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Govt. of {1888} Madras.

JUDICIAL.

Issued

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G.O., 23rd Nov. 1888, No. 2443.

SECRETARY TO GOVERNMENT P.W. DEPARTMENT, MADRAS. 21 NOV 88

NOVEMBER.

GO. 4021 W dy no 2443

Roads in Vizagapatam.

Accepting, as regards the current year's grant, the proposals of the Agent respecting the construction of the Kotipam-Chollapadam section, and calling upon him to submit plans and estimates for the work without delay.

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to the Agent Dr

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, 10th November 1888, No. 706.

Referring to the marginally-noted correspondence, I have the honor to explain that the route from Párvatipur to Raighada is made up of a section of road under the Local Funds and a section under the Agency. The Local Fund circle ends, and the Agency begins, at Chollapadam, about half-way between Párvatipur and Raighada. Of the former section, 14 miles in length, the distance from Párvatipur to Kotipam ($6\frac{1}{2}$ miles from Párvatipur) is in hand. From Kotipam to the Agency boundary at Chollapadam ($7\frac{1}{2}$ miles), nothing has been done beyond marking out the new trace. But the District Board have this year sanctioned Rs. 2,500 towards the completion of the road from Párvatipur to Chollapadam. A considerable portion of this allotment is being spent on the Párvatipur-Kotipam section, leaving but little money for the Kotipam-Chollapadam extension.

My telegram, dated 20th August 1888.
Government reply, dated 29th idem.
Board's Resolution, No. 5, dated 28th September 1888, true copy of which is enclosed in my letter, No. 652, dated 8th October 1888.
My letter, No. 652, dated 8th October 1888.
G.O., dated 2nd November 1888, No. 2272.

2. Now that Government have sanctioned Rs. 20,000 for the Chollapadam-Raighada section, and have approved the employment of the Local Fund Engineer to execute the work (for whose services, however, the Board requires to be paid to the considerable amount of 20 per cent. on the sanctioned estimate—a demand now negatived by Government in their order, dated 2nd November 1888, No. 2272), it will be seen that if we push on with the Agency portion, leaving unmade the $7\frac{1}{2}$ miles section of District Board's road leading up to it, we shall have the work in the deplorable condition of a road with a beginning and an end but without a middle—a condition of affairs already stigmatized by Government as very undesirable. It will be a long time before the District Board can find sufficient money for Kotipam-Chollapadam $7\frac{1}{2}$ miles section, which will probably cost Rs. 20,000 to complete.

3. What I propose to Government now, to avoid this head and tail road, and which would also have saved the considerable amount (Rs. 4,000) which the District Board demanded under a mistaken conception of the nature of the grant, is to lend the Rs. 20,000 to the Board for expenditure on the Kotipam-Chollapadam section as a supplement to their own grant for the year. By the time this section is finished, orders will very likely be passed bringing the whole road as far as Raighada within the Collectorate and under the District Board's Act—*vide* G.O., dated 20th July 1888, No. 1541, Judicial, paragraph 3, clause (2) (*d*)—when, of course, the construction of the road will continue (aided by Government grant) as a purely District Board's work, and will give occasion for no further reference or for extra expense.

4. I propose, if Government approve of the arrangement, to instruct the Local Fund Board Engineer to proceed with the work at once, and to submit plans and estimates as soon as possible, but not to wait to break ground for those documents, because the season for work is now commencing and no time should be lost.

5. I solicit sanction by wire to this arrangement, as I desire to lose no time in pushing the work forward.

Telegram from the Chief Secretary to Government, to the Agent to the Governor, Vizagapatam, dated 22nd November 1888.

Your proposals in letter tenth, No. 706, accepted as regards current year's grant. Programme referred to in paragraph 11, Order 1541, 20th July 1888, and Agency budget for 1889-90, not yet received. Please expedite.

ORDER—dated 23rd November 1888, No. 2443, Judicial.

The Agent's proposals are accepted as regards the current year's grant. The plans and estimates for the work should be submitted without delay.

(True Extract.)

Chief Secretary.

To the Agent to the Governor in Vizagapatam.
" Revenue Department.
" Public Works Department.
" Local and Municipal Department.
" Accountant-General.

Exd. A. Raitt.

1828

No 2737 Ird 3rd Septr 88

Communicated to the Supty Engineer I circle for report on matters dealt with in paras 5 to 17 of his Dnr's letter of 31st August 1887, No 546.

1 & 4/1088
W

& noted, Ag.

Gobt. of {1888} Madras.

JUDICIAL.

Issued

Recd. Encl.

G.O., 20th July 1888, No. 1541.

No 2737 Ird 3rd Septr 88

JULY.

Vizagapatam Agency.

Passing orders on proposals for revising the limits of the —, imposing tolls, &c., and laying down a programme of road-construction.

S.E. I circle
Expr. Pr. Accts

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

READ—again the following papers:—

G.O., dated 23rd December 1886, No. 3387, Judicial.
" " 12th April 1887, No. 475, Financial.

READ—also the following papers:—

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 weather.

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 climate, which was fabled to be (*sic*) 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-Raipúr 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 Nowrangpúr	25
Nowrangpúr 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 Raipur 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 Raipúr, 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 Nowrangpúr 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 Bijapur, 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
Total ..	10,350
Add—	
For embankments across the paddy flats	1,650
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 Raipúr, 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 earth-work 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, 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 Raipur. 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 rare 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 Párvatipur, 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 Motu (120 miles) completed to Malkangiri	60
9. Malkangiri to Kondakumberu	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 Sogaru 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-Chumchunda, 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	10	
(Kagalmada to Anantagiri)		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 912 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?

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 :—

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

	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 3 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 Lotugedda	12	..	15 0 0	..	..	..	15 0 0	
13. Do. from Minamalur to Paderu	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.	Total Expenditure.	Average for the four years.	Remarks.
		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
1. Nowrangapur to Raighar	67	607 2 9	3,000 0 0	2,501 11 6	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	* Ten miles are completed.
3. Korapat to Pottingi †	29	1,500 0 0	1,231 11 4	690 0 0	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	8,034 5 9	2,008 0 5	‡ Mungara ghât.
5. Do. to Jeypore §	14	500 0 0	2,013 5 0	* 687 0 2	4,315 3 2	1,078 12 9	§ Old Jeypore; that is, one new ghât is now under construction.
6. Jeypore to Motu ‖	130	2,386 12 0	2,391 0 0	2,222 14 4	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	2,520 5 6	639 1 4	
8. Borigomma to Kotapad	16	412 15 6	1,000 0 0	693 9 0	3,075 12 1	768 15 0	
9. Mulkangiri to Kondakamberu ¶	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	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.	Total expenditure during five years.	Remarks.
		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

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 specious 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 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 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 .. .. (7) Gunupur .. .. (8) Jeypore .. .. (9) [illegible] (10) To be fixed hereafter	30,000
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 1½ 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 farming 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 Professions, &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.

Class I.

	Yearly RS.
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 abkâri 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
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

	Yearly Rs.
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 peishcush 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—*Pofession 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.

Telegram from the Agent to the Governor, Vizagapatam, to the Chief Secretary to Government, dated 21st March 1888.

My letter, No. 166, of 24th January. Please defer passing orders on above letter until you receive letter on cognate question now being despatched.

From H. G. TURNER, Esq., Agent to the Governor, Vizagapatam, to the Chief Secretary to Government, dated Vizagapatam, 31st March 1888, No. 200.

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 took into consideration the expediency of exempting the hill zemindaries from the General Regulations. Mr. Russel, Special Commissioner in the Northen 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 rules 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 marginally-noted tracts were removed from the jurisdiction of the ordinary judicatories and placed under the administration of the Collector as Agent to the Governor, as they were at that time considered unfit to be administered under the unbending form of Regulation procedure.

Ancient Zemindaries.

1. Vizianagrum.
2. Bobbili.

Hill Zemindaries.

1. Jeypur.
2. Kurapam.
3. Sangamvalasa.
4. Chemudu.
5. Pachipenta.
6. Andra.
7. Saripalli Bhimavaram.
8. Sálúr.
9. Madgole.
10. Belgam.
11. Merangi.

Under Amani.

1. Pálkonda.
2. Golgonda.

4. In 1863, in view of the improved condition of the district, the zemindaries of Vizianagrum (except Kasipuram) and Bobbili and the Amani taluk of Pálkonda 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 muttas of the Pálkonda taluk 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 taluk of Golgonda which lies below the ghâts 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.

Zemindaries.

1. Kurapam, except the Gumma and Konda muttas.
2. Sangamvalasa.
3. Chemudu.
4. Pachipenta, below the ghâts.
5. Andra.
6. Saripalli Bhimavaram.
7. Sálúr.
8. Madgole, below the ghâts.
9. Belgam.
10. Merangi, except the Mondenkallu and Konda muttas.

Under Amani.

Golgonda, except the hill muttas.

5. The present Agency charge thus comprises (*a*) the whole of the Jeypore zemindari; (*b*) Kasipur, of the Vizianagrum zemindari; (*c*) portions of the Madgole and Pachipenta zemindaries which lie above the ghâts; (*d*) Gumma and Konda muttas of the Kurapam zemindary; (*e*) Mondenkallu and Konda muttas of the Merangi zemindari; (*f*) Kottam, Rama and Konda muttas of the Pálkonda taluk; and (*g*) the hill muttas and the tract lying between the ghâts and the west of the river Boderu of the Golgonda taluk.

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 Golgonda taluk which lies below the ghâts 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 found available

beyond it. We have now an excellent line in the shape of the survey demarcation line which lies along the edge of the ghâts, 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 Gunupur 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*) the Gumma mutta of the Kurapam zemindari (between Kurapam and Gunupur), rich in paddy cultivation; (*c*) the Mondemkallu mutta of the Merangi zemindari, which is a fertile tract; (*d*) the plain country lying between Chollapadam 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 Singupur estate. In the Assistant Agent's Division (now headquarters, Deputy Collector's Division), the tract proposed for the transfer is what is called the Kasipur zemindari, forming part of the Vizianagrum Samastanam. I ascertained the views of the late Diwan of the Maharajah of Vizianagrum on this proposal, and he was particularly anxious to have it transferred to the ordinary. With reference to the hill muttas of Pálkonda, 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 20 or 25 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 suits that, for their disposal, require the regularity and precision of established courts. The duties of the Agent and his Assistants, both European and native, are pre-eminently 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. 2731, Judicial, dated 1st December 1887.

I have repeatedly brought to the notice of Government that, in view to the production of good 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 12,000 square miles, we have at present only 8 vaccinators, who, being 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 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 Sub-Magistrates' divisions, such as Sálúr, Párvatipur, &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 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 Munsif's Court, and will not therefore involve the Government in any additional expenditure. The work at the Bimlipatam and Párvatipur District Munsifs' Courts is, according to the information I have obtained, very light, compared with the work of the other District Munsifs' Courts. The Kasipur zemindari is a part of the Srungavarapukota taluk, the ordinary or non-Agency portion of which is under the Bimlipatam District Munsif's jurisdiction. The Kasipur zemindari may, therefore, be conveniently added to it. The rest of the tracts proposed for the transfer is within easy reach of the District Munsif's Court at Párvatipur and can be included under its jurisdiction. The bulk of the Golgonda taluk belongs to the District Munsif's Court at Ellamanchilli, 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 Bissemkatak and portions of Gunupur and Rayaghada taluks and the Alamanda and Narayanapatam muttas of the Jeypore zemindari in the Senior Assistant Agent's division, part of Hill Madgole and the Gudem Hills in the Principal Assistant Agent's division, and the hill muttas of Konda, Rama and Kottam in the Vizianagrum 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 Viravilli taluk which are Agency. Some of these villages are above the ghâts, 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 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 charges 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 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.

ORDER—dated 20th July 1888, No. 1541, Judicial.

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 December 1886, No. 3387, a special report on the roads of the Agency together with proposals for future operations. The second paper contains the definite proposals called for in Financial 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 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 his scheme for the revision of the Agency Tracts, the Agent draws attention to the progress which 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 various portions of the present Agency Tracts, and he considers that not only is there no reason why these portions should receive special treatment any longer, but also that much benefit to the inhabitants would accrue from their incorporation in the ordinary jurisdictions.

3. The areas which he would propose thus to remove from the category of Agency Tracts are roughly as follow :—

(1) In the jurisdiction of the Principal Assistant Agent—
That portion of the Golgonda taluk which lies below the ghâts and west of the river Boderu.

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

(3) In the jurisdiction of the Deputy Collector—
The Kasipur zemindari of the Vizianagrum estate.

Finally, the Agent proposes to take the opportunity to remove from the Agency Tracts a few separate villages, such as Sálúr and Párvatipur, 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 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 His Excellency 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 Government are much inclined to think that both the muttas of the Merangi zemindari and the whole of the Pálkonda hills should be removed from the category of Agency, so that everything east of the Langurya river should be subject to the ordinary jurisdiction. If this small patch is to be retained in the Agency, it should only be as a temporary measure for a year or two. The Agent will carefully revise his proposals in detail, and will submit lists of villages to be transferred, together with an adequate map and full explanatory information. He will also prepare and submit a revised schedule of the remaining Agency Tracts, and the Government 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 and 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 and 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 VIII 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, and 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 of the levy of tolls for some time to come 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 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 Mahárája of Jeypur for the transfer of sites and other matters, and 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 Government 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, which, 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 operations. The Government 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 to be 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, and 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 which Government have already laid down that grants should be concentrated on certain works and that these should be completed before others are undertaken. As instances of expenditure which appears to the Government to have been misapplied may be taken the large outlay incurred in converting into a cart road the Tandevalsa ghât, a mere alternative to the Sálúr-Pottinghi ghât, and the Rs. 70,000 spent in 1885-87 on the Anantagiri ghât road, which leads to a bare and sparsely populated plateau and will apparently be of little use except as a second alternative to the Sálúr-Pottinghi road to Jeypur. The Agent's statement that this route would reduce the distance from Vizianagrum to Malkangiri one-half seems to be a mistake. The actual reduction would 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 incur any further outlay on the Chilakalagedda-Aruku or Anantagiri ghât; carts, it is stated, can now get to Anantagiri, where the Mahárája of Vizianagrum has a coffee estate, and 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 first be concentrated are as follow:—

(1) The so-called fair-weather road from Koraput to the Central Provinces boundary.
(2) The Rayaghada pass.
(3) The Lammasingi Ghât.

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 time, a special report on the progress made must be submitted. The Agent will at once report whether he can secure a competent subordinate to carry out this work or whether it should be executed by the Public Works Department. The Government will also be prepared to make a liberal grant for the Lammasingi ghat, as soon as the Agent can make detailed estimates and find a competent man to put in exclusive charge of it. They will not undertake the Setampeta ghât, and the Agent's future action as regards important works is distinctly limited to those now specified. For any other new works, he should obtain previous sanction. The Government are of opinion that bridges or road-dams of a permanent character should be adopted instead of the wooden bridges which have hitherto prevailed, and that by the term "fair-weather road" a tolerably-finished gravel road should be understood and not a mere clearing.

11. For the ordinary Agency budget a grant of Rs. 46,000 will be made in the present year and during each of the remaining years of the existing financial contract; with the Rs. 4,000 subscribed by the Mahárája of Jeypur this will make half-a-lakh. The Government will leave the Agent to distribute this as he thinks best, but a programme showing distribution should be submitted to Government before the 1st September in each year, and it is to be remembered that the maintenance in good order of existing lines of communication is to be the first object, and that what is left should be spent upon extensions and improvements on some settled plan. The first work is to complete the frontier-road already referred to.

12. The attention of the Public Works Department will be drawn to the Agent's remarks regarding the Koraput-Jeypur line which is under construction by that department.

(True Extract.)

J. F. PRICE,
Ag. Chief Secretary.

To the Agent to the Governor, Vizagapatam.
" Public Works Department.
" Financial Department.
" Revenue Department.
" Accountant-General.

Rd. Letter from
22.XII.88. No. 4021 G.
Communicated
Chief Engineer
I Circle
H. V. Rau
22/12/88

Govt. of {1888} Madras.

JUDICIAL.

Issued

Read. Encl.

G.O., 23rd Nov. 1888, No. 2443.

G.O. 22.XII.88 No. 4021 G.

NOVEMBER.

Read letter.

—

Roads in Vizagapatam.

Accepting, as regards the current year's grant, the proposals of the Agent respecting the construction of the Kotipam-Chollapadam section, and calling upon him to submit plans and estimates for the work without delay.

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, 10th November 1888, No. 706.

Referring to the marginally-noted correspondence, I have the honor to explain that the route from Párvatipur to Raighada is made up of a section of road under the Local Funds and a section under the Agency. The Local Fund circle ends, and the Agency begins, at Chollapadam, about half-way between Párvatipur and Raighada. Of the former section, 14 miles in length, the distance from Párvatipur to Kotipam ($6\frac{1}{2}$ miles from Párvatipur) is in hand. From Kotipam to the Agency boundary at Chollapadam ($7\frac{1}{2}$ miles), nothing has been done beyond marking out the new trace. But the District Board have this year sanctioned Rs. 2,500 towards the completion of the road from Párvatipur to Chollapadam. A considerable portion of this allotment is being spent on the Párvatipur-Kotipam section, leaving but little money for the Kotipam-Chollapadam extension.

My telegram, dated 20th August 1888.
Government reply, dated 29th idem.
Board's Resolution, No. 5, dated 28th September 1888, true copy of which is enclosed in my letter, No. 652, dated 8th October 1888.
My letter, No. 652, dated 8th October 1888.
G.O., dated 2nd November 1888, No. 2272.

2. Now that Government have sanctioned Rs. 20,000 for the Chollapadam-Raighada section, and have approved the employment of the Local Fund Engineer to execute the work (for whose services, however, the Board requires to be paid to the considerable amount of 20 per cent. on the sanctioned estimate—a demand now negatived by Government in their order, dated 2nd November 1888, No. 2272), it will be seen that if we push on with the Agency portion, leaving unmade the $7\frac{1}{2}$ miles section of District Board's road leading up to it, we shall have the work in the deplorable condition of a road with a beginning and an end but without a middle—a condition of affairs already stigmatized by Government as very undesirable. It will be a long time before the District Board can find sufficient money for Kotipam-Chollapadam $7\frac{1}{2}$ miles section, which will probably cost Rs. 20,000 to complete.

3. What I propose to Government now, to avoid this head and tail road, and which would also have saved the considerable amount (Rs. 4,000) which the District Board demanded under a mistaken conception of the nature of the grant, is to lend the Rs. 20,000 to the Board for expenditure on the Kotipam-Chollapadam section as a supplement to their own grant for the year. By the time this section is finished, orders will very likely be passed bringing the whole road as far as Raighada within the Collectorate and under the District Board's Act—*vide* G.O., dated 20th July 1888, No. 1541, Judicial, paragraph 3, clause (2) (*d*)—when, of course, the construction of the road will continue (aided by Government grant) as a purely District Board's work, and will give occasion for no further reference or for extra expense.

4. I propose, if Government approve of the arrangement, to instruct the Local Fund Board Engineer to proceed with the work at once, and to submit plans and estimates as soon as possible, but not to wait to break ground for those documents, because the season for work is now commencing and no time should be lost.

5. I solicit sanction by wire to this arrangement, as I desire to lose no time in pushing the work forward.

Telegram from the Chief Secretary to Government, to the Agent to the Governor, Vizagapatam, dated 22nd November 1888.

Your proposals in letter tenth, No. 706, accepted as regards current year's grant. Programme referred to in paragraph 11, Order 1541, 20th July 1888, and Agency budget for 1889-90, not yet received. Please expedite.

Order—dated 23rd November 1888, No. 2443, Judicial.

The Agent's proposals are accepted as regards the current year's grant. The plans and estimates for the work should be submitted without delay.

(True Extract.)

J. F. PRICE,
Chief Secretary.

To the Agent to the Governor in Vizagapatam.
" Revenue Department.
" Public Works Department.
" Local and Municipal Department.
" Accountant-General.

Exd. A. Raitt.

Order Nos 22. XII. 88
No 1402 W.

Communicated
to the Supt Engr I Circle
[illegible]
22/12/88

Govt. of {1888} Madras.

JUDICIAL.

Issued

Recd. *Encl.*

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[R.O. / 10 / 10,000-19-11.]

MADRAS RECORD OFFICE.

Block No. III

Paper taken out of the Records from the charge of the Referencer,

Dept. P W D (Press / Mis. / Rout.) No. 4022, dated 12-12-11 191 . Rack No. / Range,

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	Department.	C. No.	Year.			
20/12/11	P W D	Buildings				