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MADRAS RECORD OFFICE.

Government of Madras.

Public Works DEPARTMENT.

G.O. No.	1308	Press / Mis.
184-175		
Dated	10-6-	1862.

Not to be folded or roughly handled

Proceedings of the Madras Government, Public Works Department, 10th June 1862.

No. 184. Read the following Proceedings of the Madras Government in the Revenue Department, dated 2nd June 1862, No. 1,213:—

Referring paragraphs 6 and 10 of the Proceedings of the Board of Revenue, regarding the improvement of the approaches to the Salt Pans and deepening the branch channels used for conveying the Salt manufactured in the Pans situated to the north of Madras. } (Vide Revenue Proceedings, 2nd June 1862, Nos. 14-15.)

No. 185. ORDER THEREON, 10th June 1862, No. 1,308.

Communicated to the Acting Deputy Chief Engineer, Central Circle, for early attention, with reference to paragraph 6 of the Orders in the Revenue Department.

(Signed) W. H. HORSLEY, Lieut.-Colonel,
Secretary to Government.

No. 820.

PROCEEDINGS OF THE BOARD OF REVENUE, dated 6th February 1862.

Read the following letters from the Collector of Madras, with their Enclosures, dated 6th and 8th November 1861, Nos. 383 and 387:—

(Letter dated 6th November 1861, No. 383.)

* In original.

1. I have the honor to forward the report* of the Deputy Collector in charge of the Salt of this District, as called for in Government Proceedings, 3rd August 1860, No. 1,291.

2. The late submission of this report is my fault, and I must express my regret for the same. On the receipt of the Government Proceedings above mentioned, I supposed that it referred to those Districts in which a Deputy Collector in charge of Salt had recently been appointed, and I was not aware of my mistake until the receipt of the Board's reminder, dated 24th September last.

3. I will now offer a few remarks on the questions raised by Mr. Smith.

Increase of Kudivaram.

4. It is supposed that the present rate of 10 Rupees the Garce, gives the manufacturer a profit of 5 Rupees, and this, I think, is a fair remuneration. The rise of price in the Government Salt is no good argument for the increase in the cost price, for the latter is so insignificant a portion of the selling price, at even the ordinary rate of one Rupee the Indian Maund, that if too low, it should be raised, without reference to the present extraordinary, and it is hoped temporary increase in the selling rate.

Paragraph 7. Improvements in approaches to Salt Pans.

5. These the Deputy Collector states are under execution out of the Local Fund, aided by the contributions of the panholders, and will soon be completed. The District Engineer is well aware of the importance of the subject, and is urging on the work.

Paragraph 8. New Platforms at Cheyur and Chunambet.

6. This subject as mentioned by the Deputy Collector, was referred by me to the District Engineer in December last. The storage of the salt on a central platform is very desirable, but there is a doubt regarding the practicability of constructing the proposed channels. Captain Moberly is having levels taken to decide the point.

Paragraph 9. Deepening side Channels in Madras Pans.

7. I entirely concur with Mr. Smith's remarks on this subject, and it is one upon which I was about to address the Board. The branch channels are now too shallow, but this has mainly been caused by the deepening of Cochrane's Canal some four or five years ago, and not only would it be somewhat unfair to call upon the Salt Ryots to excavate their channels to a commensurate depth, their means also will not allow of the expenditure. I would strongly advise therefore that the Government deepen the channels in the first instance to the extent required, but that future conservancy and repairs should remain with the manufacturers. The State would be soon repaid by the salt reaching their stores, which is now wasted by exposure and floods, or carried away by theft.

Paragraph 11. Spontaneous Salt.

8. The existence of this salt very much depends upon the state of the season being in proportion to its dryness. When the time arrives, the Deputy Collector, in co-operation with the Deputy Collector of Nellore, will take measures for either utilizing or destroying the salt as may appear expedient.

Paragraph 12. Smuggling.

9. The Deputy Collector has made an elaborate report on this subject, which I shall submit to the Board in a few days.

ENCLOSURE No. 1.

From A. SMITH, Esq., Deputy Collector in charge of Salt, to B. CUNLIFFE, Esq., Collector of the Madras District, dated 5th November 1861, No. 80.

20th September 1861.

1. I have the honor to acknowledge the receipt of your letter of the 18th ultimo, No. 354, calling upon me to furnish a report on the Salt affairs of this District, with reference to the orders of the Board of Revenue marginally noted.

2. In addressing myself to the subject, I shall first advert to the improvements already introduced, or are in progress; and secondly, indicate the measures that should in my opinion be adopted for the better management of the Salt revenue.

3. Under the first head, I propose to confine my remarks to the following points:—

(1.) The improvement of the quality of the Salt manufactured at the different pans.

(2.) Opening out the approaches to the Salt stores.

(3.) Reduction in the number of platforms where Salt is now stored, with a view to facilitate sales and prevent smuggling.

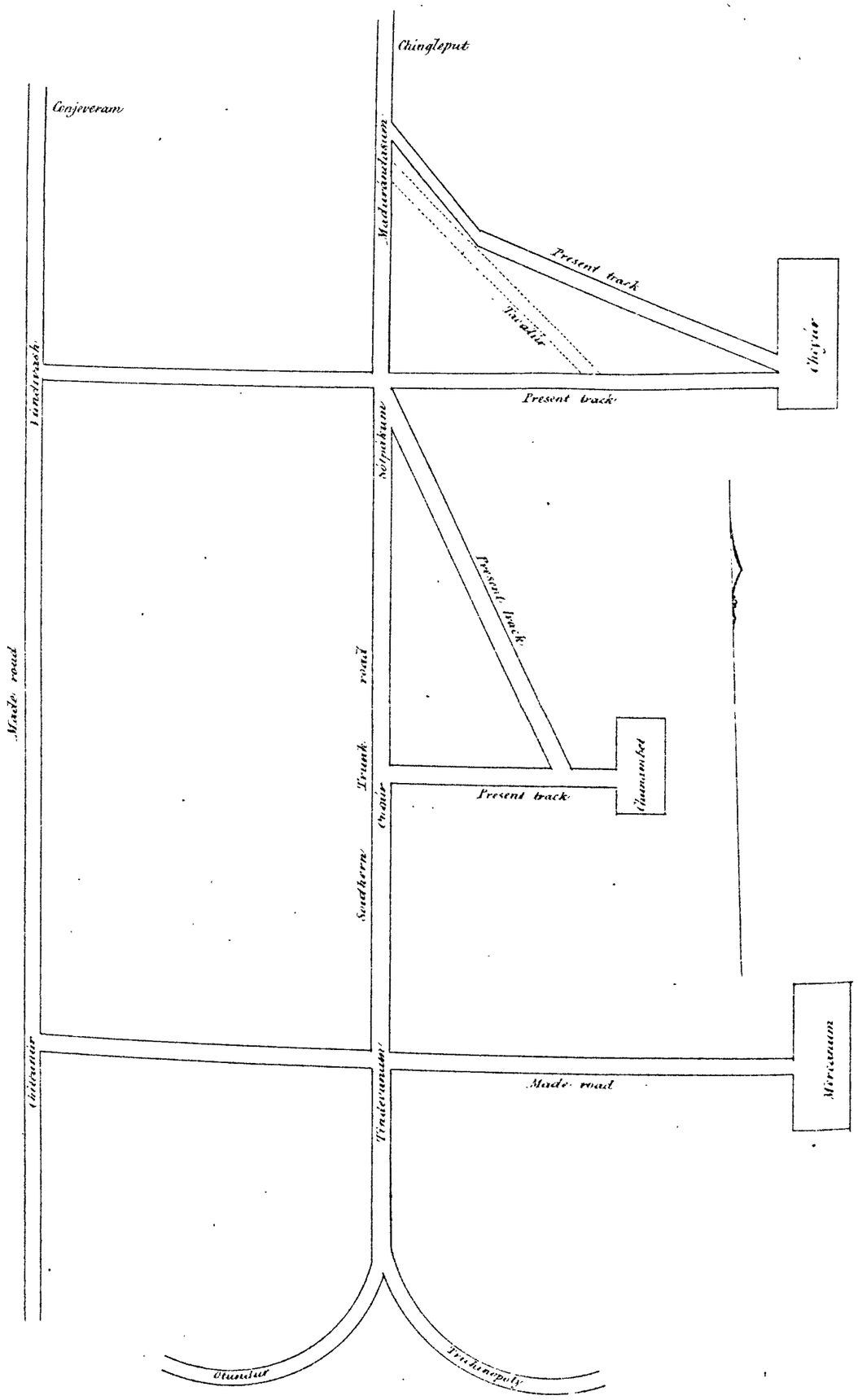
4. Particular attention has been paid, during the past season, to the quality of the Salt manufactured in the five villages immediately north of Madras, whence our largest supply is obtained, and some improvement has been effected in that respect. Before the opening of the season, the attention of the manufacturers was directed to the great importance of irrigating the Kondum or reservoir at the commencement of operations, and before work of any kind whatever was done to the other portions of the holding. It is obvious that the earlier the reservoir is filled, and the longer the water in it is exposed to evaporation, the stronger will be the brine irrigated from it into the Eddi and Uppu patties. Notwithstanding this obvious principle, the manufacturers, with a view to save the labor and expense of replenishing the reservoir from time to time, delay filling it until a great portion of the work necessary to be done to the other portions of the holding, has been completed; and the brine being in consequence weak, the produce is small in quantity as well as in crystal, and is liable to be reduced to powder by the frequent removals it undergoes before being stored at Madras. Another point to which their attention was directed, is the practice of scraping the salt, nominally once a week, but earlier in a great number of cases. This is a common cause of the outturn being poor and the crystals small, and orders were issued that the scrapings should not be made oftener than thrice a month, or once in every ten days, and that no scrapings should be permitted unless there was a sufficiency of water in the Uppu patty to bring out the salt pure and clean. I am confident that if the foregoing directions are strictly followed, the salt produced in these pans will be of a quality far superior to any that has ever before been manufactured. It is not easy, however, to induce natives, even when their own interests are likely to be promoted, to deviate from a course of procedure followed for a long series of years; but if the proposed changes entail additional labor and expense, as they will no doubt do, every opportunity will be taken, and artifice practised, to carry out the improvements in an imperfect and unsatisfactory manner. I would, therefore, beg to submit for your consideration whether, now that the price of salt has been enhanced to the maximum extent authorized by law, it would not be a fitting opportunity to discuss, in connexion with the introduction and enforcement of the above improvements in the mode of manufacture, the propriety of raising the rate of Kudiwarum paid for salt. I need hardly observe that labor has of late increased to 50 per cent. above what it was some years ago; that provisions of every kind have risen in price; and that taxes of different descriptions are now in full operation. It is clear, I think, that in this state of things, the manufacturers' profits from every source must have of late considerably decreased, and that if we are desirous of obtaining from them a superior description of salt, by a process of manufacture involving additional labor and expense, it is but reasonable that some compensation should be given to ensure a willing adoption of the improvements ordered. I would, therefore, take the liberty of recommending that the Kudivarum for salt, manufactured in the five villages in question, be raised from 10 to 12 Rupees per garce, on the distinct understanding, to be embodied in the Puttikut Muchilka, that the latter rate will only be paid for Salt of a superior description, and the old rate for salt similar in quality to the best of the kind which has hitherto been manufactured.

MEMORANDUM.
These improvements, with others, were embodied in some printed Tamil instructions which I distributed among the manufacturers in 1859.
B. C.

5. Owing to the large stock in hand in the southern pans, no salt was manufactured during the present year at Cheyur and Chunambet, and a small quantity only at Covelong, Pianur and Vadasamanjari. The Cheyur salt, owing to a peculiarity in the soil, which does not admit of its being removed from the pans in less than from 35 to 40 days, is like spontaneous salt found in the most favorable localities, and is of a superior description. The salt of Covelong is good, and that of Chunambet, Pianur and Vadasamanjari, equal to the Madras salt. There was no manufacture during the past season at Pungolum and Chunambukolum, in consequence of the large supply of previous years remaining undisposed of. The sales at these places are very limited, owing chiefly I believe to the smuggling of spontaneous salt at Striharicottah. To this latter subject, I shall advert in its proper place.

6. I now proceed to state the measures adopted for opening out the approaches to the salt stores, with a view to facilitate the sales. The five villages immediately north of Madras are places of manufacture only, and under the arrangements in progress for establishing a Depot at Homes' Garden, sales at Pianur, Covelong and Vadasamanjari in the south will shortly be discontinued. Pungolum has been recommended months ago to be closed as a place of manufacture and sale, and Chunambukolum to be transferred to the Nellore District. The measures, therefore, suggested by me have reference only to Cheyur and Chunambet, two important places of manufacture and sale.

7. The main object I had in view was to connect these places with the fine Southern Trunk Road, on which hundreds of carts are daily passing. The present approaches are from Madurandakum, Sotpakum and Ongur. They are for the most part mere tracks, and present serious obstacles to the passage of carts, being imbedded with large rock stones, and studded with bushes and trees which overhang the tracks. The Ryots have cleared and levelled portions of these lines, and converted other portions into metalled roads; and under the arrangements now in progress, the work necessary to be done to the unfinished and untouched portions, will be executed partly from the Local Fund, and partly from the contributions of the manufacturers. The following is a rough sketch of these approaches, and I have suggested that the present track from Madurandakum to Cheyur should be abandoned, and a road opened instead from the former place to Tavullur, an arrangement by which expense will be considerably reduced.



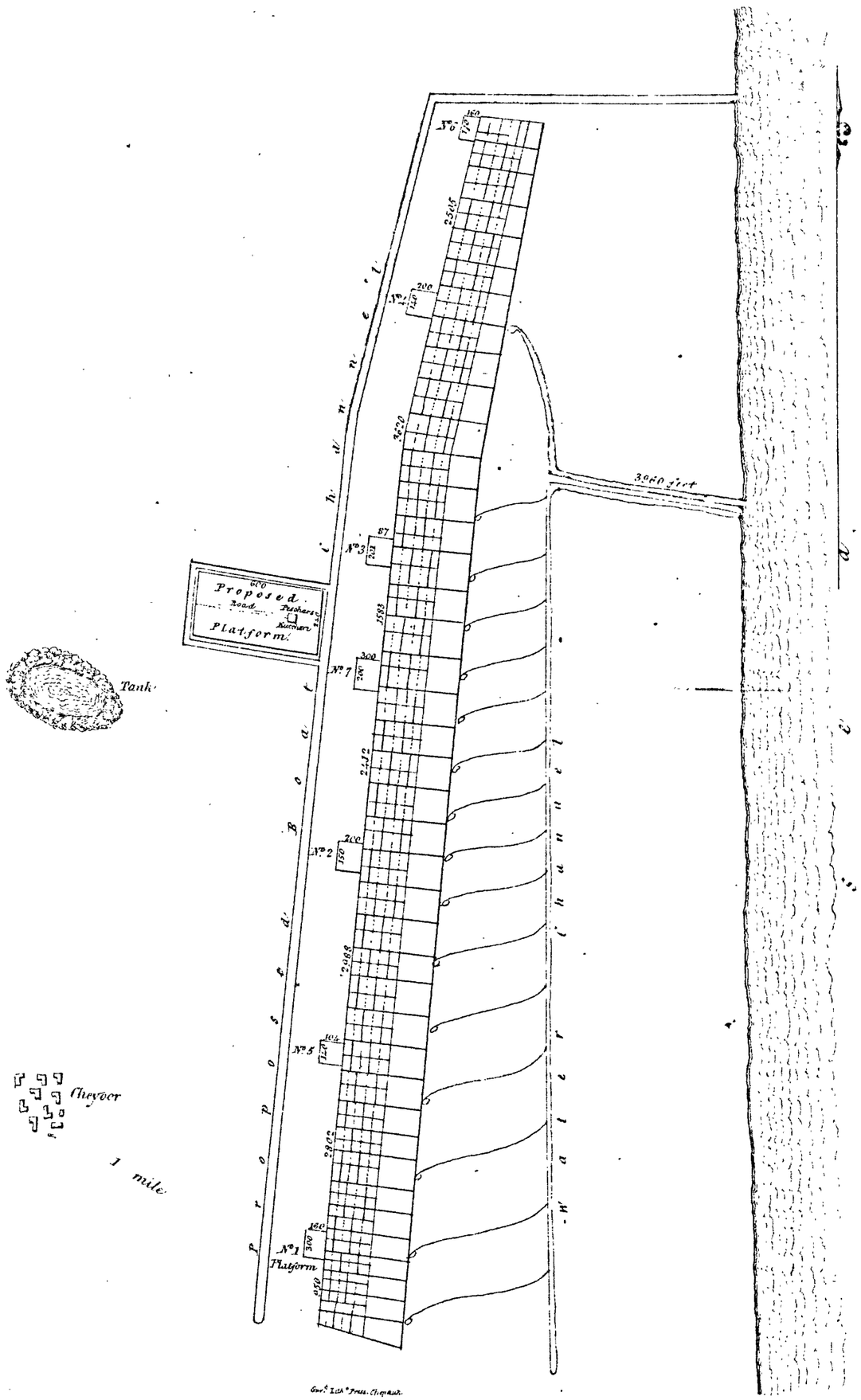
8. I shall now refer to my proposal for reducing the number of platforms at Cheyur and Chunambet. In the former place, there are no fewer than seven platforms distant from each other as noted in the margin; the nearest being one mile from the village where the Peshkar holds his Katcherri, and the furthest two and a half miles. With this distance to procced daily from the village to the platforms, the Peshkar is not likely to be punctual in his attendance at the store or sales, or to consult the convenience of the manufacturers or purchasers except as it suits his own. I therefore suggested that a single platform, capable of containing 2,000 garce of salt, be erected in a centrical situation, with a Katcherri upon it, the salt from the pans being conveyed to the former by means of a boat channel, as shown in the following sketch. I also made a similar proposal in regard to Chunambet, where there are six platforms separated from each other at the distances noted in the margin, the nearest being a mile and a half from the village, and the furthest two and three-quarter miles. The advantages of a single platform, with a Katcherri upon it, are obvious. The salt will be better guarded by the concentration in one locality of the peons who are now divided into separate parties for the different platforms. Roguery cannot be so easily practiced, as all the peons must combine for the purpose. The store and sales will be conducted with greater rapidity, and the interests of Government, the manufacturers and purchasers, will alike be promoted by the arrangement. These proposals were referred by you under date the 1st December 1860 to the District Engineer.

Platform.	Platform.		Feet.
From No.	1 to No. 5	...	2,802
	5 „ 2	..	2,988
	2 „ 7	..	2,412
	7 „ 3	..	1,583
	3 „ 4	...	3,620
	4 „ 6	...	2,505
From	1 „ 6	...	15,910

or upwards of three miles.

Platform.	Platform.		Feet.
No. 1	to No. 2	..	1,860
2	„ 3	..	1,200
3	„ 4	...	1,200
4	„ 5	...	1,923
5	„ 6	..	123
From 1	„ 6	..	6,306

or 1¼ mile.



9. I now proceed to suggest, under the second division of this report, the measures that appear to me to be necessary for the more efficient working of the Department. These are briefly as follow:—

(1.) Speedy conveyance of salt from place of manufacture to that of store and sale.

(2.) Utilization of spontaneous salt.

(3.) Prevention of smuggling.

Year.	Quantity received into Store.	Date of first arrival of Salt at Madras.	Date of last arrival.
	Indian Maunds.		
1856	10,07,786	1856. March 24	1857. February 28
1857	10,60,396	1857. March 25	1858. January 31
1858	10,89,401	1858. March 1	1859. February 16
1859	7,48,174	1859. April 1	1859. December 16
1860	13,73,796	1860. March 17	1861. February 24
1861	13,56,829	1861. March 17	*

* There are still about 1,72,000 maunds of Salt at Vayalur which can only be brought down after the monsoon.

10. My remarks under the first head are only applicable to the arrangements in force for the conveyance of salt to the Madras Depot from the five villages immediately north of Madras, the salt manufactured in the other villages being at present stored and sold there. It will be seen from the Statement entered in the margin, that the entire quantity of salt manufactured in any one year has never, except in one instance, been brought into store by the end of that year; and as the quantity now manufactured is very large, increased efforts should be made to bring the salt down as speedily as possible. By allowing it to remain so long at the pans, it is liable to be stolen, to deteriorate in quality, and to be washed away by floods. It is desirable, therefore, that the entire quantity should be transported to Madras, before the setting in of the monsoon; but the greatest obstacle to this is the want of water in the branch channels during the dry season, and the difficulty of getting the Ryots to excavate them to a depth sufficient for the passage of boats, at a time when they themselves are busily engaged in the manufacture. Many of them are unable to command the money necessary for the purpose, others most unwillingly assent to the payment, and what with the delay and the roguery of the party selected by themselves to execute the work, it is imperfectly and tardily done. Year by year the same impediments occur, and the salt is the longer exposed to wastage and theft at the pans. Within the last two years, the manufacturers of Vullur and Vayalur alone have paid no less a sum than Rupees 6,841 for channel work; and although I believe it is but right that they should be called upon to bear the expense of making new channels, and maintaining them in repair, it appears to me that the execution of the latter work at the expense of Government, while it would greatly relieve the Ryots and confer a boon upon them, would be equally advantageous to Government in the prompt removal to Madras of a large quantity of salt annually exposed to wastage, floods and plunder. I would therefore strongly recommend that the channels in the five villages in question, be dug in the first instance one foot deeper than the level of the bed of the coast canal, and be thereafter kept in repair at the expense of Government and by the Public Works Department.

Branch Channels.	
Vullur	11
Attiput	11
Ennore	2
Puddubak	3
Vayalur	11

	1860.	1861.	Total.
	RS.	RS.	RS.
Vullur	797 *	0 *	797
Vayalur	4,626	1,418	6,044

* In consequence of the distribution of about 500 pans for which new channels were cut.

11. The next point to be noticed is the existence, at certain periods of the year, of spontaneous salt, and the means that should be devised for utilizing it. The chief places in this District in which it is usually found are Covelong (Tiraporoor) in the south and Pungolum, Chunambukolum

	Garce.	Rs.
Covelong.....	76	13,680
Pungalum.....	49	8,820
Chunambukolum.....	76	13,680
Striharicottah.....	65	11,700
	266	47,880

and Striharicottah in the north. The quantity collected this year is entered in the margin; and had I the power of employing, at the proper time, an establishment for its collection, the quantity would have doubled or trebled that actually gathered. The salt at the three places first named can be brought under control to some extent, and at a comparatively trifling cost; but the swamps at Striharicottah, five in number, are situated so far apart from each other, that each swamp requires a separate set of peons to guard it. The swamps border on the Nellore District, and extend into it; and measures for either utilizing or destroying the salt, should be devised by the authorities of that District, as it would be more easily collected under their superintendence, and above all, be stored at less expense at the adjacent Depots of Tudda or Ramapuram, than if brought down a distance of 40 or 50 miles to Ennore or Madras. I need not add more on this subject, as I have already stated my views upon it in a letter to your address, dated 3rd June 1861, No. 47.

12. The last point to be noticed is smuggling, its causes and means of prevention. That it prevails in this District to such an extent as seriously to affect its sales, I consider an undoubted fact. What with the plundering at the swamps and the regular places of manufacture, and during transit to Madras from the northern pans, an incredible quantity is annually stolen. I have already fully reported* on this subject, pointing out also the causes and means of prevention so far as they occurred to me, and it is not desirable to swell this letter by a recapitulation of facts and statements so recently communicated.

* To Collector, dated 29th October 1861, No. 78.

13. As regards the Madras Depot itself, the arrangements projected by the Board of Revenue for improving the present mode of unlading the salt from the boats, weighing and conveying it thereafter by means of light moveable tramways to the different parts of our large platforms, are well known to the authorities, and there seems no further room for improvement.

Madras Depôt.			
Fasli.	Manufacture.	Sales.	
	Maunds.	Maunds.	Rs.
1266...	11,85,590	5,76,623	5,57,063
1267..	12,28,890	6,78,160	6,50,260
1268..	8,31,560	6,74,576	6,46,496
1269..	14,75,155	8,08,052	8,59,069
1270..	16,74,021	8,68,312	9,80,845

This Statement does not include shipments, nor the sales of salt at the outlying Depots.

14. I beg to note in the margin a Statement showing the manufacture and sales of salt during my incumbence, and for three years preceding it.

15. Having only lately been called upon to submit this report, and having written it as speedily as my regular duties permitted, I trust that any errors and imperfections it may contain, will be indulgently overlooked by yourself and the authorities to whom it may be submitted.

16. The papers forwarded with your letter under acknowledgment are herewith returned.

Letter dated 8th November 1861, No. 387.

1. The Board, in their Proceedings 19th September, No. 5.089, upon my letter of the 12th idem, remark that, if I am deliberately of opinion that the Salt Preventive Establishment is too limited to prevent smuggling to a serious extent, I should submit a detailed application for its increase.

2. Having no doubt of the fact that our present force is unable to cope with the large amount of smuggling, which has increased with the rise in the price of salt, I requested the Deputy Collector in charge to report the remedial measures which he would propose.

* In original with enclosures.

3. I beg to forward his report,* which attributes smuggling to the inadequate Establishment and its insufficient rate of pay.

4. He states moreover that the Establishment, small as it is, in great portion is entertained only temporarily, and that the servants displaced for several months in the year, connive for gain at all kinds of irregularities to make up the wherewithal to support themselves for the period they are out of employ.

5. He recommends that this temporary Establishment be made permanent, proposing to employ the men while salt operations are suspended in Taluk general work.

6. He suggests an increase in the pay of all grades, and that there shall be an inspecting force, composed of Natives and Europeans to superintend the work of subordinates, and by watching the pans and country around, to put down contraband operations. He recommends also the strengthening by additional hands of the present Establishment both at the pans and at the Kottars.

7. The proposed increase in the pay of the permanent and temporary Establishments, and the entertainment of additional servants, is placed at 11,254 Rupees annually, and the patrolling force of Natives and Europeans at 8,436 Rupees.

8. The defects in our administration, pointed out by the Deputy Collector, undoubtedly exist, and I would adopt the remedy proposed so far as it contemplates the raising of the pay of those employed, but I cannot see what is to be done in the idle season of the year, with the numerous temporary servants if they are permanently employed, nor can sanction be expected for the increase of the Establishment which has very recently been revised.

9. In my report to Mr. Pelly upon Salt Establishment, dated 26th July 1860, I recommended an Establishment at the Madras Kottars of 9,012 Rupees yearly, to which the Deputy Collector now proposes to add 2,934 Rupees. I believe that Mr. Pelly, after some hesitation, has agreed to the Establishment drawn up by me, but the orders of the Government on the subject have not been received.

10. The Deputy Collector's own Establishment now sketched by him at a cost of Rupees 1,428, has been placed by me in the abovementioned report at 1,116 Rupees, and the entire Salt Establishment of the District at 18,782 Rupees yearly, against Rupees 32,466 suggested by the Deputy Collector in his present report; but in the first sum it is supposed that the new Police will, as recommended by Mr. Pelly, watch the Salt at the pans.

11. The season of manufacture and store, which is the period of smuggling, has just closed, and will commence again in February next; and as I quite concur with the Deputy Collector in the opinion that our present Establishment is quite insufficient, I would advise that the preventive force suggested by him at a cost of 8,436 yearly be then tried as an experiment, and that the pay of the servants both permanent and temporary be raised, as now proposed by Mr. Smith. This expenditure will, I think, be replaced many fold by enhanced sales.

12. If this plan is favorably received by the Board, I will direct the Deputy Collector to submit a Statement of the exact additional cost and forward it for sanction. I would place more reliance in the preventive force than in the increase of pay, especially if we can secure the services of three active Europeans. The slight advance in the pay will not, I think, check a servant inclined to do wrong.

13. The quantity of spontaneous salt created on the borders of this and of the Nellore District, will much depend upon the character of the season, and as this developes itself the Deputy Collector will be called upon to state what plan he would follow for either utilizing or destroying the salt.

ENCLOSURE No. 1.

From A. SMITH, Esq., Deputy Collector in charge of Salt, to B. CUNLIFFE, Esq., Collector of the Madras District, dated 29th October 1861, No. 78.

1. I have the honor to acknowledge the receipt of your Memorandum of the 30th ultimo, No. 334, desiring me to suggest any measures that may occur to me for the prevention of smuggling throughout the pans of this District.

Villages.	Number of Pans.	Number of Branch Channels.
Vullur.....	1,005	14
Attiput.....	893	11
Emore.....	352	2
Pudubuck.....	687	3
Kattupilli.....	76	0
Vayalur.....	930	11

2. Looking to the number of pans in the five villages immediately north of Madras, the extent of open country in which they lie, the number of branch channels by which they are traversed, and the facilities afforded for extensive smuggling by this state of things; it is difficult, I confess, to devise a scheme for the repression of illicit practices, which will commend itself to the different authorities through whose revision it will pass.

Villages.	No. of Pans.	Distance from Madras.
		Miles.
Vadasamanjari	58	10½
Covelong and Kelumbakum ..	230	21
Pianur and Kadumbadi ..	120	30 / 33
Cheyur	117	55
Chunambet	76	65
Pungolum and Uppunelvai ..	103	40
Chunambukolum ..	100	43
Obasamudrum		

3. In the southern villages, and in the two in the north most distant from Madras, the pans are fewer in number, are in one locality, are not intersected by canals, and are, therefore, more easily guarded. Yet, smuggling prevails to an incredible extent, especially in the villages of Pianur, Cheyur and Chunambet, increasing apparently in the ratio of their respective distances from Madras.

4. The bare assertion, however, that smuggling prevails, will not suffice to convince the higher authorities of the serious loss which its existence annually entails on the public revenue, nor can its extent be adequately estimated by the few cases in which its detection is reported to the local authorities. It is notorious that during the season of manufacture, large quantities of salt are secretly removed by night from the ridges of the pans, buried under ground in some remote place or concealed in the houses of the manufacturers themselves, and sold as opportunities occur. At these wholesale depredations, the native local establishments of every grade generally connive, it being impossible to remove a large quantity of salt from the different pans, without its absence being sooner or later discovered by a reference to the daily Scrapings Account Book. And yet, not a single instance of smuggling in this form has been reported to me since my appointment to the Salt Department. In our northern villages, besides the smuggling at the pans, large quantities of salt are stolen from the boats, on their passage to Madras, with the connivance of the peon in charge; and a glance at the Statement in the margin will show, that after making due allowance for the difference between estimate and actual measurement—say to the extent of one-half—there remains a large quantity of salt, the non-receipt of which cannot be accounted for on any other supposition than that it has been stolen.

Fasli.	Estimated quantity put into boats.	Actual quantity received.	Difference.
	Maunds	Maunds.	Maunds
1265 ..	10 48,173	9,57,845	90,328
1266 ..	11,47,289	10,63,515	83,744
1267 ..	11,96,837	10,89 459	1,07,385
1268 ..	8,20,570	7,48,178	72,392
1269 ..	14,75,457	13,73,796	1,01,661
1270 ..	*14,09,490	13,16,519	92 971

* There still remain about 2,50,000 maunds of Salt at Vayalur awaiting shipment to Madras.

5. Besides the plunder of salt from places professedly guarded, a rich harvest is gathered in localities where there is an abundant supply of spontaneous growth. The principal places in this District in which such salt is usually found are Triporoor in the south, and Pungolum, Chunambukolum, and Striharicottah in the north. In Pungolum and Chunambukolum, salt is produced in the regulars pans by a fall of rain after the manufacture has been discontinued; in Triporoor and Striharicottah, it is found in swamps far removed from the control and supervision of the Salt Establishment of the District. In the last mentioned place especially, an almost unlimited supply, scattered over miles of ground, may be utilized by a comparatively trifling outlay, as pointed out in paragraph 5 of my Report, dated the 3rd June last; and if either the measures there recommended be adopted, or some means be devised to destroy the salt and thereby prevent smuggling, I am confident that thousands of Rupees will be annually added to the revenue of this and the Nellore District respectively. The spontaneous salt collected at these places during the present year is marginally given. So large a quantity has never before I believe been utilized in this District; and if, instead of making an application for the entertainment of a temporary Establishment for its protection, by which course much time was lost, I had had the power of appointing at once such servants as I considered necessary, salt of the value of upwards of a lac of Rupees would have been gathered instead of forty-eight thousand only.

	Gauce.		Present value. Rs.
Covelong.....	76	.....	13,680
Pungolum.....	49	.....	8,820
Chunambukolum..	76	.....	13,680
Striharicottah....	65	.....	11,700
Total	266		47,880

6. I believe I have said enough to show that smuggling prevails to a great extent, and that local circumstances afford facilities for its perpetration. It now remains to inquire to what causes its existence may be ascribed, and what measures should be adopted for its repression.

7. I have no hesitation in affirming that smuggling is mainly attributable to the ill-paid servants of every grade entrusted with the supervision of the manufacture, custody and sale of this absolute necessary of life and valuable commodity. The rule, universally recognized, that every man should be remunerated in proportion to the labor and responsibility involved in the discharge of the duties entrusted to him, seems to have been singularly overlooked in fixing the salaries assigned to the subordinate servants of the Salt Department. All, I submit, are underpaid; and nothing will more tend to prevent smuggling, and ensure an honest performance of their duties by the salt servants, than to remunerate them in proportion to their responsibilities. Considering how easily fraud, in various forms and degrees, can be perpetrated in the Salt Department, how great the temptation to its commission, and how difficult it is of detection, it will be admitted that servants employed in the Department should not be worse paid than those in other departments who are not exposed to similar temptations. Strangely enough this inequality of payment is strikingly apparent. A fair copyist in the Civil Offices of the Presidency, who works under cover during fixed hours, who is not even responsible for what he copies (there being an Examiner to overlook his work), and who is not beset with temptations to deviate from the strict path of integrity, receives from 20 to 50 Rupees per mensem. The Peshkars of Attiput and Pudubuck, who are obliged to work in the sun during the greater part of the day in superintending the manufacture and shipment of salt, who have each the charge of about 2,000 pans, and who are exposed to temptations not easily overcome by natives, receive only 21 and 20 Rupees a month each! Again, the Head Accountant of the Madras Depot, who has various accounts to prepare and check connected with the receipt into store of about sixteen lacs of maunds, the sale (including shipments) of eleven and a half lacs, and the disbursements on account of Kudivarum, canal toll, extra charges, &c., amounting to several thousands of Rupees, is paid only 20 Rupees a month; while the Superintendent, who has charge of the office during the absence at the pans of the Deputy Collector, and who is responsible for the correct conduct of the entire Establishment, receives 42 Rupees per mensem, the highest salary paid to a salt servant throughout the District! And so on, I may proceed to show that the whole Establishment, from the highest Native officer to the lowest grade of peons on Rupees 8½ per mensem, is underpaid. But what I have said will suffice to show the defects of the present system, and the urgent necessity for a thorough re-organization of the Establishment on a more fair and liberal footing.

8. Another cause of the prevalence of smuggling, and the commission of irregularities of various kinds, is the practice of employing the greater part of the Establishment (Peons, Deputy Nevesindas, &c.) during a portion only of the year. These men are badly paid enough; but knowing that their services are only temporarily entertained, and that they will have to maintain themselves and their families as they best can during four months of the year, they connive at or participate in all sorts of irregularities during their continuance in office, and thus secure to themselves the means of living for the period that they are thrown out of employ. The greatest plunder at the pans occurs just a month or two before the services of the peons are dispensed with; and I am strongly of opinion that the sum saved by the discontinuance of the temporary Establishment, would be well laid out in retaining the men in employ during the remaining months of the year. The idea, however, of giving servants pay for doing nothing is rather startling; but measures may, I think, be devised for keeping them in work by employing some in guarding spontaneous salt at the pans, and by transferring others to the nearest Tahsildars to assist in the general duties of their respective divisions.

9. A third cause of smuggling is the paucity of peons employed in guarding the salt. This is especially the case in the five northern villages, where the largest quantity of salt manufactured, and where the pans extend over an area of several miles. The present Establishment of peons is just sufficient for day work, which is harder than that performed by the same class of servants in other departments. One peon is in charge of about 50 pans, and it is physically impossible for him, after working all day, to keep guard during the whole night. He cannot, and does not do so. Other measures must, therefore, be adopted to secure the salt from plunder, and to these I shall refer in the following paragraphs.

10. I now proceed to propose the measures which appear to me to be necessary for the suppression of smuggling, and other irregularities, which have long prevailed in the department. Having stated the causes to which, in my opinion, these illegal practices are attributable, the remedy lies in the removal of those causes. In other words, the present Salt Establishment should be so re-modelled and strengthened, as to ensure to every servant a fair and equitable remuneration proportioned to the labor and responsibility devolving upon him, and further to hold out to him such reasonable prospect of promotion as will secure a zealous and honest performance of his duties. Keeping these considerations in view, I beg to propose that the pay of the peons in the southern pans be fixed at 5 Rupees, instead of 3½ and 4 Rupees per mensem, and those in the north at 7 Rupees instead of 6; the pay of the five Duffadars in the southern villages being increased from 7 Rupees to 8, and that of the two Duffadars at the Madras Depot from Rupees 10½ and 10 to 12 and 10½ respectively. With these modifications in the existing arrangements, I would recommend an additional Establishment for more effectually guarding the salt and preventing smuggling, to consist of night patrols of from two to six Pygusts for each village, according to its size, on salaries of Rupees 7 to those appointed to the south, and Rupees 8 to those stationed in the north. A few head Pygusts should be added to control the Pygusts, as well as to afford the latter a chance of promotion to that grade, and thus to secure their zealous and faithful services. I may here observe that in the Abkarry Department, there are head Pygusts on 15 Rupees each, with Duffadars on 12, and the system has been found to work well, and will doubtless prove efficient in this department also. The whole of these Establishments should be placed under the control of three European Inspectors on salaries of 50, 60 and 70 Rupees per mensem, with a writer to each on 12 Rupees, and horse allowance at 10 Rupees; one Inspector for Cheyur and Chunambet, another for Pianur, Covelong and Vadasamanjari, and the third for the five northern pans. It will be the duty of these Inspectors to direct and watch over the movements of the Pygusts, to keep a journal of each day's events, and to report on the conduct of the Pygusts. For this purpose a writer has been proposed for each, and horse allowance for travelling within his range. In all these arrangements and proposals, I have omitted Pungolum and Chunambukolum, as it is in contemplation I believe to abolish the former as a place of manufacture, and to transfer the latter to the Nellore District. The financial effect of the proposed arrangements, involving an additional expenditure of Rupees 13,583 per annum, is shown below, details being exhibited in Statement No. 1:—

Permanent and temporary Establishment.	Present pay per annum.	Proposed increase of pay per annum.	Total.
	RS. A. P.	RS. A. P.	RS. A. P.
Pay of permanent and temporary Duffadars and Peons attached to the five southern pans.....	4,753 8 0	2,026 8 0	6,780 0 0
Do. do. of the northern pans and of the Madras Kottar.....	8,202 0 0	3,120 0	11,322 0 0
	12,955 8 0	5,146 8 0	18,102 0 0
Pay of the proposed Establishment of Pygusts and head Pygusts for the northern and southern pans.....	....	5,484 0 0	5,484 0 0
Three European Inspectors, their writers and horse allowance.....	....	2,952 00	2,952 0 0
	12,955 8 0	13,582 8 0	26,538 0 0

11. I have suggested the arrangements which appeared to me to be necessary for the suppression of smuggling, so far at least as the establishment entrusted with the custody of salt is immediately concerned; but the malpractices at the pans are not confined to the peons only, but are encouraged and connived at by the higher grade of servants, who doubtless find it their interest to do so. I have shown in the 7th paragraph of this letter, that the entire Establishment is underpaid; and I am of opinion that the present opportunity should be taken for simultaneously improving the position and prospects of the superior servants at the pans and at this Depot. The proposed arrangements for this purpose, and for strengthening the Establishment at the Madras Depot, consequent on the increased manufacture and sales of salt, are exhibited in Statement No. 2, and involve an additional expenditure of Rupees 6,107-8-0 per annum. The following abstract shows at one view the present cost of the entire Salt Establishment, and the additional amount required to recognize it on a better basis.

Madras Depot.		
Fasli.	Manufacture.	Sales.
	Maunds.	Maunds. RS.
1266	11,85,590	5,76,623 5,57,063
1267	12,28,890	6,78,160 6,50,260
1268	8,31,560	6,74,576 6,46,496
1269	14,75,155	8,08,052 8,59,069
1270	16,74,021	8,68,312 9,80,845

This Statement does not include shipments nor the sales of Salt at the outlying Depots.

Permanent and temporary Establishment.	Present pay per annum.	Proposed increase of pay per annum.	Decrease in present pay per annum.	Net increase per annum.	Total of columns 1 and 4 as representing the entire Establishment present and proposed.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Pay of permanent and temporary Duffadars and Peons of the northern and southern villages and of the Madras Kottar, as per Statement No. 1 and abstract appended to paragraph 10 of this letter.....	12,955 8 0	5,530 8 0	384 0 0	5,146 8 0	18,102 0 0
Pay of proposed Establishment of Pygusts and European Inspectors as per Statement No. 1, and abstract appended to paragraph 10.....	... ...	8,436 0 0	... ...	8,436 0 0	8,436 0 0
	12,955 8 0	13,966 8 0	384 0 0	13,582 8 0	26,538 0 0
Pay of Peshkars, Nevisindas, Taraffs, Tarafdars, &c., of the southern pans as per Statement No. 2.....	3,810 0 0	625 0 0	115 0 0	510 0 0	4,320 0 0
Do. do. of the northern pans and of the Madras Kottar as per do.	5,026 8 0	5,234 0 0	644 8 0	4,589 8 0	9,616 0 0
Deputy Collector's Establishment as per do...	420 0 0	1,008 0 0	... ...	1,008 0 0	1,428 0 0
	9,256 8 0	6,867 0 0	759 8 0	6,107 8 0	15,364 0 0
	22,212 0 0	20,833 8 0	1,143 8 0	19,690 0 0	41,902 0 0

	Rs. A. P.
*	1,877 8 0
†	3,269 0 0
	5,146 8 0

Per Annum.	Rs. A. P.
a.....	2,330 8 0
b.....	477 0 0
c.....	3,300 0 0
	6,107 8 0

* *Vide* Statement in the margin of paragraph 11.

12. Of the above sum of Rupees 19,690 per annum, Rupees 5,146-8-0 are for increasing* the pay of existing Peons and Duffadars and retaining† them in employ throughout the year, Rupees 8,436 for the entertainment of a new Establishment for the prevention of smuggling, and Rupees 6,107-8-0 for improving (*a*) the position of the higher grades of servants, retaining (*b*) the Nevisindas, &c., in continuous employ, and strengthening (*c*) the department by the employment of additional hands, in consequence of the incorporation of the Chingleput with the Madras District, and the increased* transactions in salt. The sum applied for may appear large, but compared with the results, which may reasonably be anticipated from its expenditure, it is in reality insignificant. By an annual outlay of Rupees 20,000, upwards of two lacs of Rupees will be added to the revenues of the Madras, South Arcot and Nellore Districts by increased sales consequent on the suppression of illicit practices, demoralizing alike to the people and destructive of the interests of Government. The entire Establishment present and proposed, amounting to Rupees 41,902 per annum, is only 4½ per cent. on the gross Salt Revenue* of the District; and although I am not in a position to institute a comparison, I believe that the per centage of Establishment to revenue will be found smaller in this than in many other Establishments. However this may be, it is certain that smuggling extensively prevails, and will greatly increase with the enhanced price of salt. It is equally certain that the present Establishment, from its numerical weakness, is unable to cope with the evil, and from its inadequate payment, is the willing cause of its existence. Whether this state of things shall be permitted to continue to the reproach of the department, or be effectually repressed to the manifest advantage of the revenue, is simply a question of expenditure, the solution of which rests with the higher authorities.

	Rs.
*Fasli 1270.....	11,47,000
Establishment including Deputy Collector's pay....	48,000

Enclosure No. 2.—Statement No. 1.

Enclosure No. 3.—Statement No. 2.

1. Resolved that the above letters, with their enclosures, be submitted for the consideration and orders of the Governor in Council, with reference to the Proceedings of Government under date 3rd August 1860, No. 1,291.

In Cons. 4th August 1860, No. 3,803.

2. With these letters Mr. Cunliffe has forwarded two reports from his Deputy Collector in charge of Salt, one on the general administration of the Salt Department, and the other on the means available for the prevention of smuggling Salt in the Madras District. Mr. Smith first details the improvements which he has partially succeeded in introducing, and then enters into those improvements which he would wish to be carried out in his Department.

3 Under the first head he notices the quality of the Salt; the approaches to the salt pans; and the reduction in the number of platforms. Under the second, the conveyance of the Salt to the platforms; the collection of Spontaneous Salt; and the prevention of smuggling. The Board will proceed to consider his remarks and suggestions on each subject.

4. The improvement in the quality of the Salt has been long under discussion, and no doubt, as noticed by Mr. Smith, can only be effected by securing a really concentrated brine for the manufacture, and by permitting it to remain a sufficiently long time in the pans for the formation of crystals of a proper size and consistency, and the orders which have been issued on this subject are approved by the Board. In a subsequent letter Mr. Smith has reported that he cannot at present carry out all his intentions in regard to securing the concentration of the brine in the reservoirs, in consequence of the additional expense which would be incurred by the manufacturer, but it seems to the Board that it will be a sufficient gain for the present if the reservoirs are put into order before the manufacture commences, and if the scrapings are restricted to two or three times in each month.

5. If the invariable rule were that all Salt, except of the very best description, was at once rejected, the manufacturers would not be slow to understand that it was to the interest of themselves as well of the Government that the proper degree of care should be taken in the manufacture, and this course should be invariably followed. Mr. Smith suggests that in carrying it out, a slight increase of the Kudivarum should take place, and taking into account the high rates at which labour is now obtained, the Board are inclined to think that the rate might reasonably be raised, though the Collector is of opinion that the present one of Rupees 10 gives a sufficiently large profit to the manufacturer. As, however, the question of Kudivarum has been already placed before Government by Mr. Pelly, the Board refrain from proposing a specific rate here.

6. The improvement in the approaches to the salt pans noticed by Mr. Smith refers only to the roads to the Cheyur and Chunampett pans, and the alteration suggested by him is deserving of adoption, and should be executed as rapidly as possible from the Local Fund, but the Board do not understand why the manufacturers are called upon to contribute to the construction of these roads as the Collector states they are.

It is proposed to reduce the number of platforms at these pans to two, and the plan suggested appears to be a very good one, but it is stated that the Engineer has expressed doubts whether the construction of the proposed channels by which the Salt would be conveyed from the pans to the platforms is feasible. Should this turn out to be the case on further inquiry and inspection, some other plan should be submitted, as it appears to the Board to be most desirable that the number of platforms at these pans should be reduced.

8. It is reported that no manufacture took place at these pans during the past year, owing to the large stock in hand, but the Board observe that this ought not to have been the case, as it is the duty of the Deputy Collector to regulate the supply by the demand, which they trust Mr. Smith will do for the future by closely watching the wants of this quarter of the District, and giving out his Dittum accordingly.

9. The Deputy Collector's remarks on the conveyance of the Salt into store, apply only to the pans north of Madras, where, owing to the long distances, and the want of water in the branch canals, it rarely happens that the Salt manufactured in any one year is brought into store before its close. The Collector explains that these branch channels have become shallow in consequence of the deepening of Cochrane's Canal, and he supports his Deputy's suggestion that they be put in proper order and sunk to the requisite depth at the expense of Government, but he considers that when this is done, they should be kept in repair at the expense of the manufacturers, while Mr. Smith would place them under the charge of the Department Public Works.

10. There is no doubt that the State more than the manufacturers would gain by these branch canals being put into good working order, as much Salt would be brought into store which is now lost by exposure and floods and much that is stolen, and the Board concur with Mr. Smith in considering that these channels should at once be deepened by the Department Public Works, and that all expenses connected with their repair should fall upon that Department. The Collector will, therefore, request the District Engineer to submit the necessary Estimates for this work as early as possible.

11. As regards Spontaneous Salt Mr. Smith would allow all that formed at the Striharicottah swamps and in the vicinity of the Pungolum and Chunambukolam to be collected and stored for the Nellore District, as the Depots of Tudda or Ramapuram are conveniently situated for this purpose. The Board would be glad to see the detailed report on the subject, with which Mr Smith states he has supplied Mr. Cunliffe, and they request that Mr. Dykes may be consulted in the matter, and the result submitted for their orders.

12. Mr. Smith's second letter is devoted to a scheme for the prevention of smuggling, which he states prevails in the Madras District to such an extent as seriously to affect the Salt sales. To put an end to it he considers that it is necessary to raise the salaries of the present Salt Establishment, to employ permanently all those servants who are now temporarily engaged during the manufacturing season, and to entertain a preventive force as guards under a body of European Inspectors. The estimated amount of the first two proposals is Rupees 11,254 per annum, while the preventive force would cost Rupees 8,436-0-0 per annum, including the salary, and horse allowance of three European Inspectors.

13. Mr. Smith confidently looks forward to increasing the Salt sales by two lacs of Rupees were these proposals carried out, but he does not give the data on which he has made this calculation.

14. The Collector is not of opinion that an increase of pay would have the effect on the honesty of the servants of the Salt Department which the Deputy Collector supposes, but he so far supports his proposition that he is in favor of entertaining the preventive force at a cost of Rupees 8,436 per annum.

15. The Board observe that the present Establishment of the Madras District is rated in Mr. Pelly's letter to Government under date 22nd December 1860, No. 669, at Rupees 21,972, while that proposed by him in the same letter is at a cost of Rupees 17,220, Mr. Cunliffe having himself estimated the cost at nearly Rupees 19,000. Mr. Smith's proposals would raise the cost of the Salt Establishment to Rupees 32,466; but of this sum Rupees 8,436 is for the preventive force to guard the pans, a duty for which no provision is made in any of the Estimates by the Collector or Mr. Pelly being intended to devolve on the Police Department.

16. As the duty of revising all Establishments has been entrusted to Mr. Pelly, the Board will not enter further into the question at present, but will transfer Mr. Cunliffe's letter on this subject to that gentleman, but they are of opinion that if, as would seem to be the case from the Acting Inspector General's letter under date 20th December 1861, copy of which is herewith submitted to Government with Board's Proceedings thereon, the regular Police are unable to undertake this duty, a preventive force for the protection of the revenue derived from Salt and Sea Customs would be a decided advantage, and they would recommend that the experiment be attempted on a small scale. If Government deemed it advisable to place one responsible Officer at the Head of the Salt Department throughout the Presidency, the organization and management of this force might be entrusted to him.

17. In conclusion the Board note with approval the efforts that have been made by Mr. Smith to improve the administration and efficiency of the Department over which he presides, and they are glad to observe the large increase in the manufacture and sales which has taken place since he has assumed charge of the Department.

(True Copies and Extract.)

(Signed) R. A. DALYELL,
Sub-Secretary.

To J. D. Sim, Esq., Secretary to Government, R. D.
Copy to B. Cunliffe, Esq., Collector of Madras.

Exd. J. Wright.

1862. Department.

No.

PROCEEDINGS OF THE BOARD OF REVENUE,

Dated 6th February 1862.

No. 820.

Submitting with remarks a letter from the Collector of Madras forwarding the report of his Salt Department.

REVENUE DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read the following Proceedings of the Board of Revenue :—

Submitting with remarks a letter from the Collector of Madras forwarding the report of his Salt Department. } (Here enter 6th February 1862, No. 820.)

ORDER THEREON, 2nd June 1862, No. 1,213.

1. With these Proceedings the Board of Revenue submit two reports from the Deputy Collector of Madras, attached to the Salt Department, together with the Collector's remarks on them.

2. Mr. Smith's efforts to improve the quality of the Salt manufactured in the District are very praiseworthy, but, as observed by the Board, until the rule, prescribing the invariable rejection of inferior Salt is strictly enforced, the people will not see the necessity of improving their process of manufacture. From the Collector's statement, the present price of Salt is fairly remunerative, and there ought therefore to be no hesitation in rejecting Salt of bad quality.

3. The Board very properly remark in paragraph 8 that the Deputy Collector should have regulated the manufacture at the Cheyur and Chunampett pans with reference to the probable sales. The manufacturers cannot be expected to invest capital in improving their pans, if from want of foresight it is necessary wholly to close the manufacture for a season or materially to reduce it.

4. The Board will submit to Government the further reports they may receive in reference to paragraph 11, on the subject of utilizing spontaneous Salt.

5. The Government will await the receipt of the report of Mr. Pelly on the large establishment proposed for the Madras Salt Department, and referred to in paragraphs 12 to 16 of the Board's Proceedings, before passing any orders on the subject.

6. Paragraphs 6 and 10 will be referred to the Public Works Department, in order that the early attention of the District Engineer may be called to the necessity of improving the approaches to the Salt pans and deepening the branch channels used for conveying the Salt manufactured in the pans situated to the north of Madras. The Government concur with the Board in their opinion that the expense of deepening the channels should not fall upon the manufacturers.

7. The Government are much pleased with Mr. Smith's reports and appreciate his exertions to render the Salt Department efficient.

(True Extract.)

Secretary to Government.

To the Honorable C. Pelly.
" Board of Revenue.
" Department Public Works, with Bdl Pro.

Exd. S. T. Augustin.

Pk. 1862 Despatch
Rec'd 11th June
No. 1215
Pro. of the M. Govt
in Rev. Despatch

Dated 2 } June 1862.
Rec'd 14 }
No. 1213

Transmits Ly. Ch. Engr
Dy 5th July 1862 Cor
2086-
Referring Paragraphs 6
and 10 of the Proc. of the Bd
of Revenue regarding the
improvements of the arrang-
-ments at the Salt Pans and
explaining the branch Chan-
-nels used for conveying
the salt manufactured
in the Pans situated to
the North of Madras

Write new order
No 1300 - 10th June.

Pro. of the Madras Govt in
the Rev. Despatch Dy 9th Sept 62
No 2755 in Pro.
Transm. Ma. Ly. Ch:
Engr C.C. Dy 28th
Nov. 1862 Cor
3622-

No. 184 - 185

Chepauk
10th June 1862 }

13 Copies.
To The Actg Deputy Chief Engr C. Circle
with 6 Copies of the Rev. Cor. and
one Copy of the Board's Cor. Dup.

1867

No 1308.
No. 1308

Communicated to the
Acting Deputy Chief Engineer
Central Circle for early attention
with reference to para 6 of the
orders in the Revenue Dept.

Ly 9/7