M.R.O. 14—10,000—21-4-22

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 755 Press / Mis.

63-64

Dated 5-4-1864.

Not to be folded or roughly handled

Proceedings of the Madras Government, Revenue Department, 5th April 1861.

No. 63. Read the following Proceedings of the Board of Revenue, dated 21st February 1861, No. 979:—

Read again letter from the Collector of North Canara, dated 25th September 1860, No. 140, submitting the report of his Deputy, Mr. Ball, lately in charge of salt, on the working of that Department.

(In Cons., 5th October 1860, No. 5,030.)

1. Ordered that the above papers be submitted to Government, with reference to their Proceedings, dated 3rd August 1860, Revenue Department,

In Cons., 4th August 1860. No. 1,291, calling for these reports from the salt manufacturing Districts. They need but few remarks from the Board.

2. On the suggestions made by Mr. Ball for the improvement of the article produced, by obtaining information as to the process adopted at Bombay, Mr. Fisher remarks that he doubts the advisability of introducing the Bombay system.

3. The Bombay *system* is an Excise, and not a Government monopoly, but Mr. Ball made no suggestion for *its* adoption. His remarks have reference to the actual process of manufacture, and considering the marked superiority of the Bombay article, which is in fact better than most of the manufactured salt of the East Coast, though inferior in the size of the crystals to the spontaneous salt of some Districts, there can be little doubt that improvement in the Canara article can be effected, and it would be worth while, as the Board have already stated in their Proceedings to Government, dated 23rd February 1860, No. 946, to send the Deputy Collector in charge of the Department to visit the Bombay pans in view to introducing an improved process. Longer exposure, and longer intervals of gathering, undoubtedly have the natural effect of increasing the size of the crystals, and although the humidity of the Western Coast climate, and the frequent showers of rain even during the fine season offer greater difficulties in the southern parts of it than even in Bombay, it is probable that no real necessity exists for gathering the salt *daily* as is now done. The Board will be glad to learn the result of any experiments tried by Mr. Ball for improving the quality of the Canara salt, previous to his transfer to the Account Department.

4. It will be seen by a reference to paragraphs 166 and 175 of Mr. Plowden's report, that in Bombay there are only from four to six removals of the salt from the pans during the manufacturing season, and that the time allowed for the salt to form in the pan itself is from three weeks to a month. This very great difference in the process of manufacture is of itself sufficient to explain the vast superiority of the Bombay article.

5. The Board think it would be well for the Collector to have extracts from Mr. Plowden's report translated and circulated for the information of his salt Superintendents. He can apply to the Board for a copy of the Report and of its Appendix, if it is not on his records as it very probably may not be.

6. The Goa salt, to which Mr. Fisher refers as being very similar to that of North Canara, is not a good article, and is doubtless equally susceptible of improvement with that of Canara.

7. The Board are not aware that the Bombay system has been tried and that it failed in Malabar. The failure that did occur at Calicut was owing to the too great humidity of the atmosphere.

8. The Board do not think that any exception should be made in favor of the poorer classes in Canara by permitting to them the free use of what is described as salt mud, but which is really an imperfect salt capable of being converted into good salt if the manufacture be undisturbed. Such a permission is not granted elsewhere in the salt producing Districts. The system opens a door to fraud of which it is not to be expected the classes interested would be slow to avail themselves: and although it may be difficult to check the existing practice, it will probably be even more difficult to prevent the abuse of the privilege which the Collector would concede.

9. The apprehension which the Collector entertains of raising undue expectations to be followed by disappointment in promoting the extension of the manufacture, can only be well

grounded if it shall be found that the article cannot be improved. There already exists a very large and increasing demand for good Salt in South Canara and Malabar, in Mysore and Bellary; and if a regular and ample supply of a good article can be ensured, there seems no reason to apprehend that the manufacturers, or Government will be exposed to losses, or that restriction of the manufacture will be necessary.

10. The Board are not of course able to guarantee a continuance of the present monopoly system for an indefinite period, but they have no reason to think that the Excise system is likely to be substituted for it.

11. The improvement of the roads leading to Sedasheghur, will, the Board trust, in combination with the check imposed by the new Police on illicit importations, tend to induce a large additional demand, and the Board have already instructed the Collectors of South Canara and Malabar to look to North Canara for a large portion of their requisite supply of this necessary of life, and they are glad to observe that a large additional amount of salt was secured in the last season beyond the usual out-turn of former years.

12. They rely on the Collector and his Deputy continuing to give their best attention to the further development of this important source of Revenue, on which to so large an extent the means at the disposal of Government for effecting improvements in the country and in the condition of the people depend.

13. The Board are not prepared to allow every manufacturer to make as much salt as he pleases without reference to the needs of the market; but if the full requirements of North and South Canara and Malabar for Home consumption and Inland trade and stock are made the measure of the demand, there will probably be seldom any need to limit the manufacture. At the same time inferior salt should be invariably rejected and thrown back into the pans, which would compel the production of a better article.

14. The Board fear that too little attention is generally paid to this point.

15. They will be prepared to support any well considered applications for new Cotars which should be built economically, and not too large, or in localities where they are not needed.

16. Mr. Ball's proposal for additional Cotars at Sanikutta appears to merit consideration.

17. The Board trust shortly to be able to introduce a system of weighing instead of measurement, and they are disposed to think that the ordinary scale is better than the Bombay machine for large transactions, while it is equally well suited for small sales.

18. They propose to apply to the Mint Master to know whether he can undertake to provide accurate beams.

19. The scales are best of the platform pattern, which admits of additional space being obtained by the use of planks, as shown in the letter from Mr. Robinson, when Acting Collector of Malabar, published in the Board's Circular Order, dated 6th July 1857.

Page 55 of the printed volume.

20. The Board desire to record their satisfaction with Mr. Ball's exertions in this Department, in which they trust his successor has not relaxed.

(A true Extract.)

(Signed) J. D. SIM, *Secretary.*

No. 64.

ORDER THEREON, 5th April 1861, No. 755.

1. The Board of Revenue forward with their remarks a report by Mr. Ball, Deputy Collector, on the Salt Department in North Canara, accompanied with observations by the Collector, Mr. Fisher.

2. The salt transactions in the District in question are not extensive, but facilities exist, the Governor in Council observes, for improvement in various ways, in connection with the manufacture, storage, and other minor details, which should result, under proper supervision, in increased sales, and a larger revenue.

Proceedings of the Madras Government, Revenue Department,
5th April 1861.

3. The rate paid by Government to the manufacturers is higher than in any other District, being Rupees 12 a garce. It is stated to be very remunerative, and numerous applications have been received for permission to open new pans. Advantage should be taken of these, care being exercised in the grouping of the pans, so as to avoid the isolation alluded to in paragraph 14 of the Deputy Collector's report.

4. There is evidently much room for improvement in the actual process of salt manufacture. Innovations in this respect are naturally distasteful to the makers, and require, especially at first, strict supervision. For this the Government must look to the Deputy Collector (now in charge of the Department), who has been placed in his present position for this very purpose. The remarks contained in paragraphs 3, 4, 5, 13 and 14 of the Board's Proceedings should be carefully attended to.

5. The Government approve of the Board's instructions as contained in paragraph 11 of their Proceedings. As pointed out in paragraph 9, the demand for the salt of North Canara is certain to increase; and with this prospect it is desirable to extend the manufacture, avoiding, as already remarked, the formation of single pans in isolated situations. If this is done, the introduction of the Excise, even if made, would not prevent the continuance of the new pans; and the possibility of the abolition of the monopoly, need not be a reason for hesitating to allow the extension of the manufacture.

6. The Government will look to the Collector to make timely arrangements for the introduction of the manufacture at Sedasheghur; and also for the erection of the requisite Cotars there and at Sanikutta, to the wants of which latter place the Deputy Collector draws special attention.

7. The Board's remarks (paragraph 8) on the use of "salt mud" are approved: no exception can be made to the usual practice.

8. The mode of supervising the manufacture described by the Deputy Collector in paragraph 13 of his report, viz., by means of temporary Establishments, is the reverse of judicious. Mr. Pelly's scheme which will correct this practice, will probably be shortly in operation. Meanwhile servants of the regular Establishment should be employed on this duty, whenever practicable, their own work being done by the temporary servants.

9. The check to smuggling caused by the activity of the new Police is gratifying.

10. The Government have already in a recent order,* expressed their approval of the introduction of weighing in lieu of measuring in salt transactions.

* *Dated* 11*th March* 1861, *No.* 556.

11. His Excellency in Council trusts that the new Deputy Collector will show activity in improving the quality of the salt. He regards with satisfaction Mr. Ball's efforts to that end.

(Signed) J. D. BOURDILLON,
Secretary to Government.

In Con. 5th October 1860, No. 5,030.

From W. FISHER, Esq., Collector of NORTH CANARA,
dated Honore, 25th September 1860, No. 140.

I have the honor to submit for the information of the Board, an original report from Mr. J. Ball, Deputy Collector, lately in charge of the salt department in this district, and to offer the following remarks thereon :—

2. Though our salt manufacture may be capable of improvement, I doubt whether any good would be effected by introducing the Bombay system, and would rather in the first instance turn my attention to the removal of defects in our own management.

3. Goanese salt, the manufacture of which is unrestricted, is very similar to that of North Canara, and I understand that an attempt to introduce the Bombay system in Malabar failed completely.

4. It should have been stated in paragraph 9, that the salt estimate for the Kundapur taluq proved to be erroneous, and that the past season was taken advantage of there as well as in other taluqs, and with the same result, though the estimated out-turn was not obtained.

5. I do not think that the privilege of using salt mud found in the rivers of Canara can be withdrawn, and prohibition enforced without perpetual and vexatious interference with some of the poorer classes, and the introduction of evils far greater than any that can arise from the use of this mud for salting fish.

6. When found under preparation for domestic use, the parties in possession are punished, but few and the very poorest in those neighbourhoods where such mud is procurable, are likely to use it in this way.

7. The Board's orders regarding the extension of salt manufacture will be strictly attended to, but I think that the construction of new pans on a large scale would only be undertaken in the belief that existing arrangements are not likely to be interfered with, and it ought to be in my power to offer some assurance on this head, as the sudden introduction of the Excise system would be unfair to those who may invest their money in new pans, on faith in the continuance of the present system. I therefore beg to call the attention of the Board to this subject.

8. New cotaurs will certainly be required at Sanekatta, if more pans are constructed, but it does not follow that they are necessary now because all the salt manufactured during the last season could not be stored, for that season was in itself exceptional, and so good a one may not again occur for years.

9. When the new roads now in progress are completed, it will be very desirable to manufacture salt largely at Sedashegur, in order that return loads may conveniently be procured by the up-country traders who frequent the port, and for this purpose, I should prefer the southern to the northern bank of the river, on which however a wealthy landed proprietor proposes to open pans.

10. The subject will have my best attention when visiting that part of the district.

11. The existing sale cotaur is I think useless, as the resident population buy but little salt, and can always procure it from the neighbouring Goa salt works, paying import duty.

12. The measures taken by the Deputy Collector to instruct the out-station servants in the preparation of accounts were judicious and will, I hope, prove effective.

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Enc. 1.

From J. BALL, Esq., Deputy Collector of NORTH CANARA,
To W. FISHER, Esq., Collector of NORTH CANARA,
dated Honore, 17th September 1860, No. 16.

As directed in the Proceedings of Government, dated 3rd August 1860, No. 1,291, I have the honor to submit the following report on the salt department of this district :—

2. Not having joined the district, as you are aware, until nearly the close of the last manufacturing season (30th April), I have not had an opportunity before the setting in of the monsoon of visiting all the various depôts, but during the month of May, I paid a visit first to the manufacturing stations north of Honore, and subsequently to those lying south.

3. All the pans of the district, except those at Sanekatta, are scattered among fields and cocoanut gardens, varying in depth from 1½ to 5 feet, according to the features of the ground, their level being high water mark.

4. Our pans are divided into "chitis" of 30 "codiges," each 16½ feet square, so that a "chiti" is equal to 7½ guntas, or 5⅓ chitis to an acre. There is no data as to the average produce per chiti, as it varies from 1½ to 3 garce according to localities.

5. From what little I have seen of the district, there is abundance of land capable of producing salt, and I have lately received upwards of 100 applications for permission to open out fresh and extend present pans, which is a proof that our present rate of 12 Rupees per garce is remunerative to the manufacturers or rather to the proprietors of the pans, the actual charge to whom is between 3 to 6 Rupees per garce.

6. I think that our mode of manufacture is susceptible of improvement. Instead of gathering the salt every day, as is now generally done, more time should be allowed for crystalization and hardening, as in these respects our article is much inferior to that of Bombay. But as this will diminish the quantity, although it may improve the quality of the salt produced, it will, no doubt be opposed by the manufacturers, but before introducing this as a rule, I intend trying the experiment myself at Sanekatta during the next season on a small scale, and shall report the result to you.

7. It would be worth while to learn the Bombay process, and especially the length of time the salt is allowed to stand in the pans before being gathered and the depth of their pans, as I believe that the less deep the pans are, the better the salt will be, owing to their being better exposed to the sun's rays, as is evident by the fact that the Sanekatta article, where the pans are only 1½ feet deep, is far superior to the Beindur, where the pans are three times that depth.

8. During the past season, which has been a most favorable one, our produce has reached 4,735 garce, that is, 235 garce above the "andaz" or fixed annual quantity allowed, and 2,120 above the average of the previous five years as shown below :—

	Garce.
Annual Andaz...	4,500
Produce of Fasli 1264	3,647
Do. „ 1265	1,306
Do, „ 1266	3,363
Do. „ 1267	2,215
Do. „ 1268	2,547
Total.....	13,078
Average.....	2,615
Fasli 1269	4,735

9. This increase, as shown below, is in the Honore and Ankola taluqs, while at Kundapur the produce did not come up to the estimate :—

	Kundapur. Garce.	*Honore.* Garce.	*Ankola.* Garce.	*Total.* Garce.
Estimated quantity.....	1,494	1,006	2,000 =	4,500
Produce of Fasli 1269....	1,238	1,282	2,215 =	4,736
Decrease...	256	In. 276	In. 215	In. 235
Total Increase.....				491
Deduct Decrease.....				256
Net Increase.....				235

10. There has also been a large increase in the sales during the past year, over the average of the previous five years.

	Garce.
Sales in Fasli 1264	1,125
Do. „ 1265	1,302
Do. „ 1266	1,871
Do. „ 1267	1,904
Do. „ 1268	2,283
Total.....	8,485
Average.....	1,697
Sales in Fasli 1269	2,509
Increase.....	812

11. The sales since the commencement of the present Fasli exhibit a falling off as compared with the corresponding period of last Fasli, which may be attributed to the extensive sales which took place last year from the want of salt during the previous one, and also too much salt having been clandestinely sold during the last manufacturing season. On a reference to the records, I find that there has always been a falling off in the Government sales in proportion as the season is favorable for manufacture.

12. The privilege of using earth or swamp salt for curing fish influences the Government sales to a great extent and should, in my humble opinion, be withdrawn, as this privilege affords facilities for fraud, the people using the swamp salt very largely not only for curing fish but for other domestic purposes also.

13. Besides this, our present mode of employing a temporary establishment for watching the manufacture is not a very judicious one and rather encourages than checks smuggling, for being employed for about ⅓rd of a year only, the peons make it their main object to make as much as they possibly can during the short period they are in employ, but when Mr. Pelly's scheme of employing a fixed establishment is carried out, I think there will be a better chance of checking these frauds.

14. It would also be advisable, I think, gradually to abandon all those pans that are isolated and at a distance from the cotaurs and consequently difficult to watch, just as fresh ones are opened out contiguous to those on favorable sites. We shall thus be able in course of time to have a number of pans all clustered together as at Sanekatta, although not to such an extent. With this object in view no fresh pans should be allowed to be opened out, nor existing ones extended unless contiguous to a cotaur. Instances where there is sufficient ground for the opening out of pans yielding a large quantity (say 500 garce or more) should be considered exceptions to this rule, even should it be necessary to erect cotaurs for the storage of the salt.

15. Our stock on hand at the end of last month (August) was 4,222 garce, about sufficient to meet the demand of the next 16 months, or up to the end of December 1861, independent of the 400 garce promised to South Canara ; and if our next season is as favorable as the past, we shall next August have a much larger quantity in store and be in a position to meet a larger indent from South Canara.

16. The Board of Revenue have, in their Circular of the 10th April 1854, directed that a stock equal to two years' consumption should always be kept on hand, and to secure this, our produce should not be confined to the usual "andaz" or estimate, but each manufacturer should have full liberty to produce as much salt as he can, as was allowed last season.

17. To store this increased manufacture, we shall have to erect additional cotaurs. We have at present 44 cotaurs at the manufacturing stations capable of storing 4,520 garce, and 14 cotaurs at the inland and coast sale depôts capable of storing 1,120 garce, making a total of 58 cotaurs for storing 5,640 garce, that is, more than two years' consumption. But it will be seen from the sub-

joined statement that we have storage in excess of the produce both in the Honore and Kundapur taluqs, whilst the reverse is the case in the Ankola taluq :—

	No. of Cotaurs.	*Storage.* Garce.	*Produce of Fusli* 1269. Garce.	*Difference.* Garce.
KUNDAPUR.—Manufacturing depôts.....	16	1,610	1,238	Excess 372.
Haladi inland sale do.....	3	300		
Wandase do. do.	2	150		
	21	2,060		
HONORE.—Manufacturing depôts.....	13	1,350	1,282	Excess 68.
Gersoppa inland sale do.....	3	250		
Honore coast do. do.	1	50		
	17	1,650		
ANKOLA.—Manufacturing depôts.....	15	1,560	2,215	Difference 655.
Katgal inland sale do.....	3	300		
Ankola coast do. do.....	1	50		
Sedashegur do. do.....	1	20		
	20	1,930		
Total.....	58	5,640		

18. It will be perceived from the above that we require cotaurs for storing 655 garce of the manufacture in the Ankola taluq (Sanekatta), and even if we succeed in always keeping the full quantity in the cotaurs at the inland and coast sale depôts (which is very doubtful), we shall still require storage for 285 garce.

19. Great difficulty was experienced at Sanekatta last season on this account, and notwithstanding that a considerable quantity of salt was transported to Katgal at the close of the season, the manufacturers were obliged to store a quantity under temporary buildings erected on the wharf at Sanekatta. During the floods of July last, a portion of the salt thus stored was washed away.

20. I would therefore propose that 3 cotaurs for 100 garce each be at once erected at Sanekatta, where there is every likelihood of increased manufacture by the extension of existing pans.

21. It will be necessary, I think, to erect cotaurs at Sedashegur before long, as one Kadea Annappa has applied for permission to open out pans for producing 500 garce, to be eventually increased to 1,000. Should we succeed in manufacturing salt at Sedashegur, we shall be able to furnish South Canara with a large quantity annually, independent of what may be taken up the Anshi and Keiga Ghats by the inland traders. Of this I cannot confidently speak until the result of Annappa's experiment is known.

22. I had it in contemplation to recommend the abandonment of Sedashegur as a sale depôt on account of the very limited sales, caused no doubt by much Goa salt being smuggled into the district; but since the new Police have entered upon their duties a number of cases have been latterly detected, and it is to be hoped that smuggling will ere long be effectually checked. This, together with the likelihood of Sedashegur becoming a manufacturing depôt, makes it desirable that it should not be abandoned without a fair trial.

23. Weighment should be introduced as early as possible to supersede the present mode of measurement in all salt transactions, as without this the extensive frauds now practised will never come to an end. I have had sufficient opportunity whilst Tahsildar of Buntwal of noticing the manner in which the salt is measured both by the Mopla boat-men who convey it up the river and the Government measurers, and it is a very rare case that a measurer will make the same number of mercals twice over out of a given quantity.

24. During my tour last May, I found that in almost every station, more or less of the new forms of accounts had not been understood by the salt servants, and hence some accounts had not been regularly kept up. I therefore, on the setting in of the monsoon, ordered in a servant from each station with the accounts, and have explained the new forms to them, so that they may not have any excuse for not regularly keeping up the accounts in future.

25. In conclusion, I beg that the late period on which I assumed charge of the department, will stand as an excuse for the briefness of this report.

Exd. J. Tulloch.

R. D.

No. 753

Proceedings of the Madras Government
Under date the 5th ~~April~~ March 1861.

Read the following Proceedings of the Board of Revenue -

Submitting with the Board's observations a letter from the Collector of North Canara forwarding a report from his Deputy Mr. Ball, lately in charge of Salt on the working of that Department and on the improvement required to be made in the quality of the Canara Salt.

(Here enter 21st February 1861 No. 979)

1 The Board of Revenue forward with their remarks a report by Mr. Ball, Deputy Collr. on the Salt Department in North Canara, accompanied with observations by the Collector, Mr. Fisher.

2 The Salt transactions in the District in question are not extensive, but facilities exist, the Governor in Council observes, for improvement in various ways, in connection with the manufacture, storage, and

Copy of Letter to Govt
dated 8th Augt 1861 No. 72.

Enclosure No. 1 in Proceedings from the Secretary to the Board of Revenue to the Secretary to Government dated 21st Feby 1861 No. 979.

2005/15

Letter from the Collector of North Canara to the Secretary to the Board of Revenue dated 25th September 1860 No. 140. regarding the Salt.

and other minor details, — which should result, under proper supervision, in increas- -ed sales, and a larger revenue.

3. The rate paid by Government to the manufactu- -rers is higher than in any other District being Rupees 12 a ~~is higher than in any other District~~. It is stated to be very remunerative, and numerous applications have been received for permission to open new pans. Advantage should be taken of these, care being exercised in the grouping of the pans, so as to avoid the isolation alluded to in para 11 of the Deputy Collector's report.

4. There is evidently much room for improvement in the actual process of salt manu- -facture. Innovations in this respect are naturally distaste- -ful to the makers, and require especially at first, strict supervision. For this the Govt

Government must look to the Deputy Collector (now in charge of the Department) who has been placed in his present position for this very purpose. The remarks contained in paras 3, 4, 5, 13 & 14 of the Board's Proceedings should be carefully attended to. -

5 The Government approve of the Board's instruc- -tions as contained in para 11 of their Proceedings. As pointed out in para 9 the demand for the salt of North Canara is certain to increase, and with this prospect it is desir- -able to extend the manufac- -ture, avoiding, as already remarked, ~~to permit~~ the forma- -tion of single pans in isolat- -ed situations. If this is done, the introduction of the excise, even if made, would not prevent the continuance of the new pans; and the possibility of the abolition of the Monopoly,

need

need not be a reason for so hesitating to allow the extension of the manufacture.

6. The Government will look to the Collector to make timely arrangements for the introduction of the manufacture at Sidashigur; and also for the erection of the requisite Golaurs there and at Kamikutti, to the wants of which latter place the Deputy Collector draws special attention.

7 The Board's remarks (Para 8) on the use of "Salt mud" are approved: no exception can be made to the usual practice.

8 The mode of superintending the manufacture described by the Deputy Collector in para 13 of his report, viz: by means of temporary Establishments, is the reverse of judicious. Mr. Pelly's scheme which will correct this practice, will probably be shortly in operation. Meanwhile Servants

Servants of the regular Establishment should be employed on this duty, whenever practicable, their own work being done by the temporary servants.

9 The check to smuggling caused by the activity of the new Police is gratifying.

10 The Government have already in a recent order, expressed their approval of the introduction of weighing in lieu of measuring, in salt transactions.

11 His Excellency in Council trusts that the new Deputy Collector will shew activity in improving the quality of the salt. He regards with satisfaction Mr. Dalli's efforts to that end.

C/11 March/61 No 556.

13 Copies to the Pres. & of Rev. Dept. 6

Copy in a Letter to Engt.
dt 17th May 1861. No. 70.

(4)

Salt Dept. in N. Canara

27
3-8-60
90-91
20-4-60
177-180
11-3-61

Revenue 1861 Departt.
Pro: of Govt for April

No. 755.

Pro: of the Madras Govt
Dt 5th April 1861.

Regarding the working
of the Salt Department
in North Canara.

No 63 to 64.