Broker or other person employed in the transfer or purchase of imports or exports, or in the sale of Government Securities, shares and Bills of Exchange, or in procuring freight. } 12.

Class V.

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs 200 a month and is less than Rs 400 a month... ... ... } yearly

Every Hotel-keeper, Boarding and Lodging House keeper, Shop-keeper, Retail Dealer, Manufacturer, Artisan or Trader, not included in Class III or Class IV. ... ... } Rupees 6.

Every Pawn broker and every Trader, Artisan, or Merchant having a shop or place of business not included in class IV... ... ... }

Class VI.

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs 100 per month and is less than Rs 200 per month ... ... } Rs 3

Every Keeper of a permanent Stall at a public market ... ... }

Every Native Doctor not included in any other class ... ... } Con. Other

Every Pawn broker and every Trader, Artisan or Merchant having a shop or place of business not included in Class. V.	

Class. VII.

Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs 50 a month and is less than Rs 100 a month	Rupees 2. yearly

Class. VIII.

Every Retail Dealer, Manufacturer, Artisan, Trader or Keeper of a shop or stall not included in any other class, or Money changer	
Every Pedlar, Hawker	
Every person holding any office or appointment, public or private, or employed in any capacity, whose pay or salary amounts to Rs 30 a month and is less than Rs 50 a month.	

Agreed to by the Governor

1888.

DEPARTMENT.

ENCLOSURE No. 1.

In a letter from the ~~Collector of~~ Agent to the Governor Vizagapatam to the Chief Secretary to Government dated 24th January 1888 No. 166

PURPORT.

The Vizagapatam Scheduled Districts Local Cesses Act.

Fwd. 4604-88/1

21 8/2

Explanatory memo to the Draft Act.

Sections 1+2. Title and extent of the Act.

Framed so as to extend the Act to all or only to approved parts of the Agency, and in case of expediency to enable the withdrawal or suspension of the Act from or in any locality.

Section 3. Definitions.

The Agency tracts of Vizagapatam consist of lands held on various tenures. First — there is the Palakonda Agency, a Government estate which is managed purely on the Ryotwari system. Then there is the Eplugonda Agency, also a Government Estate, where each mutha consisting of a number of villages is enjoyed by the muthadar under a very restricted tenure. There are all kinds of tenures among the 8 zemindaries from Meranaghy on the north to the Madgole Zamindary on the south, and no

one

one knows what the alienations are in the Jeypore estate. Besides the great minor fiefs of Kalyana Singapur, Bissemcuttack, Nowrangapur and Godaing there are innumerable holdings on favorable tenure all over the country - Lands conditioned for service, inam lands, temple lands, lands granted for maintenance for an undefined period; in fact the confusion into which the land has got in Jeypore will require for the purposes of this act the undivided attention of a superior officer to unravel and set straight.

There is no Estate in the Madras Presidency so entirely destitute of land records as "Jeypore". Even the villages have never been tabulated in any public paper except the Census returns. No mention is made of them in the accounts of the Zamindaris framed at the beginning of the century, for the Jeypore dominions were entered therein by the taluk and not by

by the village.

I have therefore defined the word "Land holder" so as to include all these classes of persons in the term and thus enable Government to levy land cess, not merely on the partial rents received by the Zamindar, but on the full rent of the land payable by the actual occupiers.

I have defined "occupied land" so as to include forests, gardens and topes, which in a country so fertile and yet so unpopulated as some parts of the agency tracts, necessarily form a prominent feature of the land. The other definitions call for no remarks.

Sec. 4. Vests the general management in the Agent, subject to the orders of Government.

Sec. 5. - Refers to Constitution of Local areas.

Sec. 6. Describes the taxes and fees leviable under the Act.

Sec. 7. Provides mode of determining what taxes should be levied in particular areas

vide Sec. 48 Dt. municipalities Act. &
Sec. 58 Local Boards Act.

the land holder to recover from his tenants half the Cess, but have also provided for the reimbursement to mokhasadars and others who are included in the definition of "Land holder" of half of the Kattubadi or quit-rent which they themselves pay to the Zamindar. For instance, the Rani of Kalyana Singapur holds an Estate supposed to yield her Rs 20,000 a year. She pays to the Maha Rajah of Jeypur Rs 5000 as Kattubadi. The Maha Rajah will not be liable to pay land Cess on these Rs 5000, because the Singapur Rani as the "Land holder" will pay the Cess on the whole Rs 20,000. It is therefore only reasonable that while she recovers from her tenants half of the Cess paid on the Rs 5000 (no part of which remains to her) she should be entitled to recover the other half from the Maha Rajah to whose income the Rs 5000 are added.

Sections 20-22. Corresponding sections of Act

III of 1866 are 16, 17 & 18.

Section 23. The District Road Cess Act does not provide for remission of Cess on the revenue paid to Government, for instance the peshkesh paid by Zamindars or the rental paid by mutadars as in Golugonda. The justice, however, of the remission has been recognized in the subsequent Acts. Vide Sec. 48 of Act IV of 1871 and Sec. 75 of Act V of 1884.

Profession Tax.

Sections 24 to 31. Sections 24 to 31 relate to the Profession Tax, and have been adopted from Sections 53 to 60 of the District Municipalities Act IV of 1884.

Provisions similar to sections 61 & 62 of the Municipal Act, which also relate to Profession Tax are considered unnecessary, as the Agent can procure all requisite information by means of his general powers.

Sec. 32 to 35 relate to the mode of levying fees in Cartstands

Cartstands, markets &c, and have been drafted on the lines of Sections 62, 93. and 94 of the District Board's Act.

Section 36. The deposit and application of funds. It is intended to amalgamate into one fund all funds from all sources whether raised by this Act or contributed by Government towards roads, ghats, education and the like; and to provide for the administration of all such monies by the Agent under the provisions of this Law.

Agent to the Governor.

1888.

Judicial DEPARTMENT.

ENCLOSURE No. 2.

In a letter from ~~the Collector of~~ Agent to the Governor in Vizagapatam to the Chief Secretary to Government dated 24th January 1888

1888 No. 166

PURPORT.

Explanatory memo of the Vizagapatam Scheduled Districts Local Cesses Act.

Judl. 460-88

No. 166.

18

Governor's Agent's Office,
Vizagapatam 24th January 1888.

From

A. G. Turner Esquire,
Agent to the Governor in Vizagapatam.

To

The Honorable A. E. Stokes,
Chief Secretary to Government.
Madras.

Sir,

With reference to para 3 of G.O. dated 12th April 1887, No: 475, Financial, I have the honor to submit the draft of an Act to enable the levy of local cesses in the Agency Tracts for the purpose of raising funds for the construction, repair, and maintenance of roads and communications and of Hospitals and Dispensaries for the sick therein. An explanatory memorandum is also enclosed.

2. I have in addition to a Cess on land, provided for a Profession Tax and for the levy of fees for Cart-stands and markets.

3. The Profession Tax is necessary to enable the people

people who exercise professions, trades and callings within certain local areas to contribute to the support of institutions and public conveniences, which they will enjoy in common with those who are assessed to the land cess. The Profession Tax will be restricted to "local areas" and will be imposed principally on the lines of Municipal Law. In course of time, those "local areas" would merge into Municipalities; as soon, that is, as we find the townsfolk intelligent enough to manage their own business. I admit that the tax will be unpopular, but provided it is gradually and cautiously introduced, I see no reason why there should be difficulty in assessing professional people and traders to it.

4. Fees for the use of cart-stands and markets will be levied in Koraput and Elsewhere. There is some difficulty about this however.

All

All through Jeypore, the Waste land is held to belong to the Maha Rajah, and before the Agent will be able to levy these fees, he must procure a transfer of the sites from the Maha Rajah to the Governor in Council on lease. He will then levy fees at such gathering places and expend them on improving the market sites and building shelter for the traders and for their carts and cattle.

5. The assessment of the Land Cess will be an onerous job. So far as the assessment goes of the ryots who pay directly to the Maha Rajah of Jeypore, we can rely pretty safely on the accounts and aid that will be readily furnished by the Maha Rajah's officials, that is to say in so far as regards Jeypore. Some difficulty will be experienced in assessing the ryots of the other Hill Zemindars, to wit, Merangy, Kurupam, Salur, Panchipenta, Vizianagaram (i.e. as regards Kasipuram Zemindari) and

Madugula

Madugula.

The difficulty will lie in discovering the rent rolls of the host of Inamdars, favoured village renters, Zat Rajahs, Service Inamdars and the like. No account is found anywhere of the number or holdings of these classes of occupiers. The Inam Commission never set foot inside the Agencies. All Inams were included in the assets of the Jeypore Estate when the Permanent Settlement was made. Jeypore has, from time immemorial, conducted its land administration as a petty sovereignty. Not even in the Mahomedan Epoch was Jeypore ever brought under any control, and we have therefore in this singular country a perfect type of pure Hindu land Administration, quite unaffected by any foreign element whatever. The alienations are no doubt very extensive. If we take the whole rentroll of Jeypore (excluding the other Hill Zemindaries

and.

and our own Estates), it may be roughly calculated to reach 8 or 9 lakhs of rupees per annum. the Maha Rajah's rent-roll probably exceeds 4 lakhs; So there are Inams yielding perhaps four lakhs, which we must go about to discover, register and assess.

6. In addition to the above taxes and fees, tolls must be imposed on all the principal roads. Tolls are the most legitimate source of raising funds for the construction, repair, and maintenance of roads and bridges. I have, however, thought that it is, for the present, sufficient if the provisions of Act VIII of 1851 as amended by Act XV of 1864 are extended to the roads and bridges in the Agency tracts; and I have therefore not incorporated the provisions relating to the levy of tolls in the draft Act. On receiving the orders of Government on this letter, I propose to submit for sanction a list of the roads, bridges, ghats &c

illadugulu.

The difficulty will lie in discovering the rent-rolls of the host of Inam-lands, rainoured village renters, Vat Rajahs, Cumil Inamdars and the like. No account is known anywhere of the number or holdings of these classes of occupiers. The Inam Commission never set foot inside the Agencies. All Inams were included in the assets of the Jeypore estate when the Permanent Settlement was made. Jeypore has, from time immemorial, conducted its land administration on a fully concerted plan even in the Muhammedan period was Jeypore ever brought under any control, and we have therefore in this singular country a perfect type of pure Hindu land administration, quite unaffected by any foreign element whatever. The alienations are no doubt very extensive. If we take the whole rent-roll of Jeypore (excluding the three Zamindaris and

and our own Estates), it may be roughly calculated the Maha Rajah's rent-roll per annum. ds 4 lakhs; So there are probably exceeding perhaps four lakhs, which Inams yield out to discover, register and we must go al

assess.

6. In addition to the above taxes and fees, tolls must be imposed on all the principal roads. Tolls are the most legitimate source of raising fun ds for the construction, repair, and mainten ance of roads and bridges. I have, however, thought that it is, for the present, sufficient if the provisions of Act VIII of 1851 as amended by Act XV of 1864 are extended to the roads and bridges in the Agency tracts; and I have the fore not incorporated the provisions relating to the levy of tolls in the draft Act. On receiving the orders of Government on this ter. I propose to submit for sanction a list of the roads, bridges, ghats &c

contd 36,000—C.J.

to be tolled under that Act

Tolls will, I believe, be levied without difficulty. In former days cesses akin to tolls were always levied by the Zamindars on all traders under the guise of "Mahidhan" and "Tikka" dues. Regarding the Mahidhan, a somewhat specious plea was brought forward for its legality in 18[illegible] by Lingam Lakshmaji Pantulu on behalf of the Maharajah of Jeypore. He stated that Mahidhan meant "ground tax" and that it was rightly imposed on Ox" and that return for the free grazing rinjaries as a throughout the Rajah's terri they enjoy, but the plea was rejected by the Board in their Proceedings dated 20th June 1870. no: 4254. The Board rightly regarded the plea that the tax was a pasturage tax as specious, and in point of fact, I believe, the term Mahidhan was invented by Lakshmaji to support his cause. The proper word is Mahadhan i.e. "big tax" and the term "Tikka"

meaning "small tax" also levied on traders. Supports this view by virtue of its suggestive antithesis.

This is interstitial history. What I wish to point out is that the traders have always been used to pay tolls, although under a different name, and we shall not experience any difficulty in collecting them.

7. With regard to the remark of Government that I may have overestimated the probable yield of these cesses and tolls, I would beg to observe that I based my calculations on the following figures.

	Rs.
I. Land Cess in Jeypore on 8 lakhs of rents at 1 anna in the rupee.	50,000
II. Do in the other Still Zemindaries on a rent roll of 1 Lakh	6,000
III. Tolls in 10 places at Rs 3000 each, viz.	
(1). Lammasinghi —	
(2). Minamalur —	
(3). Arantagiri —	
	56,000

(4) Pottangi.	Rs. 56,000
(5) Narayanapatnam.	
(6) Rayagada.	
(7) Junupur.	
(8) Jeypore.	
(9) } To be fixed hereafter.	30,000
(10) }	
IV. Professional tax in Local areas.	14,000
	100,000.

8. Again, the population of the Agency was, at the last Census, 6,94,500, and allowing for a normal increase of 1½ per cent per year, it is probably now nearly 8 lakhs. At 2 annas 6 pies per head, which is the incidence of taxation given in Dr. Maclean's Manual of administration, the income from all sources would be rather over than under a lakh of Rupees. It is possible that the receipts from tolls are overestimated, but on the other hand, the rent roll will probably exceed 9 lakhs. From an Agricultural point of view, Jeypore is one of the richest countries in the Presidency. The rainfall is large enough

to secure crops without irrigation. Famine is entirely unknown. Cholera rarely visits the part. There are no coolies in the country, for there is land to be had for the asking and people who do not desire to till the ground find ample scope for their energies in petty trading between the markets.

9. I regret the delay that has occurred in submitting this letter. The subject is an extensive one and required a good deal of reference and consideration before a final draft could be prepared.

I have the honor to be
Sir
Your most obedient Servant
H. Reimenant
for Agent to the Governor.

460

Journal

1883.

Judicial DEPARTMENT.

FROM Agent to the Governor in THE ~~COLLECTOR OF~~ VIZAGAPATAM.

To THE CHIEF SECRETARY TO GOVERNMENT, MADRAS.

Dated 2 } January 1883.
Received 30

No. 11.

ENCLOSURES. 2.

Submitting the draft of an Act to enable the Courts of local Cesses in the Agency tracts of the Vizagapatam District.

3 P 08022

1400

F. C.

Class DS | INDIAN TELEGRAPH. | Local No.

To (Station): Madras | From (Station): Vizagapatam

Words.	Day.	Hour.	Minute.	Official Instruction.
30/5	21	18	32	defd

To (Person): Madras | From (Person): agent. to governor

CHIEF SECRETARY TO GOVERNMENT MADRAS

My letter number 166 of 24 January please defer passing orders on above letter until you receive letter on cognate question now being despatched

Recd. from ... at ... Hrs. ... L. N. Mts., By

Sent to ... at ... Hrs. ... L. N. Mts., By

Date MADRAS 21-3-83 Telegraph Master.

1400

DEPARTMENT

Telegram

From The Govt agent, Vizagapatam

1

No.

Dated 21st } Mar. 88.
Received 22 }

Enclosures —

SUBJECT.

Requesting that orders may be deferred on his letter No 166 reg. the levying of land cesses in the agency tracts.

No. 200

4-P

Governor's Agent's Office
Vizagapatam
Dated 31st March 1888.

CURRENT NO.

From H. G. Turner Esquire
Agent to the Governor
Vizagapatam.

To The Honorable H. E. Stokes
Chief Secretary to Government
Madras

Sir,

I have the honor to request you will be so good as to lay the following before the Government and obtain orders thereon.

2. Until the year 1835, as the Government know, the administration of the whole of the district, Civil, Criminal and Revenue was carried on under the provisions of the General Regulations. In that year, Sir Frederic Adam, then Governor of Madras, visited these parts and

and took into consideration the expediency of exempting the hill zamindaries from the General Regulations. Mr Russel, Special Commissioner in the Northern Circars after making minute enquiries into the causes of the disturbances then lately suppressed and the policy needful for adoption in the future administration of what were then considered mountainous tracts, where at that time the Government had in effect no police and no power, proposed that certain tracts of this district be exempted from the jurisdiction of the ordinary Courts and be placed exclusively under the Collector of the district with special powers and powers vested in him by the Governor-in-Council. This proposal was accepted by the Government and Act XXIV of 1839 was the outcome of it.

3. By this Enactment the

Ancient zemindaries.
1. Vizianagram.
2. Bobbili.
Hill zemindaries.
1. Jeypore.
2. Kurapam.
3. Sangamvalasa.
4. Chemudu.
5. Pachipenta
6. Andra
7. Saripalli Bhimavaram
8. Salur
9. Madgole
10. Belgam.
11. Merangi
Under Amani.
1. Palkonda
2. Golconda

the marginally noted tracts were then removed from the jurisdiction of the ordinary judicatories and placed under the administration of the Collector as Agent to the Governor, (they were at that time considered unfit to be administered under the unbending form of Regulation Procedure.

4. In 1863, in view of the improved condition of the district, the zemindaries of Vizianagram (except Kasipuram) and Bobbili and the Amani taluq of Palkonda were withdrawn from the charge of the Agent and restored to the jurisdiction of the ordinary Courts, vide notification Fort St George, dated 9th June 1863. A further reduction was made in the charge of the Agency in 1865 by the restoration, to the ordinary jurisdiction, of the marginally noted estates. The Kottam, Rama and Kondah mattas of the Palkonda taluq situated

Zemindaries.
1. Kurapam.
Except the Gummadi and Konda mattas
2. Sangamvalasa

situated in the hills were at the same time retransferred to the Agency, Vide notification, Fort St George dated 6th December 1864. That part of the Country belonging to the Amani Taluqs of Golugonda which lies below the ghats and the west of the river Boderu and which was transferred to the ordinary jurisdiction under the notification of 6th December 1864 was likewise retransferred to the Agency in 1869. Vide notification, Fort St George. 24th December 1868. The limits of the Agency have not since undergone any alterations.

3. Chennuru
4. Pachipenta below the ghats
5. Anaru
6. Saripilli Bhimavaram
7. Salur
8. Mazole, below the ghats
9. Belgam
10. Merangi except the Mondenkalle and Konda Muttas

Under Amani Golugonda except the hill mutters

5. The present Agency charge thus comprises (a) the whole of the Jeypore Zemindary, (b) Kasipur of the Vizianagram Zemindary, (c) portions of the Mazole and Pachipenta Zemindaries which lie above the ghats, (d) Gumma and Konda Muttas of the Vizianagram Zemindary, (e) Mondenkalle and Konda Muttas of the Merangi Zemindary, (f) Kottam Rama and Konda Muttas of the Palkonda Taluqs and (g) the hill mutters and the tract lying between the ghats and the west of the river Boderu of the Golugonda Taluq.

6. Being of opinion that time has now come for a further reduction in the limits of the Agency tracts, I have ascertained the opinions of my divisional officers. The Principal Assistant Agent proposes that the portion of the Golugonda Taluk which lies below the ghats and to the west of the river Boderu be transferred from the Agency to the ordinary jurisdiction. It contains no plateau or any country inhabited by what are known as hill people. The Boderu river was formerly taken as the boundary as presumably a more convenient mark was not then

then found available beyond it. We have now an excellent line in the shape of the Survey demarcation ridge which lies along the edge of the Ghats and this can conveniently be fixed on as the boundary line. The Country is a rich plain tract, thickly populated and excellently cultivated. The few hills about are well furnished with jungle and a judicious selection of Reserves may well be made there as soon as they come within the scope of the Forest Act. The Senior Assistant Agent would take into the ordinary tracts (a) the fertile Country (measuring roughly 20 by 15 miles) lying between Gunjam and Gudari which, practically free from jungle, hills and malaria, produces perhaps the best paddy grown in the District and contains numerous large villages inhabited by wealthy merchants, Ryots and others,

(b)

(b) the Gunna Mutta of the Khurapam Zemindary (between Khurapam and Gunjam) rich in paddy cultivation (c) the Mondankallu Mutta of the Merangi Zemindary, which is a fertile tract, (d) the plain country lying between Cholollapadam and Rayaghada and (e) the vast open plain which extends (broken only by the river Nagavali) from Rayaghada right up to the boundary of the Singpur Estate. In the Assistant Agents Division (now Head Quarters Deputy Collectors' Division) the tract proposed for the transfer is what is called the Kasipur Zemindary forming part of the Vizianagram Samastanam. I ascertained the views of the late Dewan of the Maharajah of Vizianagram on this proposal and he was particularly anxious to have it transferred to the Ordinary

This is the Zemindary of Gala Kotia Pandu

with

With reference to the Hill Muttas of Palkonda, which, being in nearly the same category as the Hill Muttas of Merangi and Kurapam, might be thought also worthy to be classed as ordinary I think it needful to mention, in view of future considerations, that I do not now propose their transfer because we have only recently taken them over from Messrs Arbuthnot and Co and it is desirable to retain them as Agency for some time to come to give them some kind of special support before they are allowed to find their own way in the world

7. I personally know most of the Country now recommended by the several divisional officers to be transferred to the ordinary tracts. During the last twenty or twenty five years the Country in question has been well cleared and there has been a considerable extension of cultivation. Stations of Police have been established all over the country and the people have been brought into habits of peace, order and obedience and the authority of Government has become paramount. The Spear and the Sword have been turned into the ploughshare and the reaping hook There is, therefore no need for a special administration. The people can safely be made amenable to the jurisdiction of the ordinary Civil Courts. Owing to the advance of civilization, cultivation and trade, litigation has now considerably increased and intricate suits are frequently brought in our Agency Courts. These tribunals are ill adapted to adjudicate on

on suits that, for their disposal, require the regularity and precision of established Courts. The duties of the Agents and his Assistants, both European and Native, are preeminently of an out of door nature, and for suitors to follow their Camps is entirely prejudicial to the interests of justice.

8. The Registration and the Local Boards Acts are not in force in these tracts. Looking at the loan transactions and the trade now carried on, it is necessary that the Registration Act should be extended to these parts for the protection of obligers and obligees. This has already been admitted by Government in their order No 27. 31 Jd dated 12 December 1887. I have repeatedly brought to the notice of Government that, in view, to the production of good administrative

administrative results, it is necessary that we should make cart roads into the Country. The Government are not in a position to spare enough money from the Provincial Revenue for the maintenance of roads already made and for the construction of new ones where wanted. More attention should also be paid to the education of the people and to their personal health and comfort by the establishment of more schools and hospitals than at present exist; vaccination in these parts is not what it should be. For the whole of the Agency tracts including the tracts now proposed to be transferred to the ordinary extending over 12000 square miles, we have at present only 8 vaccinators, who being practically

practically independent of control, are of very little use. The difficulty is where and how to get the money required for these legitimate and necessary improvements? There is no reason why these tracts should not be self-governing. Nothing but an arbitrary line divides the tracts now proposed to be converted from the ordinary parts of the District. These tracts are not, geographically speaking hill tracts. They are all, or nearly all, open plain country. The people are the same race as the people of the ordinary tracts. They are not hill people. The extension of the Madras Local Boards Act of 1884 will give us funds for the above improvements.

9. Under all these circumstances, I respectfully

respectfully beg to suggest that the tracts above indicated be incorporated with the ordinary tracts of the District and restored to the jurisdiction of the ordinary Courts of justice. There are also a few Agency villages in some of the low country Submagistrates' divisions, such as Salur, Parvatipur &c. Though they are not large villages and though they are situate on the slopes of the hills, yet there is no need for special administrative rules for so few villages, the like of which are found in all ordinary Districts. I would, therefore, transfer these villages also to the ordinary tracts.

10. Talukwar statements showing the villages which, according to the proposals herein made, are to be removed from the Charge of the Agency and transferred to the jurisdiction of

of the ordinary Courts of justice, with their population and caste and occupation of the people will be prepared on receipt of the Government approval to this proposal.

11. It may not be out of place here to mention that the now proposed transfer of these tracts to the ordinary jurisdiction will not in my opinion necessitate the establishment of an additional ordinary District Munsiffs' Court and will not therefore involve the Government in any additional expenditure. The work at the Bimlipatam and Pamatipur District Munsiffs' Courts is, according to the information I have obtained very light, compared with the work of the other District Munsiffs' Courts. The Kasipur Zemindary is a part of the Srungavarapukota Taluk the ordinary or non-Agency portion of which is under the Bimlipatam District Munsiff's jurisdiction. The Kasipur Zemindary may

may, therefore, be conveniently added to it. The rest of the tracts proposed for the transfer is within easy reach of the District Munsiff's Court at Pamatipur and can be included under its jurisdiction. The bulk of the Golugonda Taluk belongs to the District Munsiff's Court at Ellamanchelli, and the few villages of it now recommended may conveniently be added to the jurisdiction of that Court without overworking it.

12. The balance of the Agency tracts after deducting the tracts now recommended for incorporation with the ordinary jurisdiction comprises the five entire Sub-Magistrates' Taluks in the Special Assistant Agent's division the entire Taluk of Parlakimedi and portions of Gunupur and Rayagada Taluks and the Alamanda and Narayanapatam Mittas of the

the Jeypore zemindary in the Senior Assistant Agent's Division, part of Kilmadgole and the Gudem Hills in the Principal Assistant Agent's Division and the Hill Muttas of Konda, Lama and Rottam in the Vizianagram Deputy Collector's division. These constitute a sufficiently large charge for the Agent and his Assistants. There are also a few villages belonging to the Nuzvidi Taluq which are Agency. Some of these villages are above the ghats and as such should appertain to the Agency Taluk of Paderu, while others of these villages, lying below the Hills, may properly be restored to the ordinary. On receiving orders of Government on the whole question a line will be drawn separating one from the other.

13. With my letter No. 166 dated the 24th January last I have submitted to Government the draft of an Act to

to enable the levy of local cesses in the Agency tracts for the purpose of raising funds for local improvements. I now beg to state that in the event of Government being pleased to accept my proposals regarding the reduction of the present Agency Charge as recommended in this letter, I would not advocate the introduction of the proposed enactment for some time to come. If the now proposed tracts are transferred to the ordinary jurisdiction the Madras Local Boards' Act of 1884 will have operation in them. A simultaneous introduction of a similar enactment and the consequent levy of cesses in the rest of the Agency does not appear desirable, as such a step is likely to produce some agitation. The usual Agency allotments which may be sanctioned year to

by year, may advantageously be utilized on Communications and other works of public Convenience in what will hereafter remain under the Charge of the Agency.

I have the honor to be
Sir,
Your most obedient servant

R. J. Turner
Agent to the Governor

f.o. 2731 - 1-12-87
Cs Nos 460 of 88
1400 of 88
1632 /88.

CURRENT No. 1677

[9]

Judl. DEPARTMENT.

From The Agent to the Governor, Natal

No. 200

Dated 21st } April/88
Received 16th }
Enclosures

SUBJECT

Proceedings in the limits of Agency treaty

Camp Amantigiri -
13th March 1888.

My dear Hutchins -

As I believe you hold the portfolio of the Agencies, I appeal to you to help me in the matter of roads - 'Tis of no use writing to Stokes. He insists on retrenchment everywhere, & nothing will induce him to make an exception in favour of any roads -

In Mr Grant Bruce's time, he later recognized that I had some personal peculiarities which enabled me to push on the Agency roads, and so he let me have money in excess of the ordinary grants, in view to profit by my road making capabilities -

Encouraged by this special show of confidence I threw myself into the work and I inaugurated since few roads which I am convinced are indispensable to the well being of the tracts above the ghats — Not to take up time by commenting on the immense influence that roads into the tracts above ghats have in developing agriculture & trade, I shall only lay it down as an unassailable fact that the country is absolutely crowded with labour and that the fertility of the lands surpasses that of any other land in the Madras Presidency excepting only certain delta tracts — The terms under which the Sovereign now advances to the ryots are these — two measures at harvest for one measure advanced at sowing time and ~~pay~~ the privilege of the Sovereign to buy all the crop at four annas in the Rupee below market rate — It is impossible for the ryot to make any head against such a tax on his industry — & the only possible way to benefit him is to get into the country & do so encourage competition among the sowcars to bring about easier terms.

You will rightly think there is no direct profit to Government — & that all the profit will go to the Zemindars who will raise their rents directly seeing sets into the country — So far as land rents are concerned this is true; but there are salt, abkari & opium to be considered — and as the population of this Agency rises to 700,000 people, the consumption of these excised articles is not inconsiderable

I believe that Govt will benefit enormously by the increased consumption of these articles. The attention of Monsoon traders is now being attracted to Afghan as carts get into it through the Sohan Pottinger road - and there is a very back hack opening up all over the part to which carts penetrate by that route - But there are certain parts to which carts cannot penetrate - and one of these tracts lies behind the Gelikunda range of hills. This is a very extensive country, well populated, fertile, & stretching away towards Mullangiri 250 m in South Quetta. The main highway to carts penetrating to this part is the Gelikunda Ghat - Since I came to this District as Collector, I have opened a cartroad as far as Mullangiri about 3200 feet above S.L., and I have explored & prized on a route by which the cartroad can be taken into the plain beyond the hills. There are only six miles to finish and to make this pass practicable to carts as a fair weather road - once over this six miles carts can roam through out the highlands for miles & miles.

I do not write this in the least egotistical, but I believe that it is only now & then that you have an Agent who cares so much about these little tracts as I do - In all probability this is my last year of service, and it is quite on the cards that unless I finish this four six miles of cartroad before I leave India I may not be able for years to come - It is now some 30½ years since this road was begun - Jane was the man who undertook it; the trace was laid out by Shaw Stewart - much money was spent, and then, owing to the

very bad bottom without a road making gang, the whole thing was abandoned and fell back into jungle. Now, Govt have spent I think about Rs 60,000 on this road and much of it is fifty per cent to have to do over. All that is required is to finish the eight or ten miles which I can do. I have a man & I can get the labour. I have explored the pass, & know exactly how the road is to go. All I want is Rs 20,000. With this money I will at all events in the course of the year lay out a track which ~~can~~ if I can not at a road at least finish before I leave, with at least have my successor an easy job to complete.

Rough Estimate

	Rs.
Pay of Engineer Rs 300 a month for 12 months	3600
Travelling allowances & contingencies at 20/0	720
Pay of 250 men coolies at 3 annas per day for 25 days in the month	14000
Native overseers &c at 20/0	2800
Tools say	5000
	Rs. 26.120.

The Engineer I propose to employ is a Mr. Gange who some have met down from Calcutta to run over water & ~~[illegible]~~ drain after Kitchener,

Judicial
~~Revenue~~ Department.

Curr. No. 3947

From The Agent to the Governor in Vizagapatam.

Dated 188 .

FOR ORDERS.

The current is Mr Turner's Report on the roads in the Agency Tracts of Vizag. which was called for in G. O., 23rd Dec. 1886, No. 3387.

2. The map which accompanies the Report is a very poor one and gives anything but a good idea of the country. I have accordingly borrowed the necessary Indian Atlas Sheets from Col. Hasted, and as these show all hills and streams in great detail and with accuracy attention is invited to them in connection with the following remarks.

3. It is impossible to appreciate this question of road making in the Hill Tracts unless one has a [illegible] of the [illegible]

[illegible] for [illegible] Vizagapatam — he will [illegible] every month, and [illegible] available [illegible] under his directions — [illegible] Schools can be in the [illegible] — [illegible] it with [illegible] [illegible] disappointed it [illegible] change of policy in regard to the Agency roads not has occurred since [illegible] from [illegible] financial [illegible] [illegible] ordinary re- [illegible] — but to extend these [illegible] to the holding of coolie [illegible] seems true [illegible] [illegible] — [illegible] said elsewhere. [illegible] Government to [illegible] roads which they are wanted. [illegible] has been [illegible] — [illegible] has been [illegible] — [illegible] with 35 No., and [illegible] — But it is large [illegible] population to [illegible] District — and roads [illegible] as many other Dts. in [illegible] [illegible] H. G. Turner.

[illegible]

This notes Mr Stuart is most interesting & affords a very tolerable idea of the country events one, who, like myself, has never seen it. The only thing to be regretted in connection with it is that it has been so long in coming.

Mr Turner still complains that Govt. have adopted a policy hostile to road making (see G.O. of 13 March) but this is not so. We had to reduce expenditure everywhere and could make no exception in favour of agency roads, but the reason why we applied the cheese so entirely was that we were no longer content to leave large grants to the absolute discretion of the Agent and to dispense with all control, or even any [illegible] of the result.

This [illegible] very clearly the necessity of some control & that we have acted wisely in bringing the department to work. His energy, local knowledge & capacity for road making are beyond question & may be cordially acknowledged,

country, and though this may be difficult to obtain from a written description still some rough conception of the main features of these tracts may thus be formed, and perhaps Hon. Members will allow me to explain orally whatever is not clear to them.

4. The boundary between the Agency tracts and the rest of the district runs from S.W. to N.E., more or less parallel with the coast line, and is formed by the Eastern Ghâts, the eastern face of which is about 3000 feet above sea level. On their summit is an undulating plateau, of an average width of about 40 miles, with peaks rising to over 5000 feet. On this plateau lie:

Pottingi, Koraput, Ananta-giri, Aruku, Nandapore, Padwa, Paderu, Kondakamberu, Gorilguma and Lachmipur.

but what is the result according to himself? There are roads & roads but with no middle to them, roads without ends, roads without beginings & gaps in roads of miles long. This can only be due to want of system & a neglect of the principle which have laid down that grants of the Government should be completed on certain works before others are taken up.

Again nothing can be more unsatisfactory than the description given by Mr Stewart of the ordinary wooden bridge without protected approaches. It would be far better to content ourselves with road drains (I won't use the other expression for out of consideration for Mr Stokes' feelings) in most cases but where a bridge cannot be dispensed with it should be made of permanent use by some sort of revetment or planting of the approaches. The country is not one for mere fair weather roads nor can many miles of road be made in a season as in the prairies of America or across the steppes of Asia — at all events not to any useful purpose.

Descending to details it is most unsatisfactory to find that large sums have been spent during the last few years in converting into a cart road, the (5) Vanderalam ridge that — a mere alternative to the Salur-Pottingi that on which all our energies ought to have been concentrated. This expenditure seems to have been absolutely useless. Again nearly 20000 Rs were spent in 1885-6 & nearly 50000 in 86-7 on (7) the Chilakalagaddda-Aruku or Kasipatnam that & it is stated in Mr Turner's official that 85000 Rs are still required to make the whole that passable for carts, & apparently without this is done the money hitherto spent will be to a great extent thrown away. I am not however prepared to make any further expenditure on this that. It may pay the Maharajah to maintain it for his own private state as far as it has been completed. In justification of the work the official mentions that no communication except for foot-men & pack-animals exists between Pottingi & Aruku but as the upper plateau is represented of hard dry soil, over which carts can roam freely almost anywhere, it would seem that a road could be made between these places for much less even than the sum expended in 86-7 on this second that. The country for miles above the top of this that seems to be bare & sparsely populated & not to be compared with the middle plateau to the North West.

W. which, if not this

In the south there is an intermediate level between this and the plains, and on this are Damanigi, Lothugedda and Chintapilli, in the Principal Assistant's Division. Similarly in the North the precipitous rise which ~~to Pottingi Ghaut~~ is found from Nimamalur to some way north of Pottingi ~~[illegible]~~ passes into the broken country, on a lower level, in which Rayaghadda is situated. But above this again lies the higher plateau and it is necessary to surmount this in order to gain access into the western part of the Agency.

5. Going west from Koraput towards Jeypore, or North towards Nowrangpur there is a drop of 1000 feet on to another plateau which stretches westwards to Bastar and northwards to Raogarh and Dhamtari of the Central Provinces. To East it is bounded by

the Native State of Kalahandi, which, for the most part, lies on the higher plateau.

On this middle or 2000 feet plateau are situated

Jeypore Kotapâd Borigumma
Nowrangpore Dabgam Umerkôt
and Raigarh.

6. Going south from Jeypore town there is another drop of 1000 feet or so on to the Malkangiri plateau which runs down to the Godavari. The Vizag Dt. Boundary, however, is at Inotu, the junction of the Silerii and Sabbari rivers some little distance before they meet the Godavari. This Malkangiri plateau is bounded on the west by Bastar and on the East and South East by the highest plateau — that on which Pottingi and Koraput lie. The two levels are connected by a road running from Malkangiri town to Kondakona. While communication

FOR ORDERS.

of this sort will be as a second alternative line to Jeypore the Salur-Pottingi-Koraput road leading ~~into~~ to Jeypore itself is by the (24) Padiguda Pass and Pottingi but down to Malkangiri. For the latter purpose Mr J. claims that it will reduce the distance one half but it will really cut off only 25 miles out of 150.

Very similar observations might be made as to (8) the Muniguda ghat. This, it is true, wd lead up to Padwa, but it wd be enough to improve the track for packanimals & cart traffic might well be left to go round by Lamsingi which probably wd be connected at far less expense. Indeed such connection in the interior of the hills seems desirable, if not essential, on other grounds.

As to the Lamsingi ghat, it is different & I only wish the money spent at Chantapiri had been laid out here. It is on the direct line to Malkangiri & a good road thro' the Sudum Hills wd seem to be of some political importance. I understand from Mr Turner that there is already a tolerable line of communication thro' Kondakambem tho' probably not for wheeled traffic.

I owned upon Mr Turner's tour to Jeypore except that on to (7) the so called Sitampetta pass (this I cannot find Sitampetta on the maps) & (3) the Rayaghada pass. The importance of the former seems very questionable. Since writing the greater portion of these remarks I have seen Col. Forteoms & learnt from him that there is already a road ~~cart track~~ round the South end of these low hills wh is not very circuitous & is all that is needed for thro' traffic. Indeed it is doubtful if such traffic wd cross the hill even if there were an excellent road. The Jeypore pass therefore can only be defended in the interests of the hillpeople & they may well be content to run pack cattle, ~~the~~ The road ~~across~~ ~~however can be used by carts~~ already used by carts & might be slightly improved as money is available.

The Rayaghada pass on the other hand is clearly necessary. This part of the country is to be handed over to the District Board but it seems hardly fair to ask them to make the whole road, & they will not be able to afford to do so at once. I wd accept Mr Turner's proposal to make a special grant for this road — 20000 this year if it can be spent & a like sum next year. I wd also be prepared to make ~~a second~~ liberal grants for the Lamsingi ghat, when the Agent

between Malkangiri and Jeypore is by the Kallar-Govindilli Ghât, the latter village being at the foot.

7. The highest of these three plateaux consists of rough hilly country, thickly wooded towards the south and on its borders but rather bare from Koraput to Padwa. The soil is rich in iron, and where it has been denuded of forest is much cut up by very deep water courses which render road-making expensive. The hilly nature of this part of the country detracts from its value from an agricultural point of view.

8. The middle plateau is by far the best of the three and is well described by Mr Turner as a mine of agricultural wealth. It is very level, has a steady and ample rainfall (about 60 inches) and is

ficiently wooded. The soil is very fertile and the people are better agriculturists than those of the other plateaux. The principal crop is rice (unirrigated) and a little wheat is grown. If there were a good demand for it the latter crop would certainly be extended as the country seems well suited to it. To give some idea of the effect which the absence of cheap means of communication has upon the agriculture of this tract it may be mentioned that before the Pottunghi-Sâlur Ghât was opened rice was sold at Kotapâd for half the price demanded at Salur. There can be no reasonable doubt that the improvement of the communications between the plains and these taluks will do immense good in developing the country, and

make estimates & can find a competent man to put in charge of it, I'd it alone. This road has already received approval - G.O. 18 Nov 86, 20280. As regards the tax of works it seems quite necessary to limit the Inmer's freedom of action. The ordinary agency part must of course be left to be distributed by him in the several divisions & to the subordinate Div. Officers, but even here it must be distinctly laid down that the maintenance in good order of existing lines is the first object & that what is left over must be spent on extensions or improvements on some settled plan. So far as I can judge the improvement of the road from Jeypore to Koraput to the frontier ought be one of the first objects. I cannot quite make out how far this road is made but it is reported to be an easy work. Cart traffic should not be made to wait till for the P.W.D's more elaborate work nor need it be interrupted by their operations.

I shall be glad if 46000 Rs can be promised both for this year & the remaining years of our present contract.

The Agent's remarks on P.W. charges do ought be communicated to that dept. as proposed

PRH
25 June

I have gone through the voluminous papers very carefully but one no wish in making remarks upon them as I do not differ from the Hon'ble Mr Hutchins in any material points.

It is clear that Mr Turner's ideas and proposals are too grand for our Exchequer so far as Roads are concerned, so far as the transfer of the more civilized portions of the Agency tracts - I agree with what is proposed. It will take some time before it can be carried out. and we can take care that we do not act rashly.

C

The first object of the Agency road maker should be to tap this fertile plateau.

The Malkangiri country is probably the most backward of all. It is covered with dense jungle, so thinly populated, and is very poverish. The people, too, are much addicted to opium-eating and are in consequence lazy and apathetic. Still the soil is good, and if the forests could be cleared and ryots induced to immigrate from the plains, Malkangiri would certainly become a valuabl agricultural district.

10. Of the Senior Assistant's Division I cannot speak fr personal knowledge but I bel lieve that the greater part of it is as rich as the Jeypor plateau. The Agency part o the Palkonda taluk is neith extensive nor valuable, whi

the Hill Tracts of the Principal Assistant's division are similar to the Koraput plateau on which indeed ~~the~~ part of them are situated

11. Turning now to Mr. Turner's Report it will be noticed that in para 2 he compares the mileage of existing roads in the Agency Tracts with that in other districts of the Presidency, with the result that he is able to show that the Agency, wh. is 14000 sq. miles in extent, has about the same number of miles of road as the Nilgiri Dt. the area of which is only about 900 square miles. But he forgets to add that the Agency Tracts not only yield no net revenue to Govt. but are on the other hand a source of actual loss.

Details regarding the existing roads and the expenditure on them during recent years are given in the statements appended to Mr. Turner's letter.

13. It will be seen from that which relates to the Special Assistant Agent's division that Rs 53,243 were spent by that officer on the roads within his charge between 1883-84 and 1886-87. I have obtained the figures for the three immediately preceding years from the Agency Reports and I find that Rs 82,447 have been spent on roads alone since 1880-81. The total expenditure is really considerably greater than this, for the above sum does not, I believe, include the Maharaja's contribution of Rs 4000 per annum (Rs 28,000 for the 7 years) or the bulk of the charges on account of Turner's Ghât. These were

met from special allotments made by the Public Works Dept. They could not have amounted to less than half a lakh, and I believe the actual cost of this road was at least a lakh, but I cannot now find any information on the point.

14. Thus in this division during the 7 years under notice the expenditure on roads alone was between one and a half and two lakhs excluding the 5 or 6 lakhs spent on the Salur Pottingi Ghât. The sum is not a large one when the size of the division (10,000 sq. m.) is considered and the only question therefore is whether the money has been employed to the best advantage. It is submitted that this has not been the case. The greater part of the money was spent on making Turner's Ghât which ~~that~~ like that of the P.W. Dept. runs from Salur to Pottingi, the two lines forming a loop. ~~Turner's~~ The total ~~length of~~ distance by each route is about the same but the Ghât portion of Turner's Road is shorter and steeper than on the other. The original idea was that Turner's Ghât shd. merely be a track for pack bullocks, leaving the P.W. road for carts but Mr. Turner, in a spirit of rivalry, was determined to show that he could make a good road for much less than the P.W.D. and the result is that this route ~~always~~ also is practicable for wheeled traffic although it is never likely to be ~~so~~ much used

as to easier neighbour. There can be no doubt that the great expenditure on this road was altogether unnecessary. There was an old track which could have been ~~m~~ sufficiently improved for a few thousand rupees but I doubt if even that was necessary, for in my time (1883–84) much of the pack bullock traffic went by two shorter routes — one crossing and recrossing the P.W. Ghat road much in the same way as the old Coonoor–Kallar road, and the other known as the Panchepenta Ghât. These tracks were in very bad order but they were comparatively short, and they could have been improved at a slight cost.

15. Of the roads above the ghâts the following seem to have been made before 1880-81

1. Pottingi to Koraput
2. Koraput to Jeypore
3. " " Nowrangpore
4. Jeypore to Bonguma
5. Bonguma to Kotapâd,

so that the expenditure on these represents the cost of repairs only. The sum is Rs. 38,803. It is, however, impossible to say ~~t~~ whether this amount represents the total cost as ~~in most~~ there is no account of the expenditure of the Maharâja's grant. The total mileage of these roads is 106 so that the ~~actual~~ annual cost of upkeep per mile was about Rs 50. This is not an extravagant rate if the roads were really kept in order for it, but they were not. The weak point on all these Jeypore roads is the wooden bridge. This consists of four or more uprights with forked ends in which the transverse beams a

beams are laid. Planks are laid across the latter and nailed down, and the bridge is complete. There is seldom any backing and if there is it consists merely of loose stone revetments, for there is no lime in the country and the cost of bringing it up from Salur was prohibitive. The result was that with the first rains the bank on each side ~~of~~ was ~~—~~ washed away and the bridge was left a lonely island in midstream. Or if this did not occur, one, or more, of the uprights was washed away, and the bridge partly fell in. It was seldom, after the rains had begun, that a single road was passable to carts, and with this huge division and small staff, the Spl. Ast. Agent could never get all the bridges repaired in time to allow of the roads being used during the dry season. It must be remembered that until the Pottingi Ghât was opened (late in 1884) there was no wheeled traffic in Jeypore. These roads were therefore intended for the benefit of the Brinjari, the ~~great~~ proprietor of pack-bullocks, and he showed in various ways the estimation in which he held them. In the first place he stole the nails of the bridges for the value of the iron, and the planks thus set free he used for his camp fire. Then again if the Agency road made a circuit to avoid a hill, he invariably drove his bullocks right across the hill however.

stony or steep the path might be. There was a good instance of this on the Kallar Govindipilli Ghât. The road followed the old track for only a short distance, but no one ever dreamt of leaving the steeper path for the new and easier road which soon relapsed into its former state of jungle. Indeed the only person I ever saw on it was a tappâl runner, but he had left Her Majesty's mails on the old path and was only going along the new one to see if he could get a shot at a pig whose tracks he was following!. It was the same everywhere, notably so in the north of Dabgâm where the new road was never used and became overgrown during the first rains after it was

The only road that was really kept in ~~good~~ fair order was that from Koraput to Pottingi. All the others would have been quite as useful if they had been mere bridle paths and there can be no doubt that much money was wasted in converting the previously existing paths into so-called roads.

16. Of the other divisions, except that of the Principal Assistant in which little was done, I cannot speak from personal knowledge but et uno dice omnes. ~~If anything the roads~~ Mr. Turner indeed admits that the Senior Assistant's division ~~was~~ is not so well provided with roads as that of the Spl. Ast. So much for the past.

17. As regards the future Mr. Turner's proposals are as follows. He divides the work into special and ordinary and for the form-

we asks Govt. to make a special annual grant of Rs 1,00,000, half of which is to be spent by the P.W. Dept on the Vizagapatam - Central Provinces Trunk Road and the other half by Agency officers on the ghâts and passes specified in para 45 of the Report.

18. Of the desirability of the Trunk Road there can be no doubt but further inquiry regarding the cost will be necessary before anything definite can be decided. The estimate for the Pottingi - Koraput section now under construction is Rs 2,80,000 or Rs 10,000 a mile. Mr Turner contends that this is excessive and shows that the rate for such roads in the Central Provinces is Rs 3053 and he urges that this section did not at the most cost more than Rs 2,00,000. From Koraput to the frontier the distance is 115 miles but 5 miles of this will be made at the expense of the Maharâja of Jeypore. Mr Turner estimates the cost of constructing the remaining 110 miles at Rs 4,00,000 or Rs 3636 per mile. In this estimate Mr Turner allows for bridging only 18 nullahs with a total waterway of 855 feet, and the rate he takes is Rs 65 per running foot. This bridging cannot include the small culverts which will be numerous, and the rate adopted is probably much too low as there is no limestone in the country except perhaps in the far north and all lime must be brought from the plains. Before the Pottingi Ghât was opened the price of lime at Sêlur

was Rs5 a garce but by the time it reached Koraput by cooly ~~on to~~ the cost had risen to Rs30 or Rs35. The cost of transit will not be so great now that carts can be utilised but the lead will increase with every mile the road is carried forward so that the price at, say Dabgam, will be very great indeed. Possibly lime stone may be discovered at a less distance from the scene of operations but until it is the rate for masonry must be fixed at considerably more than Rs65 per running foot. It would be convenient to have the remarks of the Secy. to Govt. P.W. Dept. upon this portion of the Report.

10. For the special works which he proposes should be carried out by the Agency Officers Mr. Turner has drawn up a calendar. The first and the most expensive work is the Anantagiri Ghât. Rs67,754 have already been spent on this road and the estimated cost of its completion is Rs85,000. Mr. Turner's policy as regards ghat roads seems most extravagant. We have already the excellent Pottingi Ghât, with the unnecessary Turner Ghât to the north of it. Now the Anantagiri Ghat not very far to the south of the DPW work has been begun and Mr. Turner proposes to make yet a third approach to the higher plateau still further to the South — the Minamalur Ghât Southwards again of that he proposes the Lamsingi Ghât which however is not so high as the others. Now if money was

plentiful these roads might all be made ~~be~~ for they would no doubt all prove useful in time. But for the present Jeypore must it is submitted be satisfied with fewer means of communication between itself and the plains — "so far at least as cart roads are concerned.

But to come back to the Anantagiri road. It will be observed that Mr. Turner's proposal is in reality to make another road from Vizianagaram ~~to the~~ Jeypore town via Aruku & Padua and what is known as the old Pettah ghat. Thus this road involves one ghât from the plains to the highest plateau and another from that plateau on to the middle one, while the intervening portion is over very broken country ~~in~~ which will render the construction of a cart road very expensive. It seems, however, a waste of money to leave the work half finished as at present and it is therefore suggested that Mr. Turner should be allowed to finish the 4th & 5th sections. This will give access to Anantagiri, where the Maharaja of Vizianagaram has a coffee plantation, and perhaps to Aruku. ~~As re-~~

As regards the other works mentioned in para 45 the Ravaghada & Selampela passes are as Mr. Turner says "of first-class importance" and their construction may it is submitted be sanctioned, subject of course to their ~~non-recurring~~ cost being met from whatever provision of funds may be

made.

The Lamanghi and Munamalu Ghats have already been noticed. They are not so important as many other works and Mr. Turner himself does not propose to begin them until 1890-91 and 1892-93 respectively. The question of their sanction may be deferred for the present. The Koyyur pass which is in a remote corner of the district is of even less importance.

20. For what he calls ordinary works Mr. Turner asks for an annual allotment of Rs 46,000 which with the Maharaja's Rs 4000 will make half a lakh. He distributes this as follows:

	New works	Repairs
Pl. Asst's Divn	Rs 2500	Rs 2500
Junior " "	Rs 5,000	" 5,000
Spl. " "	" 12,500	" 12,500
Pl. Dist Dept.	" 2500	" 2500
Tun Dept.	" 2500	2500
	25000	25,000

Paras 33 + 34

The amount allotted for repairs includes repairs to bungalows and bridle paths. Again taking the Spl. Asst's Divn, as ~~the~~ being the most important, it will be seen* that Mr. Turner proposes to make a number of fair weather roads — 444 miles in all — with the amount allotted for new works. It is submitted that this should be emphatically prohibited, for these roads are useless, and the expenditure on them is mere waste of money. Govt. have already suggested ~~that it~~ whether it wd. not be wiser to concentrate operations and this it is submitted is at once the cheapest and in the end the most progressive course. Agency officers have been making fair weather roads since the sixties and what

the result? It is well
set forth in Mr. Turner's
30th para: "There is the road
unfinished from end to end, [this is
a very rare road] then there is
the road begun, and ended with
no middle to it, roads without
ends, and roads without be-
ginnings, gaps in roads miles
long".

21. The Spl. Asst. Agent's charge
is 10000 sq. miles in extent
He has to travel over as much
of this as possible between
October and the end of May.
He cannot visit one place twice
in a season — Jeypore and
Koraput excepted, and he is
obliged to leave the so called
road and take to the jungle
paths if he wishes to do his
inspection properly. It is
thus quite impossible for
him to supervise
the making of roads. If
he sets down at Raigam
to see that the work is
thoroughly done he has to
defer his visit to Malkangiri
until next year, and by that
time the overseer there can always
claim that his work has
been washed away for no
work is expected to stand the
rains unless it has been
specially costly.

22. It is submitted then that
Govt. should sanction what is
required to keep bungalows
and bridle paths in repair
and that whatever else can
be spared should be spent
in converting the existing
roads into permanent con-
structions. In the Spl. Asst.
Division for example money
might at once be usefully
expended on the Borsguma,
Kotapad road which would
be greatly used if instead

of the numerous wooden bridges permanent masonry culverts were constructed. So also on the road from Teypore to Borguma which will eventually form part of the Trunk Road. It is suggested for consideration whether it is really necessary to metal this Trunk Road. The traffic on it will not be very great and a good gravel road should carry it easily. If this is agreed to then the Agency officers could push on with it from Teypore while the P.W. Dept. finish the sections from Pottingi to Koraput & Koraput to Teypore. ~~The~~ Or if this is not approved the whole allotment, except that for repairs, might be handed over to the P.W. Engineer for expenditure by him. But this cannot be done in the case of the ~~Sub-divisions~~ other Divns, and the expenditure there must be left to the Agency officers. When the main works are finished the question of making feeder village roads with Irish instead of wooden bridges may be considered, but at present all the money should be spent on these more urgently needed main lines of communication.

I presume road dues are meant. — There would seem to be a marked difference of opinion [illegible] Dill [illegible] Circuit.

13. The last point requiring orders is the provision of funds. This is a matter for the Financial Department. ~~This~~ Mr Turner does not touch on the scheme of local taxation by tolls and road-cess but he states that there is no doubt that the Rs46,000 per annum which he asks for could be provided in this way. In his letter printed P.O. 12 Apr. 1887 No. 475 Fn. Turner estimated the receipts from a local cess at [illegible]

lakh of rupees. In that order Govt. called for definite proposals and for a justification of the above estimate. No reply to this order seems to have been received, but there can be no doubt that a cess might be levied throughout the greater part of the Jeypore Sub ~~Div~~ Magte's Divn, in the Rayaghada ~~&~~ Gunupur Taluks and ~~in~~ possibly in parts of Golgonda. But this need not be discussed until Mr. Turner's report on the subject is received.

AWS
29 Apr

Jeypore Roads.

Jud^l. DEPARTMENT.

C. Nos. 460, 1400, 1677.

From

the Agent to the Gov^t. in Vizag^m, 24th Jany 1888. No
Telegram from the Agent. dated 21st March 1888.
the Agent. Vizag^m. 31st March 1888. No 200.

The proposals for a professional tax & a road cess cannot be entertained for a moment. The former is not even provided for Unions & indeed has no place in our Local Boards Act. The latter is obviously so burdensome to involve such difficulties, in the way of assessment & realisation, that it cannot be thought of. Besides Mr T. hardly withdraws the whole scheme if Govt are willing to amend the boundary of the Agency tracts & omit the more civilised portions under the old Regulation; & that is a proposal wh entirely commends itself to my mind. Our policy should always be gradually to narrow the limits of exceptl jurisdiction & administration & all the Officers concerned seem to think that the tracts now in question may be regulationized without injury. Mr Turner's proposals in this respect should be very carefully revised in detail & lists of villages to be transferred submitted with a map & full explanatory information & a draft schedule. It will then be time enough to consider the proposal so far as it may seem desirable to move the L. G. to legislate. Govt make no exception as regards the tract at the foot of the Jeolondah hills, wh Mr T. describes as a rich plain thickly populated & highly cultivated

G.O. 29th Nov: 1886. No. 1254 Fin^l.

G.O. 23rd Dec. 1886. No. 3387 Jud^l.

G.O. 12th April 1887. No.

FOR ORDERS.

In the first of these papers the Agent in Vizagapatam submits proposals, invited by para. 3 of G.O. 12th April 1887, No 475 Fin^l for the levy of a local cess in the Agency tracts. In the second paper, a telegram, he asks that orders on these proposals may be deferred pending receipt of another letter on a cognate question. In the third paper, — the letter referred to in the telegram — he proposes that certain areas should be removed from the Agency, to the ordinary jurisdiction, and that if this suggestion is approved he would not advocate the introduction of the local cess in the remaining Agency tracts for some time to come.

Connected with these papers are the Agent's letter, No. 3147/87, dated 31st August 1887, submitting a report on the Roads in the Vizag^m Agency — and the letter from Govt. No. C. No. 1632 dated 7 April 88 proposing that the Registration Act 1877 should be extended to the Agency. In the former Mr Stuart has written a note, wh is written in the linked file, & the latter has been referred to the other Agents (abstract putup).

When the Agent submitted his Budget for 1887-88, he asked for a grant of Rs. 87,098, nearly half of which (Rs. 39,098) was to be spent on the arrangements on the Rayagheda pass, Govt conceding a grant of Rs 4500 on the Rayagheda pass. Govt observed that the average expenditure on Agency roads during the last 3 years had been Rs. 32,084 & only allotted Rs 32,000 for 1887-88. At the same time the Agent in his Agency Rept for 1885-86 had devoted much space to the question of roads, and Govt told Mr Turner to submit a special & full report on the subject. In one long letter, dated 30th Dec 1886 the Agent protested against the cutting down of his Agency budget & received a proposal to levy a local cess to provide funds: in reply the Govt said they would consider the question on [illegible]

... that on wh Mr Stuart has written a note, the ... submitted a special report on the Agency ... + this paper is undisposed of. In the first of ... rents now for orders. Mr Turner submit definite ... with reference to G.O. 12 April 07 No. 475 Fin ... the levy of a local cess, and in the third of these ... rents he submits - as an alternative - a proposition ... revising the Agency limits. The whole correspondence ... thus grown out of the question of funds for ... road making.

... the Letter (c No 450) regarding the imposition of a ... cess, a draft Bill is submitted based mainly ... Madras Act III of 1866. Three sorts of taxes or fees ... proposed to be levied: —

(1) a cess, not exceeding 2 annas in the rupee, on the annual rent value of all occupied land on whatever tenure held

(2) a tax on professions trades etc.

(3) fees for cart stands + markets.

... addition to the above, Mr Turner proposes to levy ... at 10 places in the Agency, but his draft Bill does not concern itself with tolls, the levy of wh can, he ... rules, be provided for by extending Act VIII of 1857 as ... amended by Act XV of 1864, to the Agency.

... 450 thus includes two separate proposals - wh may be separately considered. The proposal to levy ... under Acts VIII of 1851 + XV of 1864 seems feasible. Under sec. 3 of the latter Act, there is no difficulty in extending both Acts to the Vizag^m Agency, and the schedule of Rates* does not seem excessive in regard to pack cattle, horses + ponies. The Agent points out that a tax on traffic is not quite a new thing, for in former times the Mahâlam was levied by all zemindars, being a duty of Rs. 25/ on every hundred bullock loads of merchandise exported or imported*, + there was a similar lesser tax called Tileka. This point is not of much importance, but there seems abundant justification for the levy of tolls on the roads wh have been + are being made at a heavy cost to the state. There may be a difficulty in catching the traffic at the various spots selected for toll-bars, for being mostly pack-traffic it will be able to take to by-paths readily. This can, however, doubtless be got over by careful selection of the points for toll-bars. The Agent proposes to establish these at 10 places - + estimates the income at Rs. 30000 or Rs. 3000 a piece: this is obviously a pure conjecture. In para. 20 of his Agency Rept for 1885-86 he estimated the traffic on the 4 chief ghats at 100,000 loads p.a. and double that no. of laden bullocks would yield only Rs. 12500. Doubtless the cart traffic on the new Pottingi ghat would increase the receipts, but it may be taken for granted that the imposition

The other proposals in Mr Ps first letter relate to tolls + markets. Tolls may apparently be legalised in a very simple way by a notn extending Acts VIII/57 + XV/64 to the tracts in qn: it is desired to levy them. So also tolls on ferries by a similar extension of Madras Act 1/70 to any particular ferries, such as that over the Indravati for wh a boat is under construction. The fees in the schedule to the former pair of Acts are moderate, so there need be no difficulty as to their being excessive. The only real difficulties seem to be (1) that tolls should not be charged except on roads wh have been made reasonably fit for traffic, (2) that pack animals can easily evade tolls in certain localities. Possibly the 2nd difficulty can be got over by a careful selection of the localities for the gates. and as to the former question it depends on what you define as a reasonable convenience. It is not necessary to wait until a cart road has been made of such a substantial + permanent character as that now under construction from Pottingi.

* Vizag^m Manual. pp. 289

a bullock laden 1 anna. unladen 0 pies.
a horse. - laden - 1½ annas. unladen. 9 pies
a pony - laden. 9 pies - unladen 6 pies.

It is not necessary to wait for a cart road at all for it seems to be quite fair to levy a toll even on a bridle path, particularly if it is made a condition that as I think it should be for some time to come, the whole tolls be spent on the particular road or path wh yields them. Here also the Agency can call for specific proposals + state + Fin Estimate is obviously speculative. Taking the road included in the Ist instalment for Cost, Rs 1½ and two bridges have not yet been discovered. Then increased for Rs 30000 out of the Rs 30000.

Tel. 23 Dec. 1886. No. 3367

See para. 48 of Agency Rept 84-85 in G.O. 20 Oct 85. No 2822

... if the tolls can possibly be ... must be made, and cart tolls ... substituted to a considerable ... extent for foot tolls. ... it would be impossible ... the outlook. ... Potingi ghat.

that we shall be prepared to give immediate effect to them so far as they seem reasonable + well considered.

As to markets in a country such as this is described to be it seems semi-recently desirable to improve the sites at wh markets are held + provide shelter, and there can be little doubt that the people will appreciate anything done in that direction + will not grudge any fees wh may be levied when they see that they are spent on such improvements + seem supplemented by grants from Agency funds. The Agent might have no difficulty in coming to terms on such matters with the Maharaja of Jeypore + a short Act could easily be passed to legalise the levy of the tolls.

PPH
25 June

I do not think much of the reasons for retaining in the Agency the very low hills in Merangi + Palcondah. Mr J. should reconsider this point. If the small outlying patch is to be retained at all it should only be for a year or two

to go far to pay for the upkeep of the roads. It is ... therefore, that this part of the scheme may be ... + the extension of Acts VIII of 1851 + XV of 1864, ... within the competence of this Government, order ... It might be considered whether the Agent in Ganjam should not be required to rept on the desirability of similar measures in that Agency, tho' the traffic there is doubtless very much less than in Vizag^m.

As regards the second proposal for the imposition by legislative action - of a local cess, a tax on professions + cart stand or market fees, the measure contemplated involves great difficulties. The Agent recognises that it will be no easy job. In the Tagipur Zemindari alone, there is a revenue roughly guessed at 8 lakhs to be dealt with: one half of this is alienated: + no record of any kind whatever exists of the number of holdings, their extent, or their owners. In order to collect the proposed tax on the rent-value, an elaborate machinery will be necessary, and though the Agent does not refer to the question of establishment needed for the proposed Act, it seems pretty certain that it will be considerable. These considerations alone render the proposal one of very doubtful utility. Moreover the profession tax which is estimated to bring in Rs. 4000 - will certainly, as the Agent admits: be unpopular, + it will also, like the road-cess, be difficult to collect + will probably need extra-establishment. The proposal as to market-fees is also not without objection, as it will involve (so the Agent thinks) a transference in favour of the sites on lease from the Maharaja: the yield cannot be very large. The levy of the local cess is to be enforced under the provisions of Madras Act II of 1864, wh it is believed has never been employed in the Agency tracts. The whole proposal is thus so beset with difficulties, the revenue to be expected from it so uncertain, and the cost of carrying it out may be so large, that it is submitted that it is should be at once negatived.

... C No. 1677. the Agent submits what he intends as an alternative measure, viz a reduction in the area of the Agency tracts. He gives the present limits of the Agency to be as follow: —

(a) Tagipur Zemindari (whole)
(b) The Kasipur Zemindari of the Vizianagram estate
(c) those portions of the Madgole + Pachipenta Zemindaries wh lie above the Ghats.
(d) the Gumma + Konda muttas of the Kurupam Zemindari.
(e) the Mondenkallu + Konda Muttas of the Alavangi Zemindari

(?) The hill muttas of the tract lying west of the River Boderu of the Golgonda taluq.

These tracts, the portions wh. the Agent proposes to remove from the category of Agency & render subject to the general jurisdiction are as follows.

(1) Subject to the Principal Asst.

That portion of the Golgonda taluk wh. lies below the Ghats & west of the River Paderu. Unfortunately it seems impossible to ascertain how much this portion contains. The Agent gives no information, & the Survey Dept. Map, tho' marking the Agency boundary does not show the Parderu river. But in his special report on the Golgonda taluk, made in connection with the disturbances in the Guden Hills 2 years ago. Mr. Turner says* – "The dividing line betw. the ordinary & Agency portion of the taluk passes almost, but not quite, along the immediate foot of the Hills". It wd. seem, therefore, that the area proposed to be transferred is small. Attention may here perhaps be invited to Mr. Turner's scheme* for giving a separate European Dy Collector to the Golgonda hills, making the remainder of the Principal Asst.'s charge (Narsapatnam Divn) into another Dy Collectorate & placing the Principal asst at Koraput, & to the alternative suggested by Govt. in the order.

(2) Subject to the Senior Assistant.

(a) an area of 20 by 15 miles between Gunupur & Gudari;
(b) the Gumma mutta of the Kurpam Zemindari.
(c) the Mondemkallu mutta of the Merangi Zemindari.
(d) the plain country betw: Rayaghada & Chollapadam.
(e) The "vast open plain" from Rayaghada to the boundary of the Singapur Estate.

With the maps available it is again difficult to make out quite what is meant, [illegible] apparently a good stretch of country, possibly including every thing east of the Languuja River (marked in M.S. in the Survey Map) from the Agency border at Chollapadam, past Rayaghada & skirting the Singapur boundary, as far north as Gudari. If this is so, it would include all the Merangi hills, but the Konda mutta is [illegible] to remain Agency. It is submitted that clearer information is essential.

(3) subject to the Deputy Collector –

the Kasipur Zemindari of the Vizianagram estate. This is a well-ascertained area & can be clearly made out on the Survey Dept Map.

(4) a few Agency villages such as Salur & Parvatipur, wh. lie within the jurisdiction of low country Sub Magts; & some villages of the Viravilli taluk, some of wh. shd. be added to the Agency taluk of Paderu.

These being the limits to be transferred fr. the Agency, the Agent's reasons for the transfer

This is evidently a very small tract [illegible]

Turner however describes it as 'a rich plain country thickly populated & excellently cultivated'

* para. 6 of Letter in G.O. 18th Nov 86. No 3080.

FOR ORDERS.

* para. 43 et seq. of ditto.

Now that I understand the country better I am not sure that Turner's proposal is not the best. A good Sub Collr who wd stay there might work wonders in Jeypore from Koraput.

Evidently there is [illegible]

[illegible]

Even if we have to give another Dy the cost is under 5000 Rs a year. But the Agent is right in saying that both Bimlipatam & Parvatipur are very light Courts

(1) in the portion subject to the Principal Asst Agent – the application of the Fores[t] ... formation of forest reserves.
(2) the increase of litigation renders it de[sirable] that the civil judl work should go to the regular courts.
(3) the desirability of bringing these tracts u[nder] the Registration and Local Boards Act

The Agent points out further that the tracts pro[posed] to be transferred can be added to the jurisdn. of existing Dt. Munsifs.

If these proposals were accepted, the Agency w[ould] consist of the following: —

1. the 5 taluks of the Spl. Asst's Divn
2. the taluk of Bissemkatak, parts of taluks of Gunupur & Rayaghada, & the muttas of Alamanda & Narayanapatam belonging to the Jaipur Zemindari. (? including Singapur) } Senior Asst's Divn.
3. Palkonda Hills – } Vizianagram Collr's Divn
4. Hill Madgole & Guden Hill } Principal Asst's Divn

The Agency tracts, tho' origl created under Act XXIV of 1839, now also exist under the Scheduled Districts Act XIV of 1874, & the Agent's enumeration ... corresponds with that contained ... noticed above. In order ... Part I – (ii) to Schedule i of that Act. ... remove any part of the Scheduled tracts out of that category, legislation by the Imperial Council will be necessary, such as is embodied in Act ... of 1886 & similar enactments. Before, therefore, the Agent's suggestion can be adopted, a close examination will be desirable, in order that Indi... not be addressed without sufficient cause. Mr. Turner has always some big scheme or other on hand, & it will give him some definite employment if the Govt. request him to furnish the taluk statements (para. 10) of the tracts proposed to be transferred, together with a good map. [illegible]

These proposals for rectifying the borders of the Agency are probably good ones, but their adoption will entail a lot of trouble. It wd. be clearly satisfactory if the Palkonda hills could also be transferred fr. Agency, so as to have a clear line & nothing east of it under the Agency.

But it does not quite appear how the above ... these proposals re transfer ...

Judl. 8.V. 1541 of

are available a small sum of rent annually
up keep in the transferred tracts! - but of the
roads on hand only one lies within the area
transferred. viz. the Rayaghada pass. This
referred to in paras 27 & 31 of the Agent's letter
No. 3947/87. If the Palkonda hills were also
de over to ordinary administration, the
tampeta pass might similarly be removed out
Agency liabilities, and these 2 passes are
ably the most emergent works in the Vizagapa
The question of roads has, however, been dealt
with by Mr. Stuart in the linked file, & all that
remains to be done, it is submitted, is to choose
out certain lines of communication to be
thoroughly completed by the Agent, giving him a
sufficient grant, and requiring half yearly or
annual progress reports.

Judicial Department.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

~~Read again~~ G.O. 23rd Dec. 1886 No 3387 Judl. & 12th April 1887 No 475 Fin.

READ the following

From the Agent, Vizagm., 31st Aug. 87 - No 546
" " " 24th Jan. 88. No 66.

Telegram from the Agent, 21st Mch 88

From the Agent, 31st March 88, No. 200.

A

Order, 20 July 1888 No. 1541.

In the first of the foregoing papers the Agent to the Governor at Vizagapatam submits, in obedience to the directions given in para. 4 of G.O. 23rd Dec. 1886, No 3387, a special report on the roads of the Agency together with proposals for future operations: The second paper contains the definite proposal called for in Fin. G.O. 12th April 1887. No. 475 concerning the levy of a local cess in the Agency tracts; and in the last paper the Agent submits an alternative scheme for revising the limits of the Agency and states that in the event of this last mentioned

2/

scheme being adopted he would not advocate the introduction of the proposed local cess for some time to come. In considering these various proposals, it will be convenient to deal with them in inverse order.

2. In this scheme for the revision of the Agency tracts, the Agent draws attention to the progress which ~~the~~ ~~[illegible]~~ cultivation and trade have made during the last 25 years, as well as to the growth of habits of order and obedience to law which has occurred in ~~the~~ various portions of the present Agency tracts and he considers that not only is there no reason why these portions should receive special treatment, but also that much longer benefit to the inhabitants would accrue from the incorporation in ~~the~~ ~~restoration of these portions~~ the ordinary jurisdictions. 3. The areas wh. he would propose thus to remove f: the category of agency tracts are roughly as follow:—

(1) in the jurisdiction of the Principal Asst. Agent:
that portion of the Golgonda taluk wh. lies below the Ghats and west of the river Boderu.

(2) in the jurisdiction of the Senior Asst. Agent:
(a) an area, measuring 20 miles by 15 miles, lying between Gunupur & Gudari.
(b) the Gumma mutta of the Kurapam zemindari.
(c) the Mondemkallu mutta of the Merangi zemindari
(d) the plain country between Chollapadam & Rayaghada, and,
(e) the vast open plain extending from Rayaghada to the boundary of the Singapur estate

(3) in the jurisdiction of the Deputy Coll.
the Kasipur zemindari of the Vizianagram estate

Finally the Agent proposes to take the opportunity to remove f: the Agency tracts a few separate villages such as Salur & Parvatipur, which lie within the jurisdiction of low country sub-magistrates, and similarly to transfer to the Agency some villages belonging to the Viravilli taluk, which is subject ~~[illegible]~~ to the Agency officers.

4. These proposals have the general approval of the Government. The policy of gradually narrowing the limits of exceptional jurisdiction and administration entirely commends itself to H. E. in Council, and from the Agent's letter it appears that all the officers concerned agree in the advisability of restoring the areas now in question to the ordinary jurisdiction. It would, however, be a considerable advantage to obtain a clearly defined boundary for the remaining Agency tracts, and the Govt. are much inclined to think that both the muttas of the Merungi Zemindaris and the whole of the Palkonda hills should be removed from the category of Agency, so that everything east of the Langwuya river should be subject to the ordinary jurisdiction. The Agent will carefully revise his proposals in detail and will submit [redacted] lists of villages to be transferred together with an adequate map and full explanatory information. He will also prepare

If this small patch is to be retained in the Agency, it should only be as a temporary measure for a year or two.

prepare & submit a revised schedule of the remaining Agency tracts, and the Govt. will then be prepared to give effect to the proposal, so far as it may seem prudent, by moving the Government of India to legislate for the amendment of Schedule I, Part I, II of Act XIV of 1874.

5. By the adoption of the Agent's scheme for revising the limits of the Agency tracts it becomes unnecessary to discuss in detail the proposals for the levy of a profession tax and a road cess. The Government observe however that neither could be entertained. The former is not even provided for in unions & indeed has no place in the Madras Local Boards Act 1884, while the latter is shown by the Agent himself to involve such difficulties in the way of assessment & realization as render it impracticable. The other

proposals in Mr. Turner's letter of the 24th January 1888 relate to tolls and markets. The levy of tolls can be legalised, as the Agent points out, by a notification extending Act VII of 1851 as amended by Act XV of 1864 to the tracts in which it is desired to apply them. As the fees in the schedule to those Acts are maxima, no difficulty will arise as to their being excessive, & the chief points to be borne in mind are the difficulty of selecting localities at which it will not be possible for pack animals to evade the toll, and the consideration that tolls ought not to be charged except on roads which have been made reasonably fit for traffic. Both points require the Agent's attention; as regards the latter it may perhaps be made a condition (for some time to come) of the levy of tolls that the whole amount realized be spent on the particular road or path which yields it. The Agent will accordingly, submit detailed proposals, together with a draft notification, for the levy of tolls, and the Government will be prepared to give immediate effect to them so far as

as they appear reasonable and well-considered.

6. The improvement of market-sites and the provision of shelter are also objects which in a country like the Agency tracts seem eminently desirable. The Government do not anticipate that the Agent will have any difficulty in arranging with the Maharaja of Jeypur for the transfer of sites or other matters, & on details being submitted a short Act will be passed to legalise the levy of fees or rents.

7. Mr. Turner has on several occasions expressed his dissatisfaction with the retrenchments which the Govt. have been obliged to make in his Agency budgets for road-making. These retrenchments were made not from a failure to appreciate the importance of road-making but as part of a general retrenchment in expenditure "to which no exceptions

could be made, least of all as regards the Agency tracts, wh. in spite of their large area, do not yield anything like as much as is already spent on them. Nor did the Government consider it expedient any longer to leave large grants to the absolute discretion of the Agent and to dispense with all control and clear idea of the results actually attained. The present report from the Agent shows how desirable it was to obtain a precise programme and to lay down distinct directions for future road-making operations. The Govt. cordially acknowledge Mr. Turner's energy, local knowledge, and capacity for road making but they are compelled to record their opinion that the results produced are not such as can be held to be wholly satisfactory.

8. The result of the past system seems sufficiently described in the Agent's own words, where he says: "the existing roads comprise so many kinds of communication; e.g. there is the road finished from end to end, then there is the road begun and ended with no middle to it, roads without ends, roads without beginnings, gaps in roads

of miles long." This can only be due to want of system, and to a neglect of the principle, with forest rules already laid down, that grants should be concentrated on certain works which should be completed before others are undertaken. As instances of expenditure wh. appears to the Govt. to have been misapplied, may be taken the large outlay incurred in converting into a cart road the Tandevalsa ghat, as a mere alternative to the Salur-Pottinghi ghat; the Rs. 70000 spent in 1885-87 on the Anantagiri ghat road, wh. leading to a base of sparsely populated plateau which apparently can be of little use except as a second alternative to the Salur Pottinghi road to Jeypur. The Agent's statement that this route wd. reduce the distance from Vizianagram to Malkangiri by one half seems to be a mistake. The actual reduction wd. be to cut off about 25 miles out of 150.

9. The Government will now proceed to lay down the programme which they wish observed in future. They are not prepared to spend ~~any~~ ~~more money~~ any further outlay on the Chilakalagedda-Anuku or Anantagiri ghat: carts, it is stated, can now get to Anantagiri where the Maharaja of Vizianagram has a coffeestate, & it may be worth his while to maintain the road as far as it has been made. The three works on which future operations must ~~on to~~ be concentrated, ~~until their completion~~ until they are completed first are as follows —

(1) the so-called fairweather road from Koraput to the Central Provinces boundary.
(2) the Rayaghada pass
(3) the Lammasingi Ghat.

10. As regards the Rayaghada pass, the Government will make a special grant of Rs. 20,000 this year, if it can be spent, and a similar grant next year; at the end of that period a special report on the progress made must be submitted. The Agent ~~should~~ will at once report whether he can secure a competent subordinate to carry out this work or whether it ~~whether this work~~ should be executed by the Public works dept. ~~or by the Agency~~

officials. The Government will also be prepared to make a liberal grant for the Lamsingi ghat, as soon as the Agent can make detailed estimates & find a competent man to put in exclusive charge of it, ~~and it~~ alone. They ~~are not prepared to~~ will not undertake the Setampeta ghat and the Agent's future action as regards important works is distinctly limited to the three works now specified. For any other new works he should obtain previous sanction. The Govt are of opinion that ~~kucha~~ bridges or road-dams for a permanent character should be adopted instead of the wooden bridges we have hitherto prevailed, & that by the term fairweather ... gravel road should be understood & not a mere clearing.

11. For the ordinary Agency budget a grant of Rs. 46000 will be made in the present year & during each of the remaining years of the existing Financial Contract: with the Rs 46000 subscribed by the Maharaja of Jeypore this will make half a lakh. The Govt will leave the Agent to distribute this as he thinks best, but a programme showing distribution should be submitted to Govt before the 1st September ~~October~~ in each year, & it is to be remembered that the maintenance

Quite right

Mr. Bain's orders should be submitted

in good order of existing lines of communication is to be the first object, & that what is left is to be spent ~~on~~ upon extensions & improvements on some settled plan. The first work is to complete the frontier road already referred to.

12. The attention of the P.W.D. will be drawn to the Agent's remarks regarding the Koraput-Jeypur line w^h is under construction by that dept

from orders.

17/July 3rd July.

The Vizag^m Agency:-
Proposals for revising the limits, imposing tollsts, and laying down a programme of road-construction.

HM.

Agent to the Govr, Vizag^m
P. W. Dept-14.
Fin. Dept-1.
Revs Dept-7
Acct Genl. 76

Vizag^m 6
Dated 10/8/07

C 18/7 & 19/7

MAP
OF THE
GUDIAM HILL TRACTS
and the
SURROUNDING COUNTRY

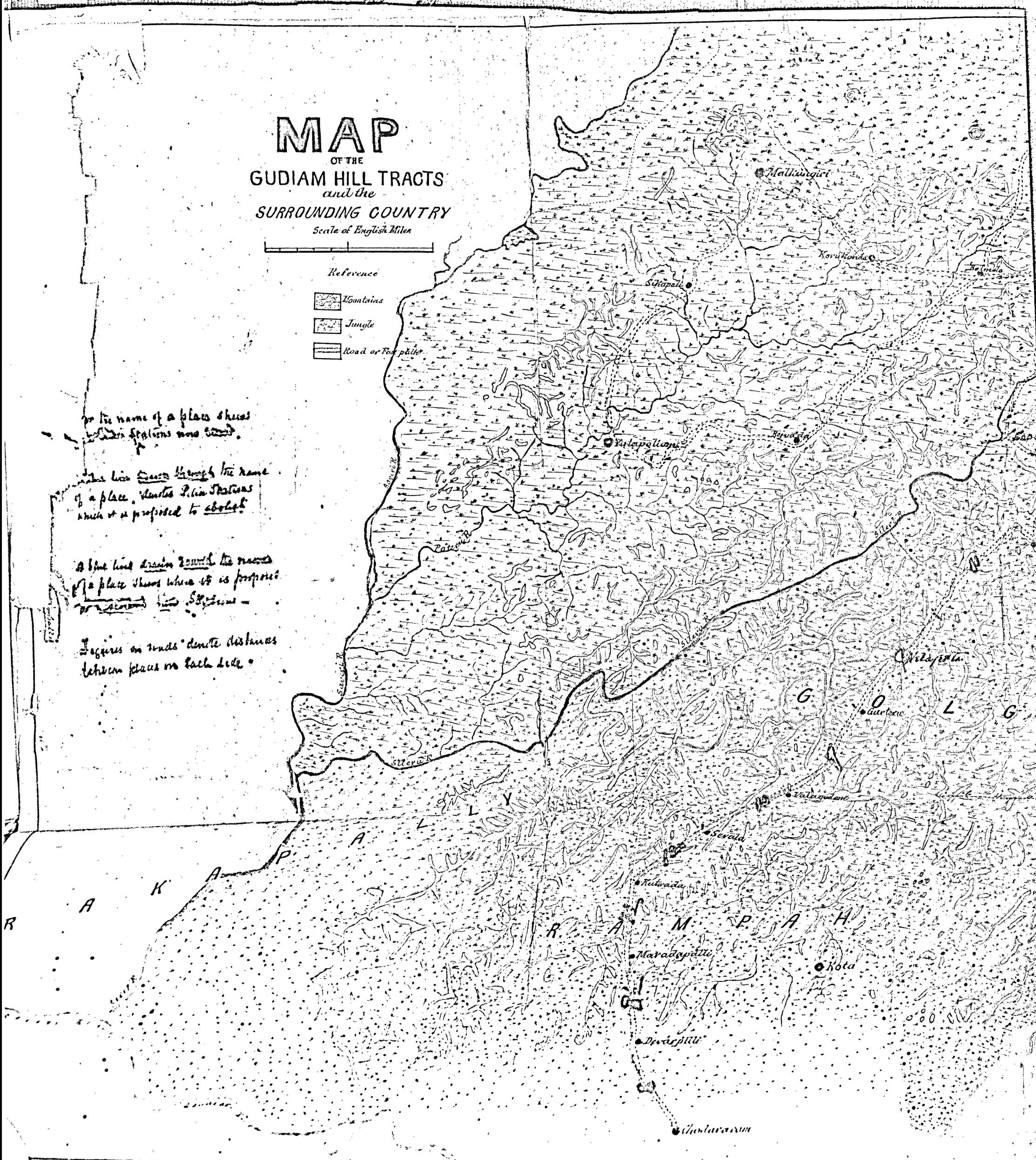
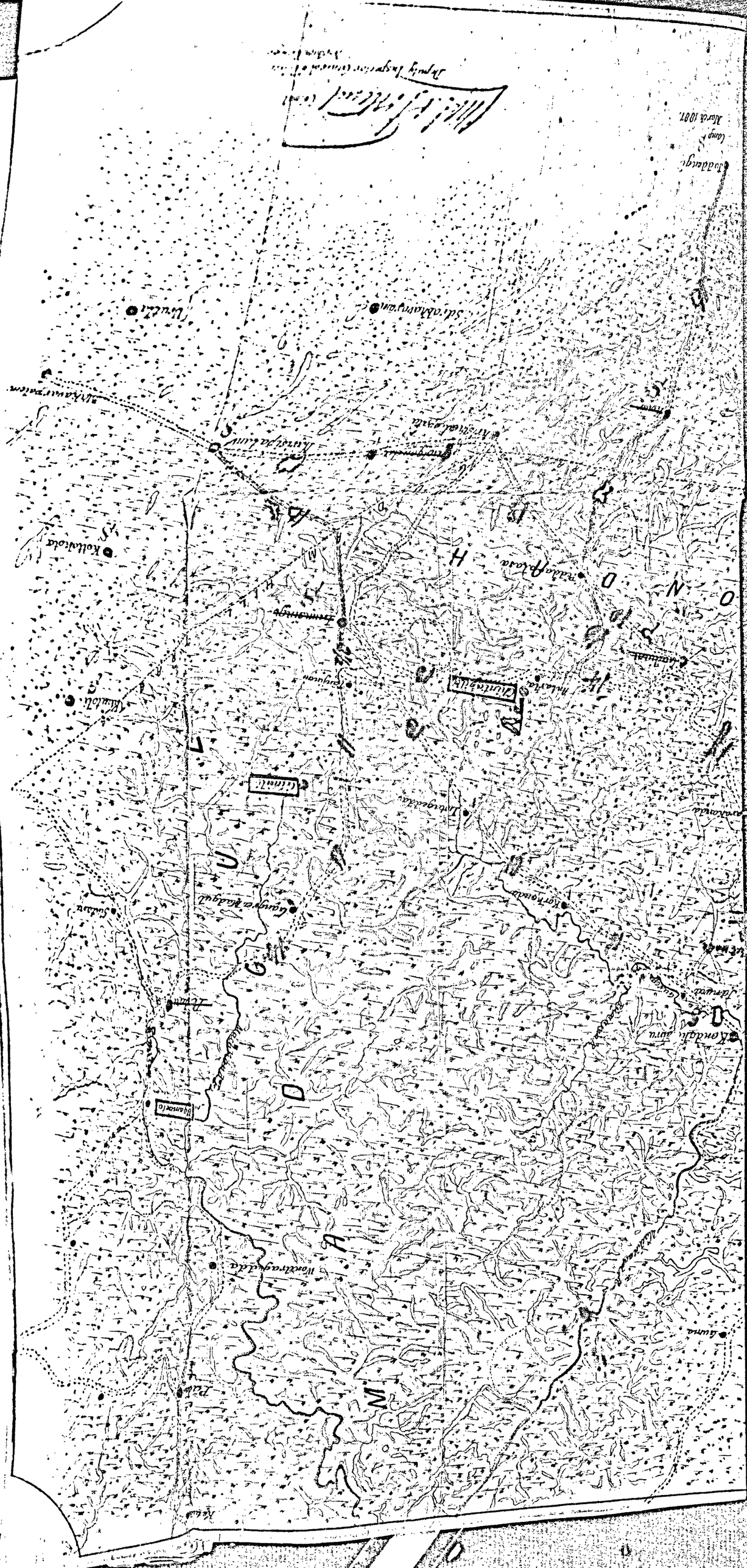
Scale of English Miles

Reference

- *Mountains*
- *Jungle*
- *Road or Foot path*

The name of a place shews
Police Stations now [illegible].

A line line through the name
of a place, denotes Police Stations
which it is proposed to abolish.

A line line drawn through the name
of a place shews where it is proposed
to [illegible] Stations.

Figures on roads denote distances
between places on each side.