M.R.O. 14—10,000—27-9-21.

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 357 Press ~~Mis.~~

225

Dated 21- 3. 1863.

Not to be folded or roughly handled

Proceedings of the Madras Government, Revenue Department, 21st March 1863.

Read again letter from the Honorable C. Pelly, dated 13th and recorded in Proceedings of Government, 19th January 1863, No. 117.

No. 225. ORDER THEREON, 21st March 1863, No. 559.

1. This letter is Mr. Pelly's final report on the revision of the Salt Department of this Presidency. The subject has been very carefully considered in communication with the Collectors and the collective Board of Revenue.

2. The urgent necessity for such a revision as has now been effected has been admitted for years past. In no Department is the Government more dependent on the honesty and zeal of its servants, and in none are the facilities for fraud greater, yet in none has the remuneration afforded been, as a rule, less adequate to the trust reposed and the service expected. As the natural result of this it has always been difficult to induce men of respectability to enter or continue in the Department, and there can be no doubt that the interests of Government have materially suffered in consequence. The first step in the way of reform was taken in 1859 when a well paid and carefully selected Deputy Collector was placed in special and exclusive charge of the Salt revenue in each District. But it is obvious that with places of manufacture and sale scattered over a long extent of coast, a single Officer, however active, zealous, and trustworthy, cannot effectually repress illicit practices. It is no less essential to have at each station Officers on whom dependence can be placed, and to give to all employed in the Department a fair wage for honest labor, so that at least the inducement which insufficient remuneration holds out to dishonesty may be removed, and the employment of respectable men may be ensured. In the Districts of Ganjam and Vizagapatam the pay of the station Superintendents was some time ago raised, but the general re-organization of the Department was left to Mr. Pelly.

NOTE.—The Devarumpad station in Nellore where 46,000 Indian Maunds were sold in 1861-62 is in charge of an Overseer on 6 Rupees per mensem; and 10½, 15, 20 and 30 Rupees per mensem are quite common rates of pay for men having the custody of Salt worth 50 and 60,000 Rupees.

3. But not only was the scale of salaries in the Department inadequate, but other anomalies existed requiring reformation. The establishments varied in respect of strength and pay without apparent reason; a number of unnecessary stations was maintained; the preventive arrangements were ineffective and so forth.

4. The scheme of revision now submitted for the orders of Government is complete in all respects.

5. The number of stations has been carefully considered with reference to the wants of the people, and has been reduced from 95 to 83. Any further reduction would at present be inexpedient, for as Salt is a necessary of life, the people will supply themselves illicitly, if by closing depôts they are deprived of the means of honestly procuring it within reasonable distances of their homes. Seven new stations have been opened on this account where the existing stations were manifestly too far apart, but the general result is that the number of stations has been reduced as above stated from 95 to 83. These stations have been grouped into convenient divisions, sufficiently compact generally for effective supervision and management. The number of these divisions is 42. Over each division a Superintendent is placed, his pay being regulated with reference to the stock and sales of his division. The stations have each a moderately paid Ameen in immediate charge of the manufacture, with a small number of subordinates to aid him in his duties.

6. The Gumashtas or Clerks and other servants are allotted on the most economical scale in respect both to number and pay.

7. The preventive service is entrusted entirely to the new Police, and the Peons have been reduced in consequence to the smallest number compatible with efficiency.

8. Such are the general features of the scheme. The details will be most conveniently considered District by District.

9. The Government would here remark, that it seems to them that Mr. Pelly has adhered somewhat too closely to system and uniformity and has overlooked in some cases the necessity for exceptions which local circumstances and peculiarities indicate.

10. *Ganjam.*—In this District there are five divisions, for three of which, viz., Nowpada, Oomaravelly and Ganjam Superintendents on Rupees 100 are proposed; but no reason is apparent for placing these Officers in exactly the same position. The sales at Nowpada amount nearly to 2,80,000 Indian Maunds; those at Oomaravelly to 2,12,000; and those at Ganjam to 1,40,000. The pay of the Superintendents ought to bear some proportion to their duties and responsibilities, and the Government think Rupees 125 for the Nowpada, 100 for the Oomaravelly and 85 for the Ganjam Superintendents would be fairer than Mr. Pelly's rate. This would also enable the Collector to give promotion to a deserving Officer and would excite emulation among the Superintendents. The sales at Ganjam can scarcely require three Clerks in the division Office; one of these might be dispensed with and the pay might be advantageously expended in employing a second Ameen, as there are three villages in the station.

11. There seems no reason why the whole of the sales at Nowpada should not be effected by the division Office, the measurers being attached to it and another Ameen being employed in lieu of the extra Gumashta and Shroff. It must be remembered that smuggling can be carried on with greater facility at the pans than at the depôt, and it is absolutely necessary that the Superintendents should have a sufficient number of Ameens to look after them.

12. *Vizagapatam.*—Looking at the sales in this District, a second Clerk seems unnecessary at any of the divisions. The pay of the Bimlipatam Superintendent, Rupees 85, is high compared with the sales, but the station has only been lately opened and the demand for Salt at so large a port is sure to increase. The pay of the Ameens at Nabobpet and Nellimookoo should be raised from 25 to 30 as these stations are at some distance from the division.

13. *Godavery.*—There are only three stations in this District; and they are grouped in one division under a Superintendent on Rupees 100, an Ameen on Rupees 30 being in charge of one station and a similar Officer on Rupees 25 in charge of each of the other two. The stations are 7 miles apart, and it seems to the Government desirable that the Ameens should have somewhat higher pay. This might be done by dispensing with one of the three Clerks on Rupees 15 and the second Shroff on Rupees 10.

14. *Kistna.*—In this District three divisions are proposed. The first Bantoomilly comprises three stations, two close to each other and the third at a distance of 11 miles. The sales at the two first stations exceed 3 lacs of Maunds and the Superintendent might very well receive Rupees 125. The third station is too far for practical supervision, and as sales are also to be conducted at it, it seems preferable that it should be placed under a Superintendent on Rupees 50 with an Ameen on 15 and the other necessary servants. At Chinna Ganjam Rupees 85 seems sufficient for the Superintendent, the sales being only about 1,25,000 Indian Maunds.

15. *Nellore.*—In this District no less than seven divisions are proposed, and notwithstanding this large number, some of the stations are at very great distances from the division Offices. Mr. Pelly appears here to have carried his grouping too far. A trustworthy Superintendent may be procured for 100 Rupees, and may effectually prevent malpractices at his station; but he can only be in one place at a time; and it is obvious that in his absence frauds may be perpetrated with comparative impunity. In such cases it is better to place respectable, fairly paid men, in exclusive charge of the outlying stations; trusting the general supervision to the Deputy Collector. As an illustration of the effect of the grouping system in such cases the first division in Nellore, viz., Padarty may be cited. This comprises three stations of which Kanuparty is 7½ miles, and Davarampudy is 8½ miles distant. The sales at Kanuparty are about 1,18,000 Maunds, and the charge of the station and conduct of the sales is left to an Ameen on Rupees 40, while the Superintendent on 100 Rupees is looking after Padarty with a sale of 1,12,000 Maunds. The Government think that Kanuparty should be placed under a Superintendent on Rupees 60. Davarampudy might be attached to Padarty (where probably the united sales might be effected) the Superintendent receiving Rupees 70. An Ameen in either case is not required on higher pay than 15 Rupees.

16. In the Eskapilly Division Toomalapenta is included, though 14 miles distant. The sales are small, but if the place must be retained, it should be treated in the manner proposed for Kanuparty. The same remark applies to Gogulapully. The pay of the Eskapilly Superintendent might be fixed at 85 instead of 100.

17. At Gungapatam the sales are only 12,000 Indian Maunds, and a Superintendent on 50 Rupees and an Ameen on 20 cannot both be required.

18. Dugarazpatam comprises three stations, Thupally where the sales are very small, Dugarazpatam itself where they are about 20,000 Indian Maunds, and Kattuvapally where they are 12,000 Indian Maunds. All three are to be placed under a Superintendent on Rupees 60, and sales are to be conducted at all of them. It is quite clear that the Superintendent cannot properly look after Kattuvapully which is 18 miles off and under an Ameen on Rupees 30. The same remarks apply to the Tada division.

19. It seems to the Government that the grouping system should not be adhered to in such instances as these, and though by this alteration the charges will appear relatively high in proportion to the receipts, it must be borne in mind that at the larger stations they are relatively lower, and that these expenses are incidental to the system of heavily taxing an article which is a necessary of life and intrinsically of trivial value.

20. *Madras.*—The above remarks apply in an especial manner to the Madras District. For example, the Superintendent in charge of the depôt at Homes' Garden has placed under him the Payanoor and Cadambady stations which are 33 miles distant, and at which, during his absence which must be frequent as he has two other places to look after besides the depôt, the sales are entrusted in addition to the manufacture, to an Ameen on 35 Rupees. The stations of Valur, Vadasamanjary, Covelong, Pyanoor, Cheyur and Chunambat should be placed under separate Superintendents. It is not necessary that these should all have Ameens and Gumasthas as well, merely for the sake of uniformity, and indeed Government question the advantage of having Gumashtas at all except where sales are allowed; in purely manufacturing stations it would be better to increase the number of Ameens.

21. The establishment allowed for the depôt at Homes' Gardens seems unnecessarily large. In Madras with a sale of 11⅓ lacs of Maunds only ten Gumashtas are allowed or roughly one to 1,15,000 Maunds. At Homes' Garden with sales under one lac four Gumashtas are allowed. The need of ten Peons when the largest station in the provinces has but eight is not apparent. The depôt is merely a compact platform, and is guarded by the Police, so that six Peons at most seem ample. The pay of the Superintendent may very well be fixed at 60 Rupees, as he will be relieved of his three out-stations. The depôt is within a few yards of the Collector's Office and an hour's drive from the Deputy Collector's head quarters, the Salt is all measured or weighed into it and the Police guard prevents any being surreptitiously removed; there is no necessity therefore for giving the Superintendent such high pay as 100 Rupees per mensem.

22. *South Arcot.*—The stations of the Thegagavilly division are too far apart for effectual control by a single Superintendent, and should be separated.

23. *Tanjore.*—Five of the stations in this District are clearly too far from their divisions.

24. *Madura.*—The same remark applies to three stations in this District, and to three in *Tinnevelly* and to one in *South Canara*. In the latter District there are fourteen depôts where Salt is only sold. Each of these requires a Superintendent, but the necessity of a Gumashta and Shroff at each is not so apparent. At three of the stations the sales are under 6,000 Maunds or on an average about 20 Maunds a day, yet a Superintendent, a Gomastah, a Shroff, two Measurers, two Peons and a Sweeper are proposed for each of these petty shops, for they really are nothing more.

25. *Malabar.*—At one depôt the sales appear to be only 336 Indian Maunds equivalent in gross value to Rupees 504. The establishment proposed will cost Rupees 444, and as Salt in Malabar costs fully 4 Annas per Indian Maund, the result will be that Government will lose Rupees 24 annually. This needs explanation.

Gumashtas. Shroffs.

26. A few remarks are necessary as to the other servants. The Gumashtas are ranged in three classes on Rupees 12, 15 and 20, which is certainly very moderate. The Shroffs are paid 10 and 15; and in one instance (Madras, where the transactions are very large) 25 Rupees. The Government see no necessity for these servants except at Madras, and perhaps at a few large stations in the provinces.

Measurers and Weighers.

27. Mr. Pelly has properly restricted the number of these servants to that actually required throughout the year, leaving it to the Collectors to employ extra hands when there is a press of business. The general rate of pay is 5 Rupees per mensem, which is as little as an able bodied man who can be trusted to weigh or measure fairly can now be obtained for. In Madras where wages are so much higher 10 Rupees is allowed in one case, and 7 Rupees in eight others.

Peons.

28. The Peons are uniformly to receive 6 Rupees. Except in the Madras District where for the reason above stated 7 Rupees is allowed in every Division but one. In the Madras depôt 2 Dufladars or Head Peons on 12 and 10 are allowed, but servants of this class are not attached to any other Division as the number of Peons elsewhere is very small. Some of the stations also have Peons allotted to them and these are chiefly those at which sales are allowed.

Vetties.

29. The Vetties are a lower grade of Peons on Rupees 5 and are employed at the stations in a variety of ways. It appears to the Government that Mr. Pelly has scarcely allowed a sufficiency of these and his allotment seems far too systematic. Thus all the stations in Vizagapatam and Madura have two each, though the area and configuration of the stations must naturally vary greatly. The Government do not see why all the Peons and Vetties should not be drawn from the same class, and they certainly would not allow any Peon to refuse to do any work that he is required to perform, whether that is "Vetty" work or not. There is clearly no reason why at the stations there should be "Peons" and also "Vetties," the former receiving more than the latter.

30. Lastly, Mr. Pelly proposes a Sweeper who is also to be Lamplighter for every Division, and who is to receive Rupees 5 per mensem. Except at Madras where there is a large Office the Government really do not see the need of this servant. Many of the Districts are now without a sweeper, and to give 5 Rupees for a man to sweep and be lamplighter to an office of three men seems quite unnecessary. It appears to the Government that the money Rupees 300 may rather be devoted to adding sixty Vetties to the stations.

31. The total result of Mr. Pelly's revision is an annual charge of Rupees 1,73,688 the present charge being Rupees 1,44,958. But the existing establishments guard or are supposed to guard the Salt as well. This duty is hereafter to be performed by the Mofussil Police at an estimated cost of Rupees 1,33,281. The latter sum should be added to the cost of Mr. Pelly's establishment, and the total will then be Rupees 3,06,972 or Rupees 1,62,014 more than the present establishment. The Police charge is an estimate and most probably will not be fully incurred every year, but against this may be set off the cost for extra measurers, &c., which must to a certain extent be incurred.

32. But the total expense is only 3·6 on the Revenue which may safely be taken at 85 lacs, and this is not inordinate when it is considered that the Salt works are spread over so great an extent of sea coast, that the article is a necessary of life, and though of easy and cheap manufacture is taxed at the rate of 1,200 per cent. on its cost, and that the establishment with which the comparison is made is manifestly much underpaid.

33. Advantage should be taken of this opportunity to abolish the Native names of some of the Salt servants. The Ameens might be termed "Assistant Superintendents," which is their real office; the Gumashtas might be styled "Clerks;" the Vetties might be included among the Peons, and the Shroffs might be named "Cashiers." So also with such names as "Cotaur," &c.; a collection of Pans might be called a "station" and a collection of stations a "division," and the places of sale "depôts." The classification of the establishments as division and station establishments may lead to the impression that their duties and responsibilities are distinct. It must be understood that this is not the case, that the Superintendent as the head of the whole establishment and the Ameens and other subordinates in their respective offices as well as generally are responsible for the prevention of frauds and malpractices and the observance of the rules of Government.

34. The Government consider it desirable that Collectors should be instructed to require the Salt Superintendents to live within easy reach of their Offices, and except in special cases or for special reasons to allow promotion to go in the Department so as to hold out every

incentive to good conduct to the subordinates; it being however understood that this preference is to be given only to those whose character, qualification and conduct have been such as to merit it.

35. In Mr. Pelly's scheme is included a table of establishments, which will be required if the manufacture of Salt is again commenced in South Canara. This question can be allowed to lie over for the present, and the establishment need not be included in the Statement to be sent to the Government of India.

36. The last question is the appointment of an Inspector General of Salt on a salary of Rupees 2,500, and an establishment costing Rupees 158 per mensem; the total annual charge being Rupees 31,896 exclusive of travelling charge. The Government on a careful re-consideration of this question have come to the conclusion that such an office is not at present necessary. With the efficient establishments now proposed and the assistance of special Deputies, in addition to the occasional aid of their Covenanted subordinates, the Collectors can have no difficulty in properly managing the Salt Department, and for its efficient administration they will be held responsible. The Government could not under the circumstances recommend, nor would the Supreme Government be likely to sanction, an additional charge of about Rupees 35,000 annually for general supervision.

37. The Governor in Council considers that the preferable course will be to place the Salt Department under the special cognizance of a Member of the Board of Revenue, whose primary duty it will be to exercise a general but close supervision over it, and periodically to visit several of the Districts in which Salt is made or sold. The experience which Mr. Clarke has had in the Salt Department point him out as specially fitted for the future charge of it, and the Government resolve to entrust this duty to him. Questions of general principle, such for instance as the mode of dealing with earth Salt, the opening or closing of Salt stations, will be dealt with by the collective Board; but all questions of administrative detail will be disposed of by Mr. Clarke.

38. The Government consider it very desirable that Mr. Clarke should resume and complete his visitation of the Salt Districts as soon as the weather permits, and he can, in his tour, confer with the Collectors on such other matters as he and his colleagues consider it desirable for him to enquire into.

39. Mr. Pelly will be requested to revise his scheme with reference to the views expressed in these Proceedings, and he will submit a tabular Statement in the prescribed form showing in detail the present and proposed establishments in view to its being submitted to the Government of India for sanction.

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

Dear

This letter is Mr. Pellys final report on the revision of the Salt Department of this Presidency. The subject has been very carefully considered in communication with the Collectors and the Collective Board of Revenue.

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The
first step in the way of
reform was taken in 1859

Note. The Revaramphis
Station where 40 000 lbs
were sold in 1861/2 is an
charge of an Overseer
on 6 Rs. per m: and 10/
15. 20 & 30 Rs. per m:
one finds common labo
of pay for men keep
the custody of salt
with 50 & 60 Thousand
Rs.

when a well paid and
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The reduction of pension
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The number of sta-
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Such are the general features of the scheme -

The details will

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District by Dis-
trict.

I should here
remark that it
seems true that
Mr Pelly has stuck
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some cases the
recommendations of Ex-
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own as well as
all other general
Rules.

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Georgiana

Six thousand hundred pounds
and Five Rupees per Annum for the
Superintendents and Assistants
and provision of two hundred
& eighteen pounds for placing those
Officers in exactly the same
position. The salaries above
specified amount exactly to
28,000 Sudicca Rupees which
at Concurrently to 21,000 Arcot
Rupees at Guntoor to 18000. The
pay of the Superintendents
ought to bear equal proportion
to their duties and responsi-
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† 125 for the 1st grade 100 for
the Concurrently and 85 for
for the Guntoor Superintendent
-ents would be proper those
of the Collectors &c- There would
also remain the Collectors de-
-ficiencies to be provided for
officers and would specific
-ations be made in the Superintendents
The salaries at Guntoor were
not given by reference to other

the

† This is the present
Rate.

‡ Mr Fuller wishes 100
Rs allowed as the pre-
sent Supt has enjoyed
on 100 & the Rank &
Rang - But I think 85
is ample & that a fort
Supt should be rewarded
by promotion & the other
Rewards —

the Division Officer one of these might be dispensed with and the pay might be advantageously expended in employing a Second Overseer, as there are 3 villages in the Talooka.

There seems no reason why the whole of the roads at present attended and be effected by the Division Officer, the Overseers being attached to it and another Overseer being employed in lieu of the whole Establishment dismissed.

It would be necessary that Embankments should be carried on with greater precision at this season than at the Dry season and it is absolutely necessary that the Superintendent should have sufficient number of Overseers to look after it.

Looking at the roads on this Section, a second Clerk seems necessary along with the Overseer. The pay of this Section Superintendent 1885 is high compared with the salaries of the other Establishments, and might be reduced

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except the Overseer for which at large a post could secure the services. The pay of the Overseer at Sirdi, East and Vellamnee 100, should be increased from 25 to 30 rupees and at least Overseer from the Division.

There are only 3 talukas in this Deshbrookh and they are grouped as one Division under a Superintendent on 1200 rupees, assisted by 1230, being discharged of one talook and a similar officer on 1125 rupees for each of the other two. The talukas are 7 miles apart and it seems to me clear that the Overseer should have power which he now has by dispensing with the above by dispensing with and of the 3 clerks on 15 and the second clerk on 10 to

In this Deshbrookh the Divisions are grouped - The first Section usually comprises 3 talukas - 2 clerks to each other and the third at 2 Talukas of 11 miles - the

Talukas

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exceed 3 days' journey and the
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diem Hamilton.

Section 2nd Section

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cite the first Division viz
Nellore viz Podauty- This
comprises 3 Stations of which
Kampartypa is 1½ miles and
Devarampadu is 3½ miles
distant. The sales at Kam-
party are about 118,000 Rupees
and the charge of the Station
and conduct of the Salesmen
left to an Ameen on Rs 100
while the Superintendent
on 100 Rs is looking after
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Yr

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Police

Police to that 3 or at most
4 Peons seem ample - the
key of the depôt may very well be placed
at the Peon, as he will
be relieved of his out-
-stations - the depôt is
within a few yards
of the Collectors office and
on bounds drive from
the Deputy Collectors Bun-
-galow - the staff in
all measured or weighed
into it and the Police
guard prevents any de-
-liberate surreptitiously re-
-moval - there is no re-
-cently therefore for a
-ny the superintendent
such high charges as Rs 30
per measure

South Arcot - The stations of the
Tahsildary division
are too far apart for
effectual control by a
single superintendent
and should be reduced
as above proposed -

Salem - Five of the stations

in this District are scarcely
too far from their divi=
=sions.

Madras.

The Town Bench
applies to three stations
in this District and to
three in Trichinopoly and
to one in South Canara.

In the latter District
there are the Sepoy stations
at Cannanore and Tellicherry
of these Regiments or de=
=tachments but the
necessity for a Commissariat
and Sheroff attached
to the Regiment. Of
of the stations the Com=
=missariat are under Rs 500
or on an average about
20 Rs a day. yet a de=
=tachment Commissariat
Sheroff - 2 Mes=
=sengers, two Peons and
a Duffedar are proposed
for each of these petty
stations for they are
very necessary Instru=

Malabar.

The Board will in a separate
address be requested to report
fully on the Depôts of Stores
Cattle and Treasure to be
established to proposed &
should be reduced.

There are 2 Sepoy stations
appear to be only 336 Indians
Natives equivalent to Sepoys
value to Rs 504. The entire
establishment proposed will
cost Rs 4416 and as Malabar
is fully as much
frequented by Indians & Europeans
will be, that Govt will lose
Rs 26 annually. The proposed
explanation || Appears unnecessary
and wrong as to the other remarks
The Commissaries are ranged
in 3 classes on Rs 12-15 and
20- which is certainly very
moderate. The Sheroffs and
Peons 10-15 and in some instances
(Madras where the Salaries
stations are very large) 25 Rs -
Interpreters, Clerks, Store keepers
the pals are under par a less
appointment, 12 Rs, would be
sufficient.

Rs 504

Chowrees and Chuppers.

The Polly has pro-
perly restricted the number
of these servants to that ac-
tually required throughout
the year - leaving it to the
Collectors to employ extra
hands when there is a press
of business. The general rate
of pay is 3½ per diem
which is as little as can well
be allowed a man who can be
trusted to weigh or measure
justly can now be obtained
for - In Calcutta where wages
are, as proved before 10½
is allowed in one case, and
7 ½ in 8 others -

Peons.

The Peons are mis-
-formerly to receive 5 Rupees
Except in the Calcutta District
where for the reason above
stated 7 Rupees is allowed
in every Division but one -
In the Nuddea District
2 Duffadars or Head Peons
on 12 and 10 are allowed
but seven of these three
are not attached to any
other Division on the

Jurisdiction

Vetties.

number of Peons throughout
is very small - Some of
the stations also have
Peons allotted to three
and these are chiefly those
at which Juries are assembled

The Vetties are a
lower grade of Peons on
Rupees 5 and are em-
ployed at the stations
in a variety of ways -
Of the Polly there
are scarcely 2 dozen and
the accuracy of those and
their attachment cooks par
too systematic - Those
at the stations in Bihar
Jaipore and Chuprah
have 2 each through the
area and one for each station
of the station, record
are usually very small -

&c

I do most respectfully recommend that the Peons and Lettie's should not be drawn from the same class and certainly should not allow any Peon to refuse to do any work that he is required to perform - whether that is Lotty work or not - There is clearly no reason why all the stations there should be "Peons" and also "Lettie's", the former receiving more than the latter.

Lastly - Mr. Pelly proposes a sweeper who is also to be Lamplighter for every Division, and who is to receive Rs. 5 per mensem, except at Mauritius where

there is a large office I really do not see the need of this servant - Many of the districts are now without a sweeper and any how to give 5 Rupees for a man to sweep and be Lamplighter to an office of 3 men seems quite unnecessary - I would add the money Rs. 300 to adding 60 Lettie's to the Establishment -

The total result of Mr. Pelly's revision is an annual charge of Rs. 173,688 - the present charge being Rupees 144,958 - But the existing establishments are not to be guarded or are deficient to guard the Railroads - This duty is hereafter to be performed by the Mofussil Police at an estimated cost of Rs. 138,284 - The Lettie's should be added to the cost of Mr. Pelly's Establishment and the total will then be Rs. 306,972 or Rs. 162,014 more than the present Establishment - The Police charge is an estimate & probably will not be fully incurred every year but again

this may be set off the cost for extra measures by which must to a certain extent be incurred.

But the total expense is only 3.6 on the revenue which may safely be taken at 85 lacs and this is not in ordinate when it is considered that the salt works are spread over so great an extent of sea coast that the article is a necessary of life and though of easy and cheap manufacture is taxed at the rate of 1200 per cent on its cost. that smuggling from fifth as well as natural and that the establishments with which the comparison is made is manifestly much underpaid.—

Advantage might be taken of this opportunity to abolishing the native

ranks of some of the
last servants. The Rulers
might be termed "Ad=
=ditant Superinten=
=dents" which is their
real office. The Roman =
=tors might be styled
"Clerks" the Letters =
might be included among
the Peons and the
Chiefs might be
name of "Cashiers." Al=
=so with their respec=
=tive "Fees" - A Col=
=lection of Laws might
be called a Station a
a collection of Stations
a Division - and the
Places of trade Depot=
=s. The classification of
the Establishments and di=
=vision & station Esta=
=blishments may lead
to the misconception that
they should be connected

=ve are distinct. It
should be explicitly de=
=clared that this not the
Case - that the Superinten=
=dent as the head of the
whole establishment and
the Amens and other
subordinates in their res=
=pective offices as well as
generally are responsible
for the prevention of frauds
and malpractices and
the observance of the rule
of Government.

I think it would
be desirable that Collecto
should be instructed to
require the Sub Inspecto
to reside to live within
Easy reach of their offices
and except in special

Cash

cases or for special reasons to allow promotion to go in the Department so as to hold out every incentive to good conduct to the Subordinates — it being however understood that this preference is to be given only to those whose character qualification and conduct, have been such as to merit it.

In Mr. Kellyé scheme is included a table of Establishments which will be required if the manufacture of salt is again commenced in South Canara. This question

question can be allowed to lie over for the present and the Establishment need not be included in the Statement sent to the Government of India.

The last question is the appointment of an Inspector General of Salt on a salary of Rs. 2,500 and an establishment costing Rs. 158 per mensem - the total annual charge being Rs. 31,896.

The advantages of such an appointment are fully set forth in the Board's Proc. dated 12th May 1869 No. 2325 to which I beg reference.

I have

The only doubt in my mind is whether it would not be better at a trifling additional outlay to have an additional Member on the Board. Two Members might then separately go on Circuit every year, and look after not only the Land & other Sources of Revenue & the general administration of the Country in all Civil branches. By this means the Board would personally know something of every District

and

and the Local officers would have some stimulus to exertion. At present there are several Districts in which no Member of the present Bd. ever set foot - the Members, besides - rate without that local knowledge which must necessarily influence the decision of important questions

questions - and the
Collectors work on
with none to wit-
-ness or make
known their la-
-bors. On a tra-
-velling Member
also the Government
would find it nec-
-ess'y to appoint
a Judge of dis-
-puted questions
such as the state
of the roads - the ef-
-ficiency of the Police
&c &c &c —

I refer Sir the
Lushington Govt.

and the 10 Special
Deputy Collrs at the
average cost Rs 376 per
the total Establish
ment charges of
the Salt Dept.
will be Rs 3816,000
for annum or
very nearly 4 1/2 per
cent on the Net
of 85 lacs.

I beg to
be the Secretary
to the Govt.
of India
&c &c &c

J. W. S

- With the exception of one or two places where I have made pencil notes I concur in the above - I am not in favor of an Inspector Genl of Salt at a salary of Rs 25.00 - The Govt of India may derive the required expence without this addition & I can foresee no sufficient advantage from such an appt - The Duties of an Inspector & Western Comd-r do not appear that an Inspector could do better than Govt - There would be squabbling with

Revenue Department

No 559.

Proceedings of the Madras Government under date the 27th March 1863.

Read again letter from the Honorable C. A. Kelly dated 13th ultimo recorded in Proceedings of Government 19th January 1863 No 117.

1. This letter & its Enclosure submit final report on the revision of the establishment of this Department - The subject has been very carefully considered in communication with the Collectors and the Collectorate Board of Revenue -

2 The principle of such a revision and does now been effected

Collectors & a demand for deputies & said himself taking fortunes of his times - Each Collector should be responsible for the Salt Dept in his District & an effectual check should be placed on the Chief of it under him

I cannot personally vouch for Mr Walker - I think he would be a demand for Government but I have no personal knowledge of him

A Mr Walker has written to me to complain of his being superseded by Mr Thurlow - This may be true - I am not aware of the circumstances of the case, but I am sure that Mr Thurlow is a man of character & ability & I am sure that Mr Walker will be much better off under him than he would be if he were left to himself

I am not in favor of an Inspector General of Salt as a separate Officer - but I think that the Undersigned should be placed in charge of the Salt Department with the Board of Revenue & should be empowered to call for reports & returns from the Collectors & Deputies in all matters connected with the Salt Revenue & that he should have the power of suspending any Officer that may appear to him to be remiss in the discharge of his duties - He should also be empowered to visit each Salt District once a year during which he could spend from one month to six weeks in each - He should be furnished with a Boat & Establishment for the purpose - He should be furnished with a Boat & Establishment for the purpose - He should be furnished with a Boat & Establishment for the purpose

has been admitted for
years past - In no de-
partment in the Govern-
ment more dependent
on the honesty and zeal
of its servants - and in
none are the facilities
for fraud greater, yet
in none has the remu-
neration afforded been
as a rule less adequate
to the trust reposed and
the service expected - As
the natural result of
this it has always been
difficult to induce men
of respectability to enter
or continue in the Depart-
ment and there can be
no doubt that the interests
of Government have
materially suffered in
consequence - The first
step in the way of Refor-
m was taken in 1859 -
when a well head
and carefully selected
Deputy Collector was
placed in special and
Executive charge of the
Salt Revenue in each
District - But it is ob-
vious that with places
of manufacture and
Salt scattered over a
long extent of coast,
a single Officer how-
ever active, learned
and trustworthy, can-
not effectually repress
illicit practices - It is
no less essential to have
at each station Officers
on whom dependence
can be placed, and to
give to all employés
in the Department a
fair wage for honest
labor, so that at least
the inducement to dis-
honesty is insufficient

Note - The average price
at stations in Madras where
10,000 £ Rs were sold in 1858-9
is in charge of an Overseer
on 6 Rd per month, and 10½
15. 20. and 30 Rd per month
are quite common rates of
pay for men having charge
of Salt worth 50 and 60 Rs
and Rd -

hold out to disinfec-
-tants may be removed
and the employment
of expectant treat-
-ment may be ensured. In
the districts of Lanjam
and Vizagapatam the
duty of the station Su-
-perintendent was done
time ago raised, but
the general reorganiz-
-ation of the depart-
-ment was left to be
fully.

3 But not only
was the staff of da-
-bacis in the depart-
-ment inadequate, but
other anomalies ex-
-isted requiring reforma-
-tion. The establish-
-ments varied in ex-
-tent of strength and
pay without apparent
reason,

election; a number of
unnecessary stations
was maintained. The
frequent arrange-
-ments were ineffective
and so forth.

4 The scheme of
revision now submitted
for the orders of Govern
-ment is complete in
all respects.

5 The number of
stations has been care-
-fully considered with
reference to the wants
of the people and has
been reduced from 96
to 86. Any further reduc
-tion would at present
be inexpedient, for as
said in a recent report
life, the people will def
-ly themselves willingly
by closing depots they
are deprived of the con
-venience of recently provi

it to within reasonable
distances of their re-
spective homes. A few re-
stations have been
opened on this account
where the existing sta-
tions were manifestly
too far apart - but the
general result is that
the number of stations
has been reduced as
above stated from 95 to
80 - These stations have
been grouped into con-
venient divisions - Effi-
ciently competent for
effective supervision and
management - The num-
ber of these divisions
will be 12 - Over each divi-
sion a superintendent
officer, is to be
appointed to the stock and sales of
his division - The stations
have each a proportionate
staff

paid Queen's principal
officer in charge of the ma-
nufacturing, with a small
number of subordinates
to aid him in his duties.
The Constables
or Clerks, and other
servants are allotted
on the most economi-
cal scale in respect both
to number and pay.
The preventive
service is entrusted en-
tirely to the new police,
and the Coast have
been reduced in con-
sequence to the
smallest number
compatible with ef-
ficiency.
Such are the
general features
of the scheme. —
The details will
be most commu-
nicated conditional
subject

district by dist-
-trict.

9. The Govern-
-ment would here
observe, that it
seems to them that
Mr. Kelly has ad-
-hered somewhat
too closely to Eyre
-tem and uniformi-
-ty and has over-
-looked in some cases
the necessity for ex-
-ceptions to Eyrean
admirable, but
too generalized
Rule

which local cir-
-cumstances and
peculiarities indicate

Ganjam

10 In this District
there are 5 Divisions, for 3 of
which viz Ganjam, Nowpada
and Gunjam
Comaravelly, Superin-
-tendents on Rupees 100 are
proposed - but no reason is
apparent for placing these
officers in exactly the same
position. The sales at Now-
-pada amount nearly to
2,80,000 Indian Maunds, those
at Comaravelly to 212,000, and
those at Ganjam to 140,000.
The pay of the Superinten-
-dents ought to bear some
proportion to their duties and
responsibilities, and the Govt.
think Rupees 125 for the Now-
-pada, 100 for the Comaravelly
and 88 for the Ganjam Su-
-perintendents would be fav-
-er than Mr Kelly's rate. This
would also enable the Collector

to

to give promotion to a deserving officer and would excite emulation among the Sup[t]s subordinate. The sales at Ganjam can scarcely require 3 Clerks in the Division office - one of these might be dispensed with and the pay might be advantageously expended in employing a second Ameen, as there are 3 villages in the Station.

11 There seems no reason why the whole of the sales at Nowpada should not be effected by the Division office - the measurers being attached to it and another Ameen being employed in lieu of the extra Germastah and Chroffy.

12 It must be remembered that smuggling can be carried on with greater facility at the ports than at the Depôt, and it is absolutely necessary that the Superintendents should have a sufficient number of Ameens to look after them.

Vizagapatam.

12 Looking at the sales in this District, a second clerk seems unnecessary at any of the Divisions. The pay of the Bimlepatam Superintendent Rs. 85 is high compared with the sales, but the station has only been lately opened and the demand for salt at so large a port is sure to increase. The pay of the Ameens at Vizagapatam and Bimlepatam should be raised from 25 to 30 as these stations are at some distance from the Division.

Godavery.

13 There are only 3 stations in the District, and they are grouped in one Division under a Superintendent on Rs. 100 - an Ameen on Rs. 30 each

being in charge of one Station and a similar officer on Rs. 25 in charge of each of the other two. The stations are 7 miles apart and it seems to the Govt desirable that the Ameens should have somewhat higher pay. This might be done by dispensing with one of the 3 clerks on Rs. 15 and the second Sheriff on Rs. 10.

Kistna.

No 11 In this District three Divisions are proposed. The first Bantumilly comprises 3 stations 2 close to each other and the third at a distance of 11 miles. The sales at the two first stations exceed 3 lacs of rupees and the Superintendent might very well receive Rs. 125. The 3rd station is too far for practical supervision and no sales are also to be conducted at it, it seems preferable that it

should

Kellore.

should be placed under a Superintendent on Rs. 50 with an Ameen on 15 and the other necessary servants. At Chinna Ganjam Rs. 85 seems sufficient for the Superintendent, the sales being only about 1,25,000 Indian rupees.

No 15 In this District no less than 7 divisions are proposed and notwithstanding this large number, some of the stations are at very great distances from the Division offices. Mr Selby appears to have carried his grouping too far. A trustworthy Supd. may be procured for 100 Rs, and may effectually prevent malpractices at his station, but he can only be in one place at a time, and it is obvious that in his absence frauds may be perpetrated with comparative impunity. In such cases it is better to place respectable, fairly paid men, in

exclusive

exclusive charge of the subsidiary stations; leaving the general supervision to the Deputy Collr. As an illustration of the effect of the grouping system in such cases the first Division in Nellore, viz. Sadarty may be cited. This comprises 3 stations of which Kaumparty is 7½ miles, and Davaramputty is 3½ miles distant. The sales at Kaumparty are about 18000 maunds, & the charge of the station and conduct of the sales is left to an Ameen on Rs 40 while the Superintendent on 100 Rs is looking after Sadarty with a sale of 112,000 maunds. The Govt think that Kaumparty should be placed under a Superintendent on Rs 60. Devarampadu might be attached to Sadarty (where probably the united sales might be effected by the Superintendent receiving Rs

for higher pay than 15 or 20 Rs

Rs 70. An Ameen in either case is not required.

In the Eskapilly Division Joomalapenta is included, though 11 miles distant. The sales are small, but if the place must be retained, it should be treated in the manner proposed for Kaumparty. The same remark applies to Gogulapilly. The pay of the Eskapilly Superintendent might be fixed at 85 instead of 100.

At Gungapatam the sales are only 12,000 Indian maunds, and a Superintendent on 80 Rs and an Ameen on 20 cannot both be required.

Dugarazpatam comprises 3 stations, Thupally where the sales are very small, Dugarazpalam itself where they are about 20,000 Indian maunds, and Kattuvapally where they are 12,000 Indian maunds. All these are to be placed under one

Superintendent

Superintendent on Rs 60, and sales are to be conducted at all of them. It is quite clear that the Superintendent cannot properly look after Kattuvapully which is 18 miles off and under an Ameen on Rs 30.

The same remarks apply to the Godavery Division. Para 19 Lt seems to the Govt that the grouping system should not be adhered to in such instances as these, and though by this alteration the charges will appear relatively high in proportion to the receipts, it must be borne in mind that at the larger stations they are relatively lower, and that these expences are incidentab to the system of heavily taxing an article which is a necessary of life and intrinsically of trifling value.

Madras. 30 The above remarks apply in an especial manner to the Madras District. For example, the Superintendent in charge of the Depôt at Ibame's Garden has placed under him the Peyaroo and Kondamangalay Stations which are 33 miles distant, and at which, during this season which must be the most frequent as he has two other places to look after besides the Depôt, the sales are conducted in addition to the manufacture, to an Ameen on 35 Rupees - The Stations of Vadur, Vadasamangary, Coudlong Pyaroor, Cheyur and Chinnoor that should be placed under separate Superintendents - It is not necessary that these should all have Ameens and Gomastahs as well merely for the sake of uniformity - and indeed Government question the advantage

30

advantage of having Gomas-
-tahs out all except where sales
are allowed in purely ma-
-nufacturing stations it
would be better to increase
the number of Omeens.

27. The Establishment
allowed for the Depôt
at Home's Gardens seems
unnecessarily large - In
Madras with a sale of
11½ Lacs of Mds only 10
Gomastahs are allowed
or roughly one to 1,15,000
Mds - At Home's Garden
with sales under one
lac 4 Gomastahs are
allowed - The need of
10 peons where the
largest station in the
Provinces has but 8 is
not apparent - The
Depôt is merely
a contract platform
and is guarded by the
Police, so that 6 peons at
most

most seem ample - The
pay of the Superintendent
may very well be fixed
at 60 Rupees, as he will
be relieved of his 3 out-
-stations - The Depôt is
within a few yards of
the Collector's Office and
our hour's drive from the
Deputy Collector's Head
Quarters - the salt is all
measured or weighed into it
and the Police guard prevents
any seeing surreptitiously -
removed - there is no necessity
therefore for giving the
Superintendent such high
pay as 100 Rs per Mensem -

South Arcot 28 The Stations of the
Thegagoully Division are
too far apart for effectual
control by a single Su-
-perintendent, and should
be separated, ~~into two~~
~~for pieces~~.

Tanjore 29 Five of the Stations
in

in this District are clearly too far from their divisions.

Madura.

X24 The same remarks applies to three stations in this District — and to three in Tinnevelly and to one in South Canara.

In the latter District there are 14 Depôts where salt is only sold. Each of these requires a Superintendent, but the necessity of a Gomastah and Shroff at each is not so apparent. Of 3 of the Stations the sales are under 6,000 Mds or an an average about 20 Mds a day — yet a Superintendent, a Gomastah, a Shroff, & Measurers, two Peons and a Lascar are proposed for each of these petty shops — for they really are nothing more.

The Board will in a paragraph orders be requested to report fully on the Depôts of South Canara, but meanwhile the establishments proposed should be reduced.

Malabar. 25 At one Depôt the sales appear to be only 336 Indian Maunds equivalent in gross value to Rs. 504. The establishment proposed will cost Rs. 444 annual as salt in Malabar could be fully 4 annas per Indian Maund, the result will be that Govt will lose Rs. 24 annually. This needs explanation.

Gomastahs

Shroffs

26 A few remarks are necessary as to the other Establishments. The Gomastahs are ranged in 3 classes on Rs. 12-15 and 20, which is certainly very moderate. The Shroffs are paid 10 and 15; and in one instance (Madras where the transactions are very large) 25 Rs. The Govt see no necessity

for these servants except at Madras, and perhaps at a few large stations in the Provinces.

Measurers and Weighers.

27. Mr Petty has pro: = perly restricted the number of these servants to that actually required throughout the year - leaving it to the Collectors to employ extra hands when there is a press of business. The general rate of pay is 5 Rs. per Mensem which is as little as an able bodied man who can be trusted to weigh or measure fairly can now be obtained for. In Madras where wages are so much higher 10 Rs. is allowed in one case, and 7 Rs. in eight others.

Peons.

28. The Peons are uni = formly to receive 6 Rupees - Except in the Madras District where for the reason above stated 7 Rs. is allowed in every Division but one - In the Madras Dist. 2 Duffadars

on Head Peons on 12 and 10 are allowed, but servants of this class are not attached to any other Division as the number of Peons elsewhere is very small - Some of the stations also have Peons allotted to them and these are chiefly those at which sales are allowed.

Vetties.

29. The Vetties are a lower grade of Peons on Rs. 5 and are employed at the stations in a variety of ways - It appears to the Govt. that Mr Petty has scarcely allowed a sufficiency of these and his allotment seems far too systematic - Thus all the stations in Vizagapatam and Madura have 2 each, though the area and configu = ration of the stations must naturally vary greatly - The Government

do not see why all the Peons and Vetties should not be drawn from the same class and they would certainly would not allow any Peon to refuse to do any work that he is required to perform - whether that is "Vetty" work or not - There is clearly no reason why at the stations there should be "Peons" and also "Vetties", the former receiving more than the latter -

30 Lastly Mr. Pelly proposes a Sweeper who is also to be Lamplighter for the every Division, and who is to receive Rupees 5 per mensem - Except at Madras where

31

where there is a large office the Govt. receive do not see the need of this servant - Many of the Contracts are now without a Sweeper and to secure 5 Rs. for a person to sweep would be incompatible to an office of 3 persons quite unnecessary - It appears to the Govt. that the survey Rs. 300 in each station be allowed to which to the stations.

31 The total present of Mr. Pelly's proposal is an annual charge of Rs. 3088 the present charge being Rs. 1,64,958 - But the existing establishment is secured or are supposed to secure the work as well - This charge is hereafter to be increased by the additional Police at once established + which of Rs. 1,53,286. The

Letter)

Letter could be addressed to the cook of Mr. Pelly's Establishment, and the total will then be Rs. 306,972 or Rs. 16,204 more than the present Establishment.

The Police charge is an estimate and most probably will not be fully incurred every year, but against this may be set off the cost for extra measures, which ought to be certainly incurred.

32 But the total by-prices exactly 3.6 on the revenue (which may safely be taken at 85 Lacs) and this is not considered that the salt works are expended over so great an extent of sea coast, that the certain (necessary of life) could be brought of easy and cheap

Manufacturing

manufacture is taxed at the rate of 4200 per cent on its cost - thus rendering smuggling profitable as well as material - and that the Establishment with which the comparison is made so unnecessarily much underpaid -

33 Under this head should be [illegible] of this country to abolish the native system of peons of the Court servants - The Duties might be performed thus - each Superintendent - which in their head office - the Governor to be styled "Clerk" the Duties might be included among the Peons, and the Chuprassies might be called "Cashees" to also with such names as "Collectors", &c. - A collection of Taxes might be called a Station and

and a collection of stations
a Division - and the places
of pack Depôts. The elec-
-trification of the Establish-
-ments to Division and
station Establishments
may lead to the impres-
-sion that their duties and
responsibilities are distinct.
It should be understood
that this is not the case.
that the Superintendent
as the head of the whole
establishment, and the Officers
and other Subordinates
in their respective offices
as well as generally are
responsible for the preven-
-tion of frauds and mal-
-practices and the observance
of the rules of Government. -
34 The Govt. consider
it desirable that Collectors
should be instructed to
require the Salt Superintdt.

to

to have within easy reach
of their offices and except
in special cases or for spe-
-cial reasons to allow pro-
-motion to go no the Dept.
so as to hold out every
incentive to good conduct
to the Subordinates - it
being however understood
that this preference is to
be given only to those whose
character, qualifications
and conduct have been
such as to merit it -
35 In the Settlements
is included a table of Esta-
-blishments which will be
required if the Manufac-
-ture of Salt is again com-
-menced in South Canara.
This question can be allowed
to lie over for the present,
and the Establishment
need not be included in
the statement to be given
to the Government of India.

The

¶36. The last question is the appointment of an Inspector General of salt on a salary of Rs. 2500 and an establishment costing Rs. 158 per mensem – the total annual charge being Rs. 31,896 ~~the Government are not aware of any reason~~ + ~~to suppose~~ / Mr. ~~Colvin~~ Tolly will be requested to revise his scheme with reference to the views expressed in these Proceedings, and he will submit a tabular statement in the prescribed form showing in detail the present and proposed establishments in view to its being submitted to the Govt of India for sanction.

4 Copies to the Board 6 Tolly Esqrs
14 — B. of Rev.
4 — Insp. Genl. Professor Tolly
1 — To L. Clerke Esq.

The first one a careful consideration of the question of abolishing one Inspectorship of the Salt Dept. have come to the conclusion that such an office is not absolutely necessary. The range of Coast over which the present is to extend is that a single Inspector could exercise little effective check which the existence of such an office would make upon the revenue of the Coast. And the efficient Establishment to be posted to the several stations of Special

Superintendent occasional aid of their Executive Subordinate. The Collr can have no difficulty in properly managing the Salt Dept & for it's efficient & Economical management they will be held re-sponsible. The first Conch't under the circumstances recommend how-ever the Superintendent likely to require occasional additional charge of a Sum not exceeding Rs 3500 annually for general Superintendence.

17. The first

consideration that the preference should be to place the Salt Dept under the Special cognizance & a Member of the Bd of Rev. whose primary duty it will be to exercise a general but close Supervision over it and periodically & visit several of the Districts in which Salt is made or sold. The Experience which Mr Clarke has had in the Salt Dept in Bengal renders it specially suited for the charge of it, & the first Selection & Appointment to this Duty

of him - Lectures
of general principles
for instance
how to act the morals
of dealing with the
Ear the Salt - the
opening or closing
of salt stations will
be dealt with by
the Collector but
all questions of ad-
ministrative detail
will be dirested to
the Chief Clerke -
38. The Sub Com-
missioner may require
that the Clerke
should complete
his verification of
the salt distincts
as soon as the weather
permits and he
can in his tour,
confer with the
Chief on such the
[illegible] [illegible]

Copy to be
furnished

Memo: Collector can direct the Sub Commissioner to do this when he inspects in 1881
Para 38

Copy in a Letter to England
Dy 9th May No. 42 of 1863

23-6-08

Revenue 1863 x/st.

Pro: of Govt. for March.

V: 539.

Pro: of the Madras Govt.
Dy 21st March 1863.

From Pubs Cons 14th April 1863
No. 871 fos 23 — 27 — 29.

From Bd of Revd 29th May 1863
No. 1267

Further Cons 1528 of 1864

Mr Pelly's final report
on the revision of the Land
Department of the Revenue
survey, reviewed.

95 225.