M.R.O. 14—13,000—27-2-24.

MADRAS RECORD OFFICE.

Government of Madras.

Revenue **DEPARTMENT.**

G.O. No. 2677	Press ~~Mis~~
212.213	
Dated 13 — 11 — ~~19~~ 1867	

Not to be folded or roughly handled

No. 212. Read the following Proceedings of the Board of Revenue, dated 22nd October 1867, No. 6,871.

Read the following letters:—

From the Collector of Malabar, to the Secretary to the Board of Revenue, dated Calicut, 26th September 1867, No. 215.

* Reviewing Supplemental Local Fund Budget from Malabar for 1867-68.

1. In paragraph 14 of the Board's Proceedings,* dated 20th instant, No. 6,042, it is observed that there is an item in the Budget for Miscellaneous Public Improvements amounting to Rupees 12,096. Of this sum, Rupees 4,000 are for two bungalows at Nadkhany and Nelambur; Rupees 7,500 for five halting places at Teriot, Kalpetta, Sultan's Battery, Nelumbur, and Manjeri; and Rupees 596 for Bungalow Establishments.

2. I beg to state that I made provision for the bungalows, &c., abovesaid, because they are urgently required, because though I have ventured on several occasions to remonstrate against the application of Local Funds raised as those in this Presidency are to the erection or maintenance of bungalows for European travellers. My objections, as I gathered from the various orders since passed, did not appear to be considered of weight, and at any rate no other way was opened to me to have the bungalows erected.

† Dated 27th December 1866, No. 9,167c.

3. In their Proceedings† noted, the Board declined to sanction transfer of Rupees 10,000, as proposed by me, to meet certain public bungalows, halting places, and expenses connected with them, but observed that I was at liberty to include individual cases of "Works of Public Improvements" in my District Road Fund Budget, which would be treated on their merits. This seemed to me to point out the course which I took, namely, making provision for these bungalows, halting places, &c., under works of public improvement from District Road Funds.

Vide G. O., dated 20th July 1866, No. 1,795.

The establishments are very necessary if the works are undertaken, and I understood it to have been ruled that they were to be paid from Local Funds also. There are no other funds that I am aware of to meet the charge.

Vide G. O., 28th June, communicated with Board's Proceedings, 5th July 1867.

4. I have been called on to report what assistance can be given to provide halting places at the Railway Stations from Local Funds.

‡ *Vide* Collector to Board of Revenue, 29th August 1867, No. 194.

I have reported‡ that there are no Local Funds available for the Railway Chuttrums, (which indeed are not urgently required,) and I can confidently assert that the want of the shelter at the places I have mentioned is, under the circumstances of the country, very much greater than at any of the Railway Stations. In the latter case, doubtless a Chuttrum may add to the occasional convenience of travellers who, however, could almost always get other accommodation near; in the former it will afford shelter to the sick and weary, often where no other shelter whatever is procurable, and will not unfrequently be the means of saving life.

Board's Procs., 21st August 1867, No. 5,393.

The Board have sanctioned three halting sheds as noted, from the District Road Fund Reserve, and the works are being pressed on vigorously.

The principle, therefore, of applying Local Funds to these buildings seems recognized. I do not think the urgent desirability of them in the individual cases as mentioned, and I am consequently at some loss to know the grounds on which they have been struck out of the Supplemental Budget.

5. I would beg further to remark that there will be practical advantages of no small value if the arrangements I proposed are sanctioned as made.

E. g., I have proposed a small bungalow and a halting place at Nelambur.

The two works will be most conveniently constructed at the same time in a place where the working season is short, and workmen often difficult to obtain. I should probably arrange to do these through the Tahsildar, as well as the halting place at Manjeri.

So at Nadkhany the Range Officer would certainly find it most convenient to finish off the bungalow and halting shed at once, where he had workmen ready, effecting considerable saving in his own time and in superintendence.

At Sultan's Battery and Kalpetta there is now other work going on in the immediate vicinity; and the Range Officer being frequently at the places, and with labor at hand, at any rate can superintend work conveniently now, which at other times might not be the case.

6. I could go on with various minor reasons, but it is surely unnecessary for me to trouble the Board with such a string of details. They have been carefully considered by the local officers, and thereon the propositions have been made.

7. Unless, therefore, the Board decline to recommend the works for sanction on the principle that Local Funds are not to be allotted to works of such nature, I earnestly request they will be pleased to re-consider their orders, and obtain immediate sanction for the works when, I believe, I shall still be able to have good progress made in all of them, and several at least completed this year.

8. If, however, the Board decide that no Local Funds are to be allotted on these works, I will allot the sums now recommended to be employed on public improvements or roads; and in that case beg to be informed if provision can be made for the bungalows and halting sheds, so urgently required, from Imperial Funds. Several other points in the Board's Proceedings will be noticed very shortly, but I address them separately on the subject of this letter, as I am most anxious to be able to go on with the works if possible.

From the same Officer, dated Calicut, 27th September 1867, No. 219.

1. I had the honor of writing yesterday on that portion of the Board's Proceedings, dated the 20th instant, No. 6,042, which referred to their disallowment of an allotment made by me in my supplemental Local Fund Budget for the current year of Rupees 12,096 for two public bungalows, and five halting places, and solicited a re-consideration of their Proceedings, and their sanction to the expenditure as proposed, for reasons given.

I proceed to notice a few other points treated in the Board's Proceedings

Proceedings of the Madras Government, Revenue Department,
13th November 1867.

2. In paragraph 7, the Board observe that they do not understand my proposition to supplement an allotment of Rupees 5,000 from the District Road Funds on District Road No. 2, by a similar sum from Imperial Funds, adding, that if a road is "really Imperial" or "purely District," its expenses should be borne by the State or District respectively.

On the same considerations the Board have disallowed an allotment of Rupees 13,200 proposed by me, at the urgent instance of the Superintending Engineer, to supplement the Imperial allowance on the Imperial Coast line, &c.

3. I would remark that a mathematically precise distinction can hardly be drawn between "Imperial" and "District" roads, and that I do not remember any very precise definitions having been promulgated by authority that would enable it at once to be said whether a road was one or the other.

Imperial lines, I presume, may be taken as those which bear, or would bear if properly opened, a considerable thorough traffic from important terminé at considerable distances from each other, which form main approaches to large towns, or main feeders to Railways, or which, in fact, affect an important and extended area, &c.

District Roads, as those which, wanting some of the above conditions, affect principally small areas only. They will include secondary approaches to towns, secondary feeders to Railways, feeders to Imperial roads, and communications which are clearly local only in importance.

4. But it is often difficult to draw the line, and the division is, moreover, affected by extraneous circumstances. Thus there are roads in this district that I conceive might fairly be classed as Imperial, if there was a chance of Imperial Funds being had for them, that have of late years (when only has definite detailed classification been attempted) been borne as District roads, and constructed or repaired from District Funds, simply because there seemed no probability whatever of Imperial Funds being available. The work had to be done from Local Funds, or left undone, and it was better to do it. But there are also lines that in themselves partake of so divided an imperial and local interest that they may fairly claim support from either or both sources.

5. As far as I see all that can be done now is (on some such general principles as I have above endeavoured to indicate) to classify the roads of a district into Imperial and District; but it is clear this classification must often be modified in practice by the funds available for expenditure. The Imperial allotments to districts do not appear to be made by Government on any invariable rule of per-centage on revenue, or proportion to area, or population; but are regulated at discretion on more general considerations, and I am respectfully of opinion that whilst fixed rules are not, and from the nature of the case cannot well be laid down in the case as it affects the Presidency, they should not be in the case as it affects districts. I cannot but, therefore, deprecate earnestly hampering local officers by enforcing attention to arbitrary divisions, instead of allowing them to exercise a reasonable discretion in their appropriations.

6. I have myself all along advocated that the proceeds of tolls whether on Imperial or Local roads should, as a rule, be carried to District Funds. Tolls not being extensively and on general principles collected on all the Imperial roads of

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the Presidency, it seems to me that they are, where levied, an exceptional impost which the district in which they are levied has a right to claim. Their levy, *cæteris paribus*, does not lessen the duty of Government to keep up the Imperial communications; and unless Imperial grants, over and above what a district is fairly entitled to, are made with the understanding that toll shall be levied as a sort of set-off against these exceptional grants, which has not been the case in Malabar, the toll proceeds, I submit, should go to improving and spreading the District communications, and not merely to ease the Imperial revenues of a district's just lien upon them.

NOTE.—It appears that in the case of this Coast road (as well as in several other in Malabar) the Local Funds have a peculiar right to the toll proceeds.
For though the line is most clearly an Imperial one, it was only definitely so recognized in 1865, and sundry of the bridges and much of the road were constructed from Local Funds previously.

The view, however, does not appear to have met with favor; and as the Board themselves directed that all necessary contributions to up-keep of Imperial roads should be made from the tolls collected on them, as the roads required the funds, and as the Superintending Engineer of the division was strong on the subject of these grants being made in the particular instances, I entered them against, I must say, my own wishes.

Vide Board's Proceedings, dated 12th December 1866, No. 8,792.

If then sufficient Imperial Funds are available, I shall gladly see the allotment replaced at my disposal for other works. But if sufficient Imperial Funds are not available, I must urge that these sums be allowed to stand for expenditure as proposed by me; for the expenditure is certainly urgently required, and much inconvenience will result if the repairs for which it is proposed are not carried out.

7. Adverting to paragraphs 8, 9, and 10 of the Board's Proceedings, I advocated the construction of the Cannanore to Kamarkunnu road from Imperial, District, and Municipal Funds.

The Board appear to agree with me so far that the road should be contributed to from the first and third sources, but incline to withhold District Fund contributions. They ask if the Municipality realize revenue from tolls. Had they done so, I should not probably have advocated (as I do) contributions from the District Road Fund. But I have steadily objected to the levy of tolls by the Coast Municipalities because the Coast road is already well tolled. The great approaches from the eastward are, or probably will be, tolled on the ghauts, or at the great bridges, and I should strongly deprecate either the giving up of these general tolls to which the general district communications will look for much necessary aid, or the addition to them of toll exactions at the Municipalities.

Considering then that the Cannanore Municipality is only a few months old, and does not levy tolls, and will have many other calls at starting, and that this approach is of considerable District as well as Imperial and Municipal importance, I think its construction may be justly and fairly contributed to from the Municipal sources, but that Municipal contributions cannot be looked for this year.

The Municipality has only some 6,770 Rupees in all to expend on sanitation and works in the Cantonment and Town in 1867-68.

Proceedings of the Madras Government, Revenue Department,
13th November 1867.

8. Adverting to paragraph 7 of the Board's Proceedings, I advocated the grant of Rupees 5,000 on District Road No. 2 from Imperial Funds, because the section of the road on which work is going on, together with District Roads Nos. 3 and 7, may, I think, fairly be taken as a continuation of the Imperial Coast road from Beypore, and meeting a road, in construction I believe, at the Canara frontier, would join thence the Imperial road from Hossdroog to Mangalore.

In a revised list of Imperial roads I am about submitting, I shall propose that the line above indicated (between Beliapatam and the Canara frontier by Taliperamba) be classed as Imperial.

But several years back there seemed no hope of getting Imperial Funds for these roads, and in their imperfect and unconnected state they fell justly under the head of District roads. As such, Local Funds have been expended to the very great benefit of the locality from a local point of view, in opening the local communication.

Expenditure in 1865-66 and 1866-67, about Rupees 14,000.

The road being now, in my opinion, deserving of completion throughout, and of Imperial as well as local importance, should receive assistance from Imperial Funds, and be classed for and from next year as Imperial.

The Superintending Engineer, I must add, considers the Imperial line should stop as at present classified at Beliapatam, as there is water communication (though very imperfect at parts) between Beliapatam and Hossdroog. I think, as abovesaid, that the line of road should be completed as Imperial, and I think the Collector of South Canara agrees with me.

Vide South Canara Collector's letter to the Superintending Engineer, 7th Division, dated 6th September 1867, No. 761.
Paragraph 2. I cannot concur with you in considering the continuation of the Mangalore, Vitla, and Hossdroog road to be properly a Local Fund Road, and have so expressed myself to the Board, forwarding your remarks at the same time to speak for themselves.

9. Adverting to paragraph 12 of the Board's Proceedings, I beg to say that the road from Wandur *via* Pandikad to Angadapuram (District Road No. 41A) lies in two ranges, namely, partly in Calicut, and partly in Palghaut. The estimate for the whole was Rupees 18,748; of this, Rupees 748 was for the portion in Calicut range, and was expended in 1866-67. In the Palghaut range Rupees 7,809 was expended in the same year, making a total of Rupees 8,557, and leaving Rupees 10,191 to be provided. Rupees 9,000 was sanctioned in the original Budget, and consequently Rupees 1,191 remained as I provided. The Board have, apparently, lost sight of the Rupees 748 expended in the Calicut range, and have provided that sum in excess. It will be added to the savings, and allotted as may be found desirable.

10. Adverting to paragraph 15 of the Board's Proceedings, the work done by the Revenue Department is as yet so small that I would particularly request that the petty establishment required may be charged in the estimates as is the case in the Department of Public Works. A few Maistries may have to be employed for a month or two at different places, but I do not propose employing any establishment for general supervision; that will be conducted for the present by the Talook officers.

The sum of Rupees 2,934, therefore, I propose allotting on works as may be necessary.

When a sufficiency of roads have been traced, the Revenue Establishment may gradually take over more and more of the repairs if it is found desirable, and then a permanent establishment may be required. It is not required now.

11. Adverting to paragraph 16, the reserve sum of Rupees 5,551 was calculated as an approximation to ten per cent. on Rupees 60,000. It fell short of the exact amount by Rupees 449, otherwise applied.

12. Until I hear again from the Board, I will delay making fresh appropriation of the Rupees 25,293, mentioned in paragraph 17 of their Proceedings.

If the works advocated by me are to make progress this season, I solicit very early instructions. If the halting sheds are allowed, I beg a telegram may be sent me to that effect.

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1. Submitted to Government, in continuation of the Board's Proceedings, dated 20th September 1867, No. 6,042.

2. The Board cannot admit the Collector's proposal made in the first of the foregoing letters to expend any portion of the District Road Fund on Public Bungalows or Bungalow Establishments. Under the explanation now submitted by him, however, the sum of Rupees 7,500 proposed for the erection of five halting sheds at the places noted in the margin, is recommended for the sanction of Government from the Road Fund. As it appears that three of these halting sheds are situated in the Wynaad, in which talook the Road Cess does not operate, the Collector will be requested to state whether the funds proposed to be spent on them, and three others sanctioned in the Board's Proceedings, dated 21st August 1867, No. 5,393, cannot be locally raised. A detailed estimate for the halting sheds should at once be submitted for the sanction of the Board. It is observed that the cost of each of the three sheds already sanctioned is only Rupees 1,400; whereas the present rate appears to be Rupees 1,500 per shed.

1. Teriot	Wynaad Talook.
2. Kalpetta	
3. Sultan's Battery	
4. Nelambur... ...	Yernad Talook.
5. Manjeri	

3. As the halting sheds are stated to be urgently needed, the Board authorize the Collector to arrange for their immediate commencement in anticipation of sanction.

4. The Board also resolve to request the Government to make an allotment of Rupees 4,000 from Imperial Funds for the two public bungalows, which are no doubt urgently required at Nadkhany and Nelambur. The establishment for them must, of course, be charged against the Bungalow Fund, and the details must be submitted for sanction.

5. As the Board learn that the allotment of Rupees 11,440, and not Rs. 13,200 as stated by the Collector, for repairs to the two Imperial roads referred to in paragraph 2 of the Collector's second letter above recorded, and which were disallowed in paragraph 13 of the Board's Proceedings under reference, is made

	Rs.
Additional maintenance to the road from Cannanore to Coorg	3,740
Additional maintenance to Coast road from Beliapatam to Beypore...	7,700

from the toll collections on those roads, the sanction of Government will also be requested to this expenditure from the Road Fund.

6. The Board still continue of opinion that any expenditure from District Road Fund on the road from Cannanore to the Kamarkunnu road is inexpedient, until the more immediate wants of the district have been met.

7. With advertence to paragraph 9 of the Collector's second letter, the Board observe that the entry of roads by ranges in the Road Fund Budget is incorrect and inconvenient. A road should be entered as a whole, the apportionment of the grant to ranges being left to the Superintending Engineer as a purely departmental arrangement.

8. Under the circumstances stated in paragraph 10, the Board approve of the Collector's proposal to charge the sum of Rupees 2,934, on account of Petty Establishment, to several works ordered for execution during the year.

9. The Collector's remarks on the subject of the classification of roads as District or Imperial will be taken into consideration with his letter, dated 4th October 1867, No. 228, which has lately been received.

10. The Board request that the sanction of Government may be granted for the total proposed expenditure of Rupees 18,940, in paragraphs 2 and 5 of these Proceedings, from the surplus balance of Rupees 25,293, shewn in the concluding part of paragraph 17 of the Proceedings in question.

No. 213. ORDER THEREON, 13th November 1867, No. 2,677.

Miscellaneous.

1. The Government sanction the proposed expenditure of Rupees 18,940 from surplus Local Funds in the Malabar District.

2. Paragraph 4 of the Board's Proceedings will be disposed of in the Department Public Works.

(True Extract.)

(Signed) W. HUDLESTON,
Secretary to Government.

To the Board of Revenue.
,, the Accountant General.
,, the Department Public Works.

Exd. S. T. Augustin.

N. 2677.

Report Hamilton Pa
for Annual Expenditures of
U. S. 1840. From Surplus
Local Funds in the State Ba
Pa. -

Trans. of the Bds
for Pa. Title to be disposed
of in the D. P. W.

14 Copies Letter Bk of Rec Dep. 14
6 Copies to Auditor
21 D. P. W.

13 Nov. 37.

Pro 28 June/67 Nos. 407-8
1 Oct. —1—v. 7 & 10.

Rev. 1867, Department.
Transfer Book for November

No. 2912.

PROCEEDINGS OF THE BOARD OF REVENUE,

Dated 22nd October 1867.
Desp 25 Do—
Rec'd 26th.

No. 6,871.
Pro Do 2 & 10 Jany/68
Pro Do. —1— 19 Feby/68 Pos. 54

Requesting sanction of Government to total expenditure of Rupees 18,940 for the erection of five halting sheds, and two Public Bungalows and for repair of certain Imperial roads in Malabar District, and requesting Collector to submit detailed estimate for the halting sheds together with information as to whether the funds proposed to be spent on them cannot be locally raised.

No 2677-13 Ham

Nos 212 & 213

Ct. 4th Pro. 6/67 Rs.