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Proceedings of the Madras Government, Revenue Department,
23rd October 1873.

No. 204. Read the following Proceedings of the Board of Revenue, dated 16th July 1873, No. 1,296:—

Read the following letters:—

From J. J. THOMPSON, Esq., Acting Treasury Deputy Collector, for Acting Collector of Ganjam, to J. GROSE, Esq., Secretary to the Board of Revenue, dated Chinna Kimedy Maliahs, 28th February 1873, No. 447.

WITH reference to paragraph 6 of Board's Proceedings, dated 13th November 1872, No. 2,193, I have the honour to forward copy of a report, dated 30th January 1873, No. 26, from my Principal Assistant, on the salt frauds at Nowpadah last year.

2. There has been considerable delay in forwarding this report, but I think the explanation offered by Mr. Grahame in paragraph 87 is reasonable, and hope that the Board will accept it as such. The length of the report is partly due to my having asked Mr. Grahame to give me his opinion on various points connected with the salt administration at Nowpadah. His remarks in reply to this request of mine are given in paragraphs 39 to 82 inclusive.

3. Mr. Grahame has given so full an account of the occurrences at Nowpadah that it does not seem necessary for me to recapitulate what he has said. I will, therefore, confine my observations to such points as seem to call for remark from me.

4. Whether the frauds extended to one lakh or six lakhs of Rupees' worth of salt it is now impossible to say. Looking at the total receipts by Government during the sixty-nine days the *bona fide* manufacture existed it is not likely that the surreptitious manufacture, even under the advantages described, could, in the forty-six days during which it was conducted, have produced more than the Government stock of $2\frac{1}{2}$ lacs of maunds. It is not improbable, however, that between one and two lacs of maunds were misappropriated. That a hundredth part or less was ultimately recovered is not surprising if Mr. Grahame's conclusions in paragraph 28 are correct.

5. In paragraphs 29 and 30 Mr. Grahame remarks upon the falling off in the sales, and I quite agree with him that this ought to have attracted attention, for, though it is usual for the wholesale transactions to cease about May (judging from the tabular statement in margin of paragraph 30), the decrease in the retail sales in 1872, as compared even with the previous year for the months of May and June, is so striking that suspicion should have been aroused by the difference. I fear that in this instance the monthly account current which, it may be supposed, was invented for the very purpose of checking such a discrepancy failed in its object, owing to the acceptance of the reason assigned, which was plausible enough if there had been truth in it. I apprehend that such statements having to be made periodically are often carelessly prepared, and oftener contain standard repetitions of previous months' entries. In a matter of this kind everything depends on the accuracy of the information which the Deputy Collector signs as his opinion. As I am writing at a distance from head-quarters, and do not like to detain this report

pending the receipt of information on various points which I should otherwise have wished to procure, I may not be correct in my idea, but think it probable that the Deputy Collector, as a rule, has not before him so compendious a statement as that prepared by Mr. Grahame. I certainly think that it would be possible to improve the form of the monthly account current so as to exhibit in the concluding memorandum a more comprehensive analysis of increase and decrease.

6. I have not deemed it advisable to call upon Mr. Thompson to submit any explanation of the backwardness of the Salt Department to furnish assistance. I think it would be only useless delay. Mr. Thompson's alleged want of promptitude may be owing to the fact that he was at the time engaged in a departmental inquiry, a memorandum of which Mr. Grahame has forwarded (Enclosure 20). I do not attach any importance to his terming the illicit salt "spontaneous." That is the term often applied to salt illicitly manufactured. In the true acceptation of the word the salt in question was certainly not spontaneous.

7. With reference to the carelessness pointed out in paragraph 35 I have written to the Deputy Collector to issue orders to the different Salt Superintendents to take care that, as the salt estimate is approaching completion, they should see that no more brine is admitted into the pans than they may consider sufficient to complete the estimate, without leaving any surplus salt or brine in the pans, so that there may be the least probability of a temptation like that of 1872 being again placed in the way of the subordinate officials at the station. The omission to see his orders about destroying the "spontaneous" salt carried out was, no doubt, a neglect of duty by the late Superintendent.

8. I have to request that the Board will obtain the sanction of Government to the disbursement of the sums asked for by Captain Pickance, viz., Rupees 973-13-9 (Rupees 773-13-9 + Rupees 200), for certain Police Constables and informers. The value of the salt recovered, the Board will observe, is more than double the amount asked for by the Superintendent of Police. I beg also to support Mr. Grahame's recommendation in paragraph 37 that double pay be given to those subordinates of the Principal Assistant Collector's office who were with him at Nowpadah for the time they were there. The amount involved, as I learn from Mr. Grahame demi-officially, is under Rupees 50.

9. The question of Zemindari Curnams will, I believe, shortly be before the Legislature, and I shall not, therefore, make any remarks as to what Mr. Grahame says about the village servants of the villages round Nowpadah further than to say that in the present case it will be difficult and would seem harsh to punish the Naidus, whom alone we can touch at present, inasmuch as there is no proof against them and as we are unable to lay hands on the Curnams. I quite agree with Mr. Grahame that there can be little doubt that both Naidus and Curnams knew quite well what was going on.

10. Paragraphs 40 to 44 require no comment. I agree with Mr. Grahame (paragraph 45) that the Salt Department in Ganjam is a heavy charge for one man to supervise but I am not prepared to recommend that two Salt Deputy Collectors

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should be employed in the district. I consider the suggestion that the Salt Deputy Collector in Ganjam should draw travelling allowance at Rupees 4 a day instead of Rupees 3, as sanctioned by Board's Standing Order, No. 407-10 (XII. of 1872), to be a sensible one, and suggest its adoption. I cannot but agree also in what is advanced in paragraphs 53 and 54 as to the necessity of the Deputy Collector having his head-quarters at Nowpadah. It is, no doubt, a disagreeable place; but as some compensation for this I would propose that he should draw his travelling allowance always subject to the fourteen days' proviso. I am not aware of the circumstances under which Chicacole was fixed upon as the head-quarter station of the Salt Deputy Collector, but certainly he has no work to do there, and one or other of the salt stations would naturally seem more suitable. If this arrangement be carried out I do not see that the Deputy Collector would have much difficulty in supervising all four stations.

11. *Paragraph* 47.—I do not see any objection to the *second* recommendation, viz., to receive salt into store as long as it can be manufactured. It need not be altogether without reference to the budget estimate, because it would be easy, if necessary, to commence work later than usual so as to carry the manufacture down to the commencement of the rains. At Ganjam and Umaravalli it is no uncommon thing to sell off all the salt in store. It is not always possible even now to adhere accurately to the budget estimate.

12. *Paragraphs* 50 *to* 52.—When Mr. Grahame was acting for me during my absence on leave he put into practice his suggestion in paragraph 52, and directed the Salt Deputy Collector to forward to the Collector a copy of every departmental order. I think the order a wise one. I have never known what was going on in the Salt Department except at irregular intervals. The monthly accounts have hitherto always been sent in duplicate to the Treasury Deputy Collector and were by him forwarded on without being seen by the Collector except in a condensed form in the Gazette. Now one copy comes direct to the Collector, who can thus see monthly with his own eyes how sales are going on and to a certain extent compare them with those of previous years.

13. Since the beginning of this year R. Dhurma Row has carried out his own suggestion of sending me a weekly diary, in half margin, of his proceedings. It is a confidential document, which I do not place on record but return with my remarks to the Deputy Collector. It answers to the diary sent in to his Superintendent by a Police Inspector. I think it a very good method of obtaining a knowledge of what goes on. Matters are discussed as they occur in an unreserved manner, and I do not think a better method could be devised of keeping up an interest on both sides in the working of the department. I am not sure that a similar system might not with advantage be adopted in other branches of the public service. The Head of the district might then be better informed than he is now of what he ought to know.

14. The Deputy Collector also now reports all transfers and appointments which he makes. In this respect the provisions of paragraph 13, Board's Standing Order No. 390, have not apparently heretofore been observed.

15. Mr. Grahame appears to have overlooked paragraph 2, Board's Standing Order, No. $\frac{200}{1}$, (18th May 1866). The duties of a Sub-Collector in reference to the Salt Department are there clearly defined, and, if the instructions in paragraph 3 are attended to, there ought to be no difficulty about clashing of authority, but we all know that human nature is frail. I think the present orders on the subject are sufficient if they are properly carried out. They have to a certain extent been lost sight of here. I hope no difficulty will arise on this score hereafter.

16. In paragraphs 56—79 Mr. Grahame discusses the best mode of checking fraudulent misappropriation of salt whether in the pans or on the platforms. It is obvious that thefts may go on from both—in the former the whole time of manufacture as well as after it has closed, and in the latter the whole year round. To check these thefts we have (1), to arrange that salt should not be formed in the pans after the manufacture has ceased; (2), to protect the pans and platforms by such permanent defences as may be practicable; (3), to enforce the rules already laid down as to manufacturers and traders; and (4), to see that the Police guard is of sufficient strength and well officered.

(1.) *Paragraphs* 57 *to* 60.—The simple precautions mentioned in paragraph 57 should certainly be adopted, and by arranging that the manufacture should commence at such date as may be sufficient to obtain the dittum and cease with the rains no extra expense need generally be incurred either for superfluous salt or extra guard.

(2.) *Paragraphs* 61 *to* 72.—It is clear from Mr. Grahame's remarks on this head that the Standing Orders of the Board have been neglected. I am already in communication with the Deputy Collector on the subject both as regards Nowpadah and the other salt gullies. He is commencing the planting of aloes and will prepare estimates for putting all platforms and, if possible, pans in a state of defence, though doubtless it will be an expensive affair. Something has already been done at Surlah to protect the pans by the digging of a broad moat as a famine relief work last year. The magnitude of the revenue involved, however, justifies considerable expenditure. My own observations when I visited Nowpadah in August last bear out Mr. Grahame's account of the present state of affairs.

(3.) *Paragraph* 69.—This is, I fear, not an isolated instance of non-observance of the rules on the subject. I have myself had occasion, both at Ganjam and Surlah, to remark on occurrences of a similar nature. The Umaravalli Superintendent has been ordered to submit an explanation of his alleged disobedience of distinct orders, and on its receipt I shall be in a position to decide what ulterior action may be necessary. The Deputy Collector has been instructed to personally call the attention of the officials at each gully to the rules on the subject.

(4.) *Paragraphs* 73 *to* 79.—Mr. Grahame's proposals on this head have been carefully considered and merit attention. I quite agree that the Police force at present employed is insufficient. I have already recorded a similar opinion in my letter, dated 26th July 1872, No. 1,378 (Board's Proceedings, dated 16th August 1872, No. 1,603). The increased percentage of cost as compared with the revenue

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which would be required to carry out Mr. Grahame's suggestions is, as he points out, small—much less than one per cent. At the same time his proposition is avowedly based on the supposition that the platforms are to remain in the present state. If the platforms are placed in a proper state of repair and guarded by a moat a smaller guard than Mr. Grahame proposes would be sufficient to protect them. The suggestions that the platform guard should live on the platforms, should not bring their families to the station, and should be changed every six months, are, I think, good and have Captain Pickance's approval. The question generally including that of European Inspectors and Head Constables is one for the Police Department to consider. I have already strongly advocated the employment of Europeans. I am given to understand that Major Tennant, Deputy Inspector-General of Police, who is now in the district, is giving the subject of salt guards his careful consideration. He is already in possession of Mr. Grahame's views. I hope to be able to visit in his company the different salt gullies and to consult with him on the spot in regard to the various points involved.

17. I cannot say that the recommendations made in paragraphs 81 and 82 of Mr. Grahame's report commend themselves to my judgment. For my own part I cannot conceive anything more objectionable than the chowkey system with its opportunities for bullying the people. I should be very sorry to see Rowanahs reintroduced. If I remember right the present arrangements were settled after careful consideration, and though, of course, such a check may have its advantages, I think them more than counterbalanced by the obvious drawbacks.

18. I have no remarks to offer at present on the reversal of all Mr. Grahame's decisions at Nowpadah by the Sessions Judge on appeals. Mr. Grahame's Calendars are forwarded for the Board's perusal, and when he sends the remarks he promises to make on the whole series of the Sessions Court's judgments I will forward them to the Board with copies of the Court's judgments. I have not yet seen these papers myself as it is not the custom here for the District Magistrate to be informed of anything affecting any Court but his own.

19. I beg to point out, for the Board's serious consideration, Mr. Grahame's observations in paragraph 83 as to the doubt there seems to be whether the taking of salt from the pans clandestinely be theft or not, and to express my opinion that it is of vast importance to the revenue that this doubt should be solved. I quite agree with what Mr. Grahame says, and, as he has stated the question clearly enough, shall add no more. If it should prove that Mr. J. G. Thompson, the Judge, holds the same view as Mr. J. J. Thompson, the Deputy Collector, I suggest that the Board might obtain a ruling from the High Court in the matter. Notwithstanding the reversals of the sentences passed on the salt subordinates I shall not reinstate them in their former posts as there is no moral doubt of their guilt.

20. I have not thought it necessary to forward to the Board the samples of salt sent by Mr. Grahame.

21. Mr. Grahame has written a very exhaustive report on a very important subject, and I am under much obligation to him for the attention which he has bestowed on the matter and for the thorough manner in which he has, in spite of many difficulties, accomplished the task.

ENCLOSURE No. 1.

From W. F. GRAHAME, Esq., Acting Principal Assistant Collector, to C. G. MASTER, Esq., Acting Collector of Ganjam, dated Chicacole, 30th January 1873, No. 26.

I HAVE the honour to reply to your No. 1,365 of 26th July 1872.

2. Before receiving your letter I had gone to Nowpadah. Captain Pickance, Superintendent of Police, had written two or three letters demi-officially requesting me to meet him there. Owing to the Vamsadhara having been for some days impassable I was detained in Chicacole for nearly a week, but finally started on Tuesday, 16th July, reaching Nowpadah the same evening.

3. Captain Pickance mentioned in his demi-official letters that when I arrived I should find a good deal of magisterial work ready for me. But I had no idea until I saw him of what I should have to do. And it was not until I had been nearly a fortnight investigating one case after another that I began to understand what had been the real state of affairs and was able to connect properly the various depositions I had taken. It was not till near the close of the inquiry that I was able to put together an intelligible story from the chaos of revelations made before me.

4. These revelations were simply astounding. They would have been almost incredible but that it was impossible to get over the evidence all to the same effect. The result has been the exposure of a series of frauds on Government, or rather of one gigantic fraud—for there was no break in the transactions—which I may venture to say is without parallel in the Salt Department for audacity of plan, wanton carelessness of execution, and ease of disposal of the booty.

5. Had I not received your letter I should nevertheless have sent you a special report on what came to my knowledge at Nowpadah, for the state of matters as they have been there is eminently discreditable to the Salt Department, and the Board of Revenue should know fully all that can be told them on the subject.

6. It would be easy to give a summary of each case that was tried with the result, but that would lead to tiresome repetition. I think the best course I can adopt is to give you in the form of a connected narrative a statement of what has happened at Nowpadah this* year in relation to salt as I gathered it from sworn depositions, documents, and other sources of information which I believe to be trustworthy.

* Wherever the words "this year" occur the year 1872 is meant. W. F. G.

7. This year the manufacture of salt at Nowpadah began on the 1st of February.† The year was peculiarly favourable to the manufacture. The brine was strong, and the salt came good and quickly. There does not seem to have been any very large delivery‡ at the platforms from the beginning. I enclose a copy§ of the return showing the estimated amount taken to the ryots' heaps' platform by the ryots daily from 1st February to 11th April. This daily estimate comes to a total of 2,50,000 maunds. The detailed account‖ of salt stored at Nowpadah for Fasli 1281 gives a total of 2,55,611 maunds, or 5,611 maunds more than the estimated yield, which shows that the daily estimate may be taken to be fairly accurate. There was a steady regular daily delivery until just at the end. As soon as the ryots began to find out that the estimate for the year for Nowpadah Gully was approaching completion there was a rush to deliver salt, and while, in the first eight days of April, the delivery had averaged 3,673¶ maunds a day, it rose to 16,420 maunds on the 9th and to 23,499 on the 10th. The estimates for Nowpadah last year and this year were the same, 2,50,000 maunds, for each year, and this year the estimate was completed early. Last year

† That was the day salt was first taken from the pans to the ryots' storing ground.

‡ See Enclosure 1.

§ Enclosure 1.

‖ Copy sent (Enclosure 2).

		MAUNDS.
¶ 1st	April.....	3,100
2nd	,, ...	2,810
3rd	,, ...	2,350
4th	,, ...	3,530
5th	,, ...	3,580
6th	,, ...	3,785
7th	,, ...	4,535
8th	,, ...	5,095
		8)29,385
		3,673

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the receipts of salt from the pans fell short of the estimate by nearly a lac* of maunds owing to the frequent showers of rain in the manufacturing season, and when the south-east monsoon broke, about 20th June, the tale of salt was still incomplete. This year there was no rain; the weather was dry and hot. The estimate was completed by the 11th April. On that day at Nowpadah an order† was received from the Acting Salt Deputy Collector, Mr. Thompson, ordering the manufacture to cease and no more salt to be received. The ryots looked on this as a great hardship. The pans were full; last year there had been a deficient salt harvest, why should they not be allowed to make and deliver what was still in the pans? Such were their arguments, but they were of no avail. The fiat had gone forth, and they had to leave the pans brimful of salt either ready or in strong brine. The pans it was well known to the Salt Department at Nowpadah contained large quantities of good salt, and the Assistant Superintendents, Varikunta Subbarow and Narsing Bahu, were ordered‡ to have it trampled under foot and rendered unfit for use.

* 92,230. In Fasli 1279 (1870) only 82,509 maunds of salt were made.

† Copy sent (Enclosure 3).

‡ Copy of order sent (Enclosure 4).

8. Narsing Bahu, just mentioned, is a remarkable man. He was 2nd Assistant at the Nowpadah Gully on Rupees 15 a month, but he was really the Superintendent. He exercised over the nominal Superintendent that dominion which a strong mind exercises over a weak one, rendered still weaker by old age and infirmity. In Nowpadah and the villages around he seems to have been the "guide, philosopher, and friend" of all.§ Every one that was in distress and every one that was in debt went to him as to David of old. He gave them advice. He lent or gave them money. It would be difficult to overestimate his influence in the country round about Nowpadah. I could see plainly that all looked up to him as one very different from ordinary men, and, though they appeared to like him, they feared him.

§ Since writing this I have found out that Narsing Bahu is the uncle of the renters of Nowpadah. Still the people considered his dealings with them prompted by goodness of heart only, and he seems to have been disinterested. When he was brought to Nowpadah under arrest hundreds went out to meet him, and when he left Nowpadah a convicted felon on his way to jail a still more numerous crowd followed him for miles lamenting the downfall of their "Rajah" as they called him. W. F. G.

9. Before Narsing Bahu appeared before me as a prisoner charged with complicity in these frauds I had made his acquaintance in my Court. He appeared as a witness in Case No. 43‖ of 1871 on my file as Acting Principal Assistant Magistrate. He made a very unfavourable impression on me. One of the Nowpadah salt vettiyans had been accused of stealing some of the straw collected for thatching the heaps of salt. He called Narsing Bahu as a witness in his defence. After examining Narsing Bahu I was of opinion that he had given false evidence, and recorded my opinion to that effect in my judgment. The Deputy Collector, D. V. Narsing Rao, was in Court when I examined Narsing Bahu. I told him what I thought. He agreed with me. He (Narsing Rao) on that occasion voluntarily came forward as a witness in favour of the vettiyan and stated that, although he could not say if the charge were true or not, the Salt Department was hostile to the prisoner because he was in the habit of revealing to the Deputy Collector (Narsing Rao himself), "the secrets of the station," *i. e.*, the irregularities committed by the Salt Assistant Superintendents and other subordinates. He stated that on defendant's report that the Assistant Superintendents and peons were trying to get up cases against defendant he had removed the peons. I forwarded to D. V. Narsing Rao a copy of my Calendar with remarks on Narsing Bahu. He told me verbally that in consequence of what had occurred during the trial of that case and of other things which he knew Narsing Bahu was not to be allowed to remain at Nowpadah. Some time after in the Ganjam Gazette appeared a notice¶ that Narsing Bahu was transferred to Itchapore.

‖ Copy of Calendar sent (Enclosure 5).

¶ Ganjam District Gazette, No. 22 of 1871, dated 28th October 1871, page 352.

10. When Narsing Bahu appeared before me in connection with the case now under report I recognized him. I asked if he had not been transferred from Nowpadah to Itchapore. I was informed that he had been, but to my surprise I learned that almost simultaneously with the Gazette notice transferring the man to Itchapore the Salt Deputy Collector, Narsing Rao, wrote* departmentally to the Nowpadah Superintendent telling him that Narsing Bahu was to remain at Nowpadah. The Gazette order was thus cancelled. But that was known to only the parties concerned.

* Copy of order sent (Enclosure 6).

The order I see is dated 14th December 1871, six weeks after the Gazette notice appeared. But, according to the information I received, Narsing Bahu never went to Itchapore at all.

W. F. G.

11. When the order came to cease the manufacture of salt, the pans, as I mentioned above, were full either of salt or of brine which would become salt in a few days. Here was an opportunity which might never occur again. Was it to be lost? The ball was at Narsing Bahu's feet, and he kicked it. I am convinced that he planned the operations which followed. Others may have wished to take advantage of the opportunity, but I am sure he arranged how it was to be done. Who first broached the subject we shall never know. What is certain is that, before they began to act, Narsing Bahu, V. Subbarow, the then Inspector of Police, Dupalapudy, and Appalaswamy, the Head Constables, and many of the salt peons had come to a regular understanding as to how they were to proceed. They probably met and talked the whole matter over. The *modus operandi* was simple enough. Every evening a certain number, generally three, of the inferior conspirators collected and kept in some convenient place large bodies of kavadimen from the villages of the country round about Nowpadah. Each band of kavadimen consisted of from 100 to 300 individuals, who waited with patience till they were called. Later on in the evening, from 8 P.M. to 11 P.M. as a rule, the chief conspirators, the two Assistant Superintendents, the Inspector, and the Head Constables of Police sallied forth for "rounds" to see that all was right and no malpractices going on. I am bound to say that they did go round generally one platform. Then came business. The chiefs divided into three or four parties, and each party went to its appointed spot. The kavadimen were then brought up and taken into the pans. There each man filled up his kavadi baskets with salt, which he there and then scraped from the pans, and departed, paying as he went.

12. As soon as all the kavadimen had filled their baskets they were allowed to depart. Each paid for the salt he had taken. Payment was generally made at the rate of 1¼ Rupees for a kavadiload, and the money was handed to those of the conspirators who were present. Some paid their money to salt peons, some to Constables. Occasionally the money was handed direct to the Inspector of Police or Salt Assistant Superintendent. In the event of any kavadiman not having brought his money his name was noted down and next day a salt peon or a Constable (generally the former) went to his house to receive the money. It is needless to say that all the men who carried away salt paid up without fail. The price was far cheaper than the rate at which Government sold salt, little over a third, and the thieves knew well that any failure to pay would lead to their being sent up for theft, and probably to severe punishment.

13. After all the kavadies were filled and the money paid, or the names of non-payers written down, the kavadi coolies were led out of the pans and allowed to go home. The salt officials and Police then returned to Nowpadah accompanied by the men who had taken the coolies into the pans and received the money from them. At Nowpadah Village the receivers of the money generally went into the Inspector's house with the Inspector.

14. When these frauds began salt was taken away from the pans only at night, when the coolies were brought up. During the daytime everything was conducted with strict decorum. But the *auri sacra fames* grows with remarkable rapidity. The worthies whose doings form the subject of this report, Oliver Twist-like, were always wanting more. The night was not sufficient for their operations. After all what had they to fear? They were masters of the situation, and, therefore, reversing the advice of the Irish Poet, they stole a few hours from the day. For the last three weeks of the salt thefts the kavadimen were brought into the pans day and night. This was for the three weeks before the monsoon broke. The rains about the 20th June brought to an end the theft from the pans.

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15. In addition to the usual guard at the gully sixty-two additional Constables were sent down to Nowpadah this year. The total number of Police was eighty-nine under one Inspector and ten Head Constables. Among the extra Constables specially employed for and during the salt season were a number of Ooriyas, sons of the Gumsur Paiks. Ten of these men who had been employed at the Nowpadah Gully appeared before Captain Pickance, Superintendent of Police, at Chetterpore on the 2nd July and made a report to him. Their tale appeared incredible, but he became convinced that there was something in it. Captain Pickance made his way to Nowpadah on the 12th July, having been till then detained at Berhampore at the Sessions. Arrived at Nowpadah, Captain Pickance, guided by an informer, proceeded to search for hidden salt.

16. The first village searched was Palikalapeta, in and around which ninety-two maunds of salt were found in various cachettes. I give a list* of the villages in which salt was found, and need not, therefore, detail here the proceedings at each village. Suffice it to say that in twenty villages Captain Pickance captured in all 1,171† maunds of salt worth at Government prices Rupees 2,342. When he began his search he applied to the Salt Department for assistance. This, it is needless to say, was not given. Narsing Bahu was still in power. The Police at first had great difficulties to contend with. The people of the villages refused to give any assistance. It would have been absurd to expect it. Far from aiding they steadily all through worked hard to hide and destroy the salt they had. They were occasionally ingenious. When one village was searched one man was found just about to repair a wall and trampling mud for it. He trampled and trampled away, but never got his mud ready to begin. This excited suspicion, and on his mud being examined it was found that he had all the while been merrily trampling into it the salt he had. At Santha Bomali the salt was mostly thrown into the wells. At Tekkali Raghunadhapore, notwithstanding the (doubtless) energetic efforts of Mr. Inspector Venkiah, not a grain of salt was found. But, although he knew nothing of salt there, I was informed that there had been salt in the town, and that as soon as the searches began it had all been thrown into a large tank on the west of the town.

* Enclosure 7.

† As per Nowpadah Salt Superintendent's receipt (Enclosure 8).

17. I reached Nowpadah, four days after Captain Pickance, on the 16th July, as stated in paragraph 2. The Tekkali Sub-Magistrate was there waiting for me. Finding the work likely to be very heavy I sent for the Narsannapetta Sub-Magistrate, and afterwards for the Kimedy Sub-Magistrate, to assist me, when the two former left, having to attend the Sessions at Berhampore. The number of cases put before us by the Police was thirty-two.‡ I myself tried the chiefs or head centres—to wit, the two Salt Assistant Superintendents, the Inspector, D. Appalaswamy, two salt peons, five Head Constables, and two Constables—leaving the rank and file of the inferior conspirators to be dealt with by the Sub-Magistrates. I enclose lists§ of the cases tried, giving the sentences imposed on the prisoners, whose department and rank also are given. One man, an Inspector,‖ remains yet to be tried. I shall try him myself, but he has not yet been placed before me by the Police.

‡ Enclosures 9 and 10.

§ List of Police Subordinates tried. (Enclosure 9).
„ of Salt do. (Enclosure 10).

‖ Since brought up for trial and convicted

18. It is impossible to find out how much salt was taken from the pans and, therefore, to estimate its value. There seems to be hardly any doubt that every night at least three sets¶ of, on the lowest average, two hundred men each removed salt from the gully, a kavadi-load to each man, and that, except when there was water in the pans (and possibly with no exception), this went on from night to night and from week to week, from four or five days after the manufacture ceased until the rains began and put a stop to it. Each man would naturally take away as much as he could carry, say a maund and a half.

¶ I think this the lowest possible estimate and below the truth. See after paragraphs 22 and 23.

W. F. G.

Six hundred men would then carry away 900 maunds, or 1,800 Rupees' worth of salt at the Government price. The manufacture ceased on the 11th April, and about the 20th June (I cannot give the exact date)* the rains began; there were, therefore, about sixty-six days during which salt was being stolen. It was not, however, I think stolen every day but probably on between forty or fifty days. From the estimate of sixty-six days must be made a deduction of about twenty days calculated below.

* At Chicacole the rains began on the morning of 22rd June. It is not likely they were more than two days earlier at Nowpadah.
W. F. G.

19. The one flush which filled the pans at the time the manufacture ceased would have given employment for only a few days at the rate at which the thieves went to work. The chiefs of the conspiracy were not likely to be satisfied with that. They were not to be baulked of what they looked on as a sure prey. They, therefore, themselves cut the bund and twice flushed the pans from the reservoirs. That gave three scrapings. They had two more (for there were five scrapings in all), but they did not flush the pans for them. On two occasions, apparently just in the nick of time, heavy thundershowers came on and filled the pans, which were so strongly impregnated with salt that when the rain-water evaporated there was salt ready to be scraped just as though the pans had been flushed with brine.

20. The brine with which the pans were filled at the legitimate flush immediately before the 11th April was so strong, and the sun was so hot, the air so dry, that it evaporated in about four days, or about half the time usually required for evaporating a flush. Each of the subsequent illegitimate flushes probably took the same time, and the flushes caused by the two thundershowers perhaps half as long again, or six days each. That would be $2 \times 4 = 8 \times (6 \times 2 =) 12 = 20$ days to be deducted from the sum total of days between the day the thefts began and the day the rains began, about the 20th June. The thefts began on the 15th April, and, allowing that they ceased on the 19th June, there would be $66 - 20 =$ at least 46 days for the thefts. I assume that forty-five days is the lowest number of days on which thefts were committed.

21. If the calculation of forty-five or forty-six days be correct, and the former calculation (*vide* paragraph 19) that 900 maunds of salt were stolen each night that the thieves came, then the total amount of salt stolen would be over 40,000 maunds, worth at the Government price over Rupees 80,000. I must remark, however, that the thefts may have been continuous. The salt ryots† flush two-thirds of their pans at a time and work the other third. If the thieves did the same they had sixty-six or sixty-seven days to steal in. That would give them 59,400 to 60,300 maunds worth 1,18,800 to 1,20,600 Rupees.

† *Vide* the side-note to the tabular statement in Enclosure 12.

22. Captain Pickance and I worked out these sums independently of each other. He estimates‡ the working days at forty-five and the amount of salt at 32,850 loads at Rupees 3 each, or 98,550 Rupees' worth.

‡ *Vide* Enclosure 11, extract from Captain Pickance's letter to the Deputy Inspector-General, No. 626, of 29th August 1872, paragraph 9.

23. There is yet a third estimate. This is got by multiplying the number of maunds of salt produced at one scraping by the number of scrapings. We must remember that when these thefts began the thieves had to deal, not with the pans as they are at the beginning of the working season, when they are comparatively weak as regards productive powers, but with the pans at their best, as they are when their productive powers are at their highest. The first scraping for Government is supposed to produce 21,741 maunds, the second 43,482, and the third 86,964.§ The first stolen scraping must have been at least as good as the third Government scraping, and the two subsequent scrapings from the stolen flushes ought to have been as good. Those three alone would, therefore, give $86,964 \times 3 = 2,60,892$ maunds, and, if we assume that the two rain-flushes gave only a quarter the usual amount of salt, we find that the total yield of the five flushes reaches the enormous quantity of 3,04,374 maunds or Rs. 6,08,748, if we are to suppose that all the salt produced was removed. This is very unlikely. I learn,

§ *Vide* Enclosure 12, copy of tabular statement furnished by R. Dhurma Row, Salt Deputy Collector.

however, from the Salt Depuy Collector in a demi-official that he has ascertained on good authority that about 800 men on an average worked in the pans during the time the salt delivered to Government was being made, and the amount of salt delivered to Government was 2,55,611 maunds in sixty-nine days.

24. And yet, enormous as the third estimate is, incredible as it may appear, it is not impossible. There is no reason why it should not be the true one. The legitimate delivery* of salt at the platforms began on the 1st February with two maunds (!) and ended on 10th April. It thus went on for sixty-nine days, on each of which there was delivery of salt. The illegitimate delivery to outsiders took up the running at the point where the legitimate delivery ceased, and ran for about the same number of days or a very few less. The thieves had the unfair advantage that they began from the very first day with the power to take away as much salt as carriage could be found for. We can only guess at the number of kavadimen who were brought in. They might have been 1,200 or more as easily as 600, and each man may have carried away two maunds; if so, in sixty-five days we get 1,56,000 maunds by simple multiplication worth 3,12,000 Rupees, while the absence of improbability in this calculation shows that the estimate is not an impossible one, which admits that over three lacs of maunds may have been stolen.

* As shown in Enclosures 1 and 2. The real delivery was 2¼ per cent. in excess of the estimated delivery, or as 2,55,611 maunds: 2,50,000 maunds.
W. F. G.

25. My own estimate, that Rupees 80,000 worth of salt was stolen, I am inclined to think is under the real figure—whatever the latter may be. We know that the highest price paid for the stolen salt was Rupees 1¼ a kavadi-load, or a little over one-third of the Government selling price, the ratio being Rupees 3 to Rupees 1¼, or 12 to 5. We know further that when a jaddi ($2\frac{2}{25}$) or two men's load was carried away the price was Rupees 1½. I assume that two men would carry 200 lbs. of salt or 2½ maunds = Rupees 5; the ratio, therefore, between the price of part of the stolen salt and the Government price was Rupees 5 to Rupees 1½, or 10 to 3. We know that at the end of the transactions the price was very much reduced, being sometimes as low as Annas 12 for a kavadi-load. Lastly, we know that for the last three weeks salt was carried away by day as well as by night, and that many men were allowed to carry away as much as they wished without paying for it. On the four data just given it is not unreasonable to assume that the stolen salt was sold at an outside price of one-third the Government price.

26. That assumption again finds strong corroboration in the opinion† of the people about Nowpadah as to the amount of money actually paid into the hands of the conspirators. They say that some of the money was divided, and that especially some Policemen who had to go away from Nowpadah received the larger part of their share of the booty. As an example of what each share was worth I shall mention that a Constable is said to have received over Rupees 100, for it was notorious that the man had had new jewels made for his wife to the amount of Rupees 100. In this way Rupees 14,000 or 15,000 are said to have been *bonâ fide* divided—10,000 among the Police and 4,000 or 5,000 among the salt peons and vettiyans. The rest of the proceeds were kept until everything should be over and they could proceed quietly to a division, which never took place owing to the ruthless way in which Captain Pickance pounced down on them. This money was left in the hands of Narsing Bahu, so great was their trust in him (or his ascendancy over the others), and is said to be *at least* Rupees 10,000.

† See Enclosure 13, a Memorandum drawn up for me, in which is given a *résumé* of the gossip of Nowpadah and the surrounding villages.

27. Of this money—as of the sum which was divided—not a vestige can be found. When the conspirators found that they had been "blown upon" every trace of it was destroyed. It is beyond doubt at Narsing Bahu's disposal, and probably he alone is in possession of the secret as to where it has been hidden. Of course, *now* the maxim of "Honour among thieves" will not apply, and I have sufficient respect for his abilities to feel certain that even had these frauds never come to light he would have swindled his fellow-rogues.

28. Where did all the salt go? That question cannot be answered. The amount recovered by the Police, about 1,200 maunds, bears a very small proportion to what was removed from the pans. I have no moral doubt that a very large quantity found its way to Palcondah, Parvatipore, and other markets, where it was sold to traders, Brinjarries, and others. Part of it was sold to merchants coming to the Nowpadah station for Government salt. They were stopped at some distance off and the stolen salt was taken out to them and sold at about half the price of Government salt. A considerable quantity was thrown into wells and tanks, mixed with mud, trampled under foot, and thrown out on sand-hills. A far larger quantity probably remained where it had been hidden and was never found by the Police, but was removed by the hiders when the hotness of the search had somewhat cooled down. A good deal of it was no doubt used by the people, who most likely used then a greater amount of salt than they had ever before used in their lives.

29. One feature in the matter is that, although there had been steady sales of salt, retail and wholesale, at Nowpadah up to about the time when the thefts began, the sales from that time began to decline. I annex a short tabular statement* of the sales from March to July 1872, from which it will be seen how they fell off until they reached their lowest in June :—

* Abstracted from Enclosure 14, a statement of the daily sales of salt from 1st March to 31st July 1872.

Month.	Retail.		Wholesale		Total		
	MDS.	RS.	MDS.	RS.	MDS.	RS.	
March	35,294	70,588	28,800	54,720	64,094	1,25,308	† These figures are entered according to Enclosure 14, but are wrong. They should be 2,255 and 4,510, respectively. W. F. G.
April	21,316	42,632	32,400	61,560	53,716	1,04,192	
May	† 2,413	† 4,826	...	...	2,413	4,826	
June	1,038	2,076	...	...	1,038	2,076	
July	2,347	4,694	...	...	2,347	4,694	

Remittances from Nowpadah Salt Treasury to Berhampore Bank.

	RS.		RS.
3rd January ...	1,00,000	18th March	70,000
19th ,, ...	52,000	6th April	94,000
6th February ...	56,000	9th May	42,000
17th ,, ...	70,000	June	...
2nd March	70,000	July	...

‡ Enclosure 15, to which is added an account (Enclosure 16) showing the remittances from 1st January to 31st July in 1867, 1868, 1869, 1870, and 1871. From Enclosure 16 it will be seen that 9th May is an early date for remittances to cease. In only one year (1869) did they cease at an earlier date. W. F. G.

They began again from the day Captain Pickance made his appearance at Nowpadah. The remittances ceased with the cessation of sales, as the marginal table shows. The wholesale sales may be affected by circumstances of which I know nothing, but the retail trade arose from the ordinary daily wants of the people and should not have varied much month by month and week by week. But a comparison§ of the fortnightly sales from 1st March to 31st July 1872 shows a very remarkable variation in the sales.

§ Abstracted from Enclosure 14.

	Retail.		Wholesale.		Total.		
	MDS.	RS.	MDS	RS.	MDS.	RS.	
1st to 13½ March	21,321	42,642	15,600	29,640	36,921	72,282	MDS. RS.
13½ to 27th ,, ...	13,973	27,946	13,200	25,080	27,173	53,026	‖ 1,502 3,004
1st to 13½ April	16,620	33,240	26,400	50,160	43,020	83,400	¶ 753 1,506
13½ to 27th ,, ...	4,696	9,392	6,000	11,400	10,696	20,792	2,413 = 4,826
1st to 13½ May	‖ 1,502	‖ 3,004	...	...	1,502	3,004	according to Enclosure 14, the return sent to me from the salt office at Nowpadah. The correct totals are, of course, 2,255 and 4,510. W. F. G.
13½ to 27th ,, ...	¶ 753	¶ 1,506	...	...	753	1,506	
1st to 13½ June	817	1,634	...	...	817	1,634	
13½ to 27th ,, ...	221	442	...	...	221	442	
1st to 13½ July	613	1,226	...	...	613	1,226	
13½ to 27th ,, ...	1,734	3,468	...	...	1,734	3,468	

There were sales up to the 27th of each month in 1872, there being none on the 28th, 29th, 30th, or 31st. You will observe that the wholesale sales dropped from 26,400 in the first half of April to less than one-fourth, 6,000 maunds in the second half, and then ceased altogether. It seems that at Nowpadah salt is seldom sold by wholesale in May in any year. The retail sales from 16,620 maunds in the first half of April dropped to 4,696 maunds in the second half of April; in the next fortnight they dropped again sixty-eight per cent. to 1,502 maunds; then there was a further drop to half of even that small quantity, or to 753 maunds; then there was a slight rise of 64 maunds to 817 maunds for the first half of June; and then the sales dropped to 221 maunds for the latter half of June.

30. I could not find that this extraordinary falling off in the sales caused any surprise or that any explanation was asked for or offered. The Assistant Superintendents, of course, said nothing. But no one else seems to have taken any notice of the matter. And yet a comparison of the sales in 1872 with those in former years ought to have shown that all was not right. For the sake of comparison I subjoin the sales* for the corresponding periods in 1869, 1870, 1871, and 1872:—

* Abstracted from Enclosures 17 and 14 (for 1872).

Months.	1869.			1870.			1871.			1872.		
	Retail.	Wholesale.	Total.	Retail.	Wholesale.	Total.	Retail.	Wholesale.	Total.	Retail.	Wholesale.	Total.
March	4,921	51,600	56 521	6,880	43 200	50,080	34,641	27,600	62,241	35,294	28,800	64,094
April	9 721	...	9,721	22,408	26,400	48,808	29,192	16,800	46,292	21,316	32,400	53,716
May	6,249	...	6,249	15,203	1,200	16,403	15,229	1,200	16,429	2,255	...	† 2,255
June	4,475	...	4,475	4,249	...	4,249	5,504	...	5,504	1,038	...	1,038
July	5,565	...	5,565	4,878	...	4,878	5,643	...	5,643	2,347	...	2,347
March 1st to 15th	1,171	28,800	29,971	1,690	24,000	25 690	18,336	14,400	32,736	21,321	15,600	36,921
,, 16th to 31st	3,750	22,800	26,550	5,190	19,200	24,390	16 305	13,200	29,505	13,973	13,200	27,173
April 1st to 15th	6,168	...	6,168	9,371	14,400	23,771	22,213	16,800	39,013	16 620	26,400	43,020
,, 16th to 30th	3,553	...	3,553	13,037	12,000	25,037	7,279	...	7,279	4,696	6,000	10,696
May 1st to 15th	2,362	...	2,362	10,180	...	10,180	9,557	1,200	10,757	1,502	...	1,502
,, 16th to 31st	3,887	...	3,887	5,023	1,200	6,223	5,672	...	5,672	753	...	753
June 1st to 15th	3,283	...	3,283	2,252	...	2,252	3,776	...	3,776	817	...	817
,, 16th to 30th	1,192	...	1,192	1,997	...	1,997	1,728	...	1,728	221	...	221
July 1st to 15th	4,373	...	4,373	2,589	...	2,589	3,649	...	3,649	613	...	613
,, 16th to 31st	1,192	...	1,192	2,289	...	2,289	1,994	...	1,994	1,734	...	1,734

† This is the *correct* amount.

In this table the lower portion shows fortnightly sales from 1st to 15th and from 16th to last day of each month except in 1872, when the sales are for periods of 13½ days, each being half of 27, the number of days in each month on which sales took place, as shown in Enclosure 14. W. F. G.

These figures speak for themselves. I shall only remark that, although the sales in 1869 were small in comparison with 1870 and 1871, there was nothing like the almost total cessation of sales which there was in 1872. The explanation of the falling off as given by the Salt Deputy Collector on the monthly accounts is that merchants and others were afraid to go to Nowpadah on account of cholera. The explanation is proved to be wrong by the fact that all through the time cholera was in the district carts with grain came into the district from the north and that merchants came from the south to Purla Kimedy and Chicacole for grain althongh cholera prevailed.

31. The stolen salt was splendid. I examined some of the heaps of salt recovered and brought in by the Police. The crystals were, as a rule, large, and to my eyes the salt looked as good‡ as any salt in store of Fasli 1281 or previous faslis. It was almost all stored on the platforms. Part of it was spoiled, having been mixed with sand and mud, and thus rendered useless. I ordered specimens of the stolen salt and the salt of each fasli then (in July) in store to be sent to me. I forward the specimens which I got at last after repeatedly asking for them. All that I asked for have§ not been sent. However, that does not surprise me or the number of reminders I have had to give about differ-

‡ In the specimens sent from Nowpadah the first sort of salt of Fasli 1281 is the best of all. But at Nowpadah I could see no difference, and I expect that the specimens of salt in store were picked. W. F. G.

§ They have since been received.

ent things, such as returns I wanted for this report. The Salt Department at Nowpadah—I speak only of Nowpadah, for I have become tolerably intimate with that station—is thoroughly disorganized. I tell the simple truth when I say that Captain Pickance and I got absolutely no assistance from the department unless we actually forced it out of them. They may have been mentally paralysed when these gigantic frauds were exposed to view ; but the result was that it was impossible to get them to take any action. Mr. J. J. Thompson, Acting Deputy Collector, removed Narsing Bahu from Nowpadah to Itchapore, and suspended some peons and vettiyans. After my arrival he suspended some more—all, in fact, of the inferior gully servants, except five, after I told him I should have them tried. Tried most of them were and condemned. Mr. Thompson certainly appeared in my Court in the course of some of the trials I held when I sent for him. I should have thought that he would himself have put in an appearance when the Assistant Superintendents were being tried. He did not put a single case before me. He told me one day that he thought he had a case against Subbarow. That was Friday. On Sunday evening I sent for him and told him to produce before me in the morning the case he had against Subbarow. He then said he had no case. On my asking for an explanation he said he meant he had a case for departmental dealing. It mattered not, for Captain Pickance had a case against Subbarow on which he was tried and convicted. I mentioned before that when Captain Pickance went to Nowpadah he was unable to get coolies or carts and that the Salt Department would not stir hand or foot. His opinion is that it was departmental jealousy. It was simply the instinct of self-preservation with Narsing Bahu and Subbarow at that time. But I am bound to say that be the cause what it may, departmental jealousy or mental syncope induced by the revelations made—we got no help from the Salt Department.

32. Throughout his letters* and proceedings* Mr. Thompson calls the salt spontaneous salt. This is to give the matter a colouring which does not, in truth, belong to it. The salt was as much and as truly spontaneous salt as poteeine distilled in an underground shebeen in a bog in Ireland is spontaneous whiskey. The salt was manufactured as regularly and carefully as any that was delivered over to Government and probably by the salt ryots. I cannot positively assert that the salt ryots did manufacture it, but some of them stole it after it was manufactured. The bund of the reservoir was twice cut. Water was taken into it at spring-tide, and water was twice let into the pans. It evaporated by the heat of the sun, and the salt was then scraped. I fail to see the difference between those proceedings and the process by which Government salt is manufactured. To call the salt spontaneous is to beg the question, and to use the word as implying that the salt made its appearance without any assistance from the hand of man like the saline efflorescence called chavudu (చవుడు), is, in my humble opinion, to talk nonsense.

* Forwarded (Enclosures 18, 19, 20, and 21).

18. From Salt Deputy Collector to Collector of Ganjam, No. 228, dated 20th July 1872.
19. From same to same, No. 238, dated 29th July 1872.
20. Salt Deputy Collector's Memorandum of inquiry, dated 2nd August 1872.
21. From Salt Deputy Collector to Principal Assistant Collector, No. 247, dated 5th August 1872.
22. From Salt Deputy Collector to Collector, No. 250, dated 9th August 1872.

33. There is not wanting a comic element in the affair. Regularly every morning the Constables who had been out the previous night (collecting money, etc.) reported to the Head Constables (who had been with them) that a large number of men unknown had come into the pans and stolen salt. The Head Constables reported the matter to the Inspector and Assistant Superintendents, who said they would report it to the authorities (పై అధికారులకు), went and inspected the pans where the thefts had been committed, and then remained quiet. There is something exquisitely ludicrous in the idea of this reporting and reporting to each other what each one had such good reason to know so well. It reminds one of Cicero's saying about the Augurs, for it is very difficult to conceive how the reports could have been made and received over and over again without a smile. It only shows how the letter of rules is adhered to long after the spirit has fled. The Constables who appeared before me said they knew that the Head Constables and Inspectors had allowed the thefts, but then it was their business to report to the Head Constables all irregularities and, therefore, they reported to them the very irregularities in which the said Head Constables had been concerned. They never thought of reporting to a Magistrate or the European Officers. They said, some of them, that they had wished to report these matters to the Assistant Superintendent when he came to Nowpadah but that the Inspector had sent them to distant places.

34. The salt officials admitted that they had gone into the gully at night in disobedience to departmental orders. Their excuse was that the Police had asked the Superintendent to give the assistance of the salt servants to check thefts which were going on at night, and that the Superintendent ordered them to go into the gully at night with the Police. They said they had objected because of departmental orders, but that they had been ordered to go and accordingly went. The Superintendent denied* that he had given any such order. The Police did on 20th June apply for assistance stating that thieves were looting the gully. I believe this application was planned by the Police and Assistant Superintendents as a mere blind to deceive the Superintendent if—which was very unlikely—he had any suspicion of the real state of affairs. A document was produced before me which purported to be an order from the Superintendent ordering the salt servants to go into the gully at night. But it was nothing of the sort. It was an order to assist the Police in checking thefts by day. I do not believe that any such order as the one alleged was issued. In any case it was not needed.

* On this point see Enclosure 23, report from Nowpadah Salt Superintendent to Salt Deputy Collector, No. 387, dated 23rd July 1872.

35. Two things should have been done at Nowpadah this year which were not done. One was to watch carefully the delivery of salt so as to graduate the manufacture to finish it off fine so as to complete the estimate by the time the pans were empty of some one particular flush. This was not done, but the pans were flushed after enough salt had been taken out to complete the estimate. I cannot say that the Assistant Superintendents were ignorant that enough salt had been made. It is clear that they were very careless about it, or there could not have been such an enormous delivery on the two last days—very little less than one-sixth of the estimate, 39,919-2,50,000 maunds. I say they were careless for I see no reason to think that the idea of the frauds entered any one's head until the order to cease manufacture had been issued and they saw how much salt was left in the pans. When they had once begun they went on to bolder measures. When the first flush was exhausted their complete impunity naturally suggested other flushes.

36. The other failure of duty was that when the manufacture ceased the salt in the pans was not trampled out under foot. The Superintendent delegated to the Assistant Superintendents the duty of seeing the pans trampled out. They obeyed his order and trampled out some pans here and there, which they had done with. There is a report† about trampling, and there was money paid for it, but the trampling was a farce.

† I find that I am wrong in saying this. R. Dhurma Row, the present Salt Deputy Collector, writes to me demi-officially that "there is nothing in the records showing the estimated quantity of salt trampled down, or ordered to be trampled down, at Nowpadah, but a sum of Rs. 345-12-9 seems to have been spent to destroy the salt."
W. F. G.

37. Captain Pickance and I were at Nowpadah and the neighbourhood round about it for nearly three weeks. It is a most objectionable place to stop at. The drinking water is brackish, and except Captain Pickance every one in camp was ill. I got dysentery after being there ten days. Earlier or later every one of the gumastahs, servants, orderlies, Policemen, and camp-followers got dysentery. The work also was very heavy on my office people, for they were obliged to be with me for ten and twelve hours a day. I beg, therefore, that you will recommend the Board to give them double pay for the time they were at Nowpadah in recognition of their hard work and the personal inconveniences they were put to. In connection with this suggestion I may mention Captain Pickance's request‡ that Rupees 773-13-9, being thirty-three per cent. of the value

‡ Enclosure 24-a.

of the salt discovered by the Police at and around Nowpadah (1,171 maunds = 2,342 Rupees), and Rupees 200* in addition be handed over to him, the former for distribution among those members of the Police force who did good work in bringing to light the frauds and discovering the stolen salt, the latter sum for certain informers as per margin. I trust that the Board will sanction this payment.

* Enclosure 24-b.

	Rs.
B. Parasuramudu	50
G. Ramiah	50
Ramasawmy	25
P. Nukiah	25
I. Ramiah	25
K. Tatiah	25

38. The Curnams and Naidus of the villages in which salt was discovered must have known what was going on. They gave no information, and deserve to be punished for it. But that is not all. They gave no assistance when called on, and threw all the obstacles they could in our way. I sent for a number of them to see if I could get any information out of them. Unfortunately I did not summon them. Never supposing that a village servant would dream of even delaying to come when called by a Government official, I sent a peon for them. They refused to come. I was obliged to leave Nowpadah immediately after and summoned them to Chicacole. They appeared before me, but I could find out nothing from them. They said they all knew nothing and had been absent from their villages when all these frauds were taking place. Although certain of their complicity in these thefts I could not punish most of them in any way because all the villages in that part of the country are Zemindari or proprietary. Every Curnam and Naidu in the villages in which salt was found deserves to be dismissed. The Curnams are most to blame for they are the big men in Zemindari villages, but we cannot touch them. It is, therefore, high time that some steps should be taken to give us a hold on all village servants in Zemindari villages.

† In paragraph 2 of your letter, No. 1,365, of 26th July 1872.

39. I have now to answer the five points on which you† call for my opinion as regards the Salt Department at Nowpadah.

40. I.—"Its general management," at the time when I was called on to investigate the salt frauds, may be said to have been rotten. What it was in by-gone days it is, of course, impossible for me to say. The Superintendent‡ is a feeble old man, nearly blind and physically unfit for the post. He was under the thumb of one of his Assistants. When the subordinates of the establishment were proved to deserve removal or dismissal nothing was done to them, as *vide* the case of Narsing Bahu. As a commentary on the system of a Government Revenue Officer of rank having spies in his department on whose information he acts I may mention that the very man in whose case Narsing Bahu was supposed to have committed perjury was one of the conspirators in the Nowpadah salt frauds and must have been in full collusion with Narsing Bahu. He evidently did not tell all the secrets he knew. With regard to the management of the department at Nowpadah it was brought to my notice that the late Deputy Collector, D. V. Narsing Rao, by a verbal order dismissed a salt ryot from his holding without any reference to the Collector. I had considerable difficulty in unravelling the tale, but it went as follows: One Karry Korladu sent the Collector a petition against the Salt Deputy Collector. The petition was sent to the Deputy Collector for report or explanation. He gave it. But after he had sent in his explanation he verbally dismissed from the gully the ryot who had written the petition and ordered his pans to be taken away and given to another. There was no written order, and the verbal reason§ given when the man was dismissed was that "he was an intriguing fellow and had misbehaved himself in connection with the manufacture." Mr. Thompson restored‖ the man's pans to him while I was at Nowpdah because there was no written order dispossessing him. Another ryot,

‡ He applied for pension in November 1872.

§ This was told me by Mr. J. J. Thompson.
W. F. G.

‖ By order, No. 930, dated 26th July 1872. Copy of order sent (Enclosure 25).

Proceedings of the Madras Government, Revenue Department,
23rd October 1873.

Dhalli Jangam, was driven out of the gully by an order* of D. V. Narsing Rao, dated 11th January 1872, "because having committed many irregularities in the gully he is making some conspiracies about the gully pans."

* No. 36, dated 11thJ anuary 1872, copy sent (Enclosure 26).

41. II.—"The capacity of the employés," as far as I have been able to judge, has not been above the average, with one exception, Narsing Bahu of course, who seemed to me to be a remarkably able man, so much so that I have wondered how it happened that he never got promotion. The other salt employés were about the average run of gumastahs and peons. The Superintendent is, I think, honest. I saw no reason to suppose that he had the slightest suspicion of what had been going on, far less that he was in the least implicated. He certainly was reluctant to give evidence against Assistant-Superintendent V. Subbarow, but I looked on that as merely one Brahmin trying to help another, and saw nothing suspicious in it. The Superintendent gave evidence against Narsing Bahu with a clearness and readiness that showed me how glad he was to be free from the yoke.

42. III.—"The working of the Police" may be gathered from my statement of the events at Nowpadah. They were unworthy of the trust placed in them. The only thing to be said for them is that the temptation to which they gave way was, to natives of their class, probably irresistable. Captain Pickance bewails his men and says "it was cruel to expose them to such a temptation." The members of the force who came out best were the Gumsur Paiks enlisted for temporary duty at the salt-pans. "Among the faithless faithful only" they might be said with almost entire truth of them. They reported the frauds to their Superintendent as soon as they could get at him, *with whom they can converse without an interpreter.* There are strong reasons to believe that they wrote some petitions or reports which were burked. They say they wrote and posted them. If the letters were posted in the regular Post Office they may have been suppressed by some one in Captain Pickance's office; if at Nowpadah, it was too late to inquire into the matter when I was there; if the letters were posted to go by Mulki, it is enough to say that the Mulki Office is in the Salt Gully Office.

43. IV.—"The co-operation of the Revenue and Police Departments" appears to have been too perfect. They worked together in too great harmony, and the result was disastrous to Government. Deplorable as departmental jealousy and squabbling generally are, I think it would be advisable to encourage them in the case of the Police establishment placed as a preventive force at salt gullies.

44. V.—"The steps to be taken to harmonize conflicting elements, to check fraud, and to improve the general administration." This is a tough question, and the last section rather resembles the celebrated thesis "*de omnibus rebus et quibusdam aliis.*" It is, in fact, to ask me to plan a perfect organization for the Salt Department which seems to me almost too difficult for any one to do. I do not feel competent to make the attempt. I can only offer a few suggestions. I should not try to harmonize conflicting elements, for I think the less harmoniously the Salt and Police Departments work, the better will it be for Government, *provided each department does its duty*, and that, for example, the want of harmony go not so far that the Police shall refuse to check thefts or arrest thieves simply from a wish to annoy the Salt Department or to avenge some fancied wrongs. With regard to the improvement of the general administration, I can only offer the following remarks, suggested by what I have seen and heard during my inquiry at Nowpadah.

45. The Salt Department in Ganjam is too much for one man. There are four gullies, two of which are very large. The two furthest apart, Ganjam and Umaravalli are 111 miles from each other. The two others are Surla or Itchapore and Nowpadah, thirty-two and thirty miles, respectively, from the extreme points. No part of these 111 miles is traversed by a navigable canal. It is all hard road which must be got over by dawk or cart. Under these circumstances, it is impossible that efficient supervision can be exercised over the four salt gullies. If the Deputy Collector travel by dawk it is expensive and a tax upon him which he can hardly be fairly expected to pay;

if he travel by cart his progress is slow and fatiguing. The inducements to travel much are practically non-existent at the rate of extra tentage paid to him. In the Godavery District the Salt Deputy Collector can go from the Pennuguduru Pans to those at Mogultur in two days. The distance being eighty-four miles he would draw eight days' extra tentage, and as he would travel by canal boat he would suffer no fatigue and very little inconvenience. In this district it would take the Deputy Collector eight days by cart or two days by dawk, travelling day and night, to go from Umaravalli to Ganjam. In the former case his efficiency is impaired by the slow rate at which he travels although his expenses are more than covered; in the latter case his expenses are more than his extra tentage.

46. If it be desirable that the Deputy Collector himself should personally exercise supervision over the gullies, it is especially desirable that he should do so in the manufacturing season; that he should see himself how the pans are, if the estimate is approaching completion, if the reservoirs are full, and after the manufacture for the year has ceased that he should see if the pans have been trampled down and the water let out of the reservoirs. Now in Ganjam it is almost impossible for the Deputy Collector to see to all these things himself. But there are two ways in which the objects of his close supervision would be attained, one of which would dispense with a good deal of the labour now unavoidable after the manufacture is over if the Deputy Collector is himself to see to what I have said is necessary.

47. The first way is to fix arbitrary dates at which each gully will close, beginning from the south and allowing a sufficient interval between each date to admit of a thorough supervision at each successive gully; the second way, which I think better, is to receive salt into store so long as it can be manufactured in each year until the rains came down in June. The great objection to this would be that the budget estimate for the purchase of salt would generally differ, sometimes considerably, from the actual expenditure, and that after a year like the present one the stock of salt at some pans would be very much larger than we should ordinarily require. The advantages would be that in future a bad manufacturing season like that of last year* would not raise apprehensions that our stock of salt would become exhausted, and that, as the ryots would be steadily manufacturing all through, they would not be tempted to rob the pans as they did this year. There might be petty pilfering. I suppose there always is, but there would not be the wholesale thefts of 1872. I think the increased cost to Government would be more than counterbalanced by the advantages. If the stock at one station were too large it would always be possible in every year to begin the manufacture at that gully so late that no great addition would be made to the stock, or even to have no manufacture that year at all. The last course, however, is forbidden by Board's Standing Order No. 206, page 207, Dalyell's Code.

* Throughout this report "last year" means 1871 and "this year" 1872. W. F. G.

48. If salt were taken into store up to the time the rain fell there would be no necessity for the Deputy Collector seeing himself that the pans had been trampled out. It is tolerably clear from this year's experience that the gully subordinates are not to be trusted to have the pans trampled out.

49. D. V. Narsing Rao many times told me that the work of the Salt Deputy Collector is very heavy, too heavy. Considering the peculiar circumstances of the district I recommend that two Deputy Collectors be posted to Ganjam—one to the southern and one to the northern gullies, at any rate for the three months ending 30th June, by which time the rains have generally begun and there would be no manufacture going on. If this be thought unnecessary or undesirable, or if it be impossible, I recommend that the Ganjam Salt Deputy Collector be allowed, as a special case, to draw extra tentage, at 4 Rupees per diem, to cover the greater cost of travelling owing to the great distance he has to travel. The latter arrangement would be only fair to the incumbent.

50. From what I have seen and heard I think the Salt Deputy Collector is too independent of the Collector. Departmentally he is practically uncontrolled. He is autocratic. He comes and goes or remains at head-quarters at his will, makes transfers and appointments, and apparently, as in the cases I named in paragraph 40, deprives ryots of their pans *suo proprio motu*. It had hitherto been my idea that a salt ryot's pans were nearly as much his property as the land held by a ryot on putta. The marginally-noted order is the only one I can lay my hands on to bear out that view, but it seems to me at least anomalous that a Salt Deputy Collector should be able at his own will to dismiss a ryot from his pans. If that rule holds at present it would be a good thing to rescind it.

See Board's Standing Order, No. 220, page 220, Dalyell's Code.

51. I would have the Deputy Collector more under the Collector's management. I think he should report to the Collector and Divisional Officers of the divisions in which the gullies are situated when he leaves head-quarters and when he returns and what gullies he proposes to visit. It is highly to be desired, as the Board say in paragraph 7, Board's Standing Order, No. 200, page 204, Dalyell's Code, that stations should be from time to time visited by Covenanted Officers and especially by Divisional Officers. Now, from personal experience I know that Salt Deputy Collectors, as a rule, resent and take as a personal insult inquiries into their department and visits to stations made by Covenanted Officers other than Collectors. This ought not to be, and if the Deputy Collector were ordered to report to the Divisional Officers when he proposed to leave his head-quarters and what stations he would visit with approximate dates, it would be possible for the Divisional Officers to arrange every now and then to inspect, in company with the Deputy Collector, all the stations in the division in turn.

52. Again, the Deputy Collector should send the Collector a copy of every order he issues. Had that been the practice hitherto it is improbable that Narsing Bahu would have remained at Nowpadah after being, on paper, transferred elsewhere. I would give the Collector alone the power to deprive a ryot of his pans, leaving the Deputy Collector the power to recommend that any one be deprived upon due cause being shown. I would have every appointment in the Salt Department made subject to the Collector's approval and confirmation. This would prevent the department from being turned into a sort of freehold for the Deputy Collector's friends or relations. It would also prevent a Deputy Collector from giving a post to a man who may have come with him "on spec" from the further part of the Presidency, which is unfair to natives of the district, as there must be plenty of men in each district qualified for posts which a Salt Deputy Collector can give away.

53. The head-quarters of the Salt Deputy Collector of Ganjam ought to be at Nowpadah. It is absurd having him at Chicacole, seventeen miles from the nearest gully, and at one end of the district and where he can do nothing but office work. And yet the greater part of the time of Deputy Collectors heretofore seems to have been spent at Chicacole. This can be easily seen from a return* I enclose showing the number of days spent at all stations in the district by the Salt Deputy Collectors since August 1859. The months for which no entries have been made were, I presume, all spent† at Chicacole. They are entered in italics in the column of months.

* Enclosure 27.

† Since writing this, Mr. J. J. Thompson, late Acting Deputy Collector, has told me that the Deputy Collectors have been at Chicacole during the time forwhich there are no entries for otherplaces. W. F. G.

54. At Nowpadah the Salt Deputy Collector would be constantly supervising the largest gully in the district. He would be twenty-eight miles from Umaravalli, forty eight from Itchapore, and eight-two from Ganjam, and there would be much less danger of his being cut off from a gully when he was wanted, as Mr. Thompson was last July, by the Vamsadhara. As I said in paragraph 37, Nowpadah is a most disagreeable place to stop at, and must be still worse to live in. That might be made up to the Deputy Collector by giving him a fixed allowance monthly, say Rupees 50 or Rupees 100, or extra tentage while at head-quarters. The latter arrangement might tempt him to remain too much at head-quarters; but this might be remedied by giving the allowance for not more than a certain number of days consecutively, say seven or ten, and by not granting it unless the Deputy Collector had been in camp at least ten days before coming in. But I think the better plan would be to give a fixed allowance of Rupees 50 or Rupees 100 to the Salt Deputy Collector of Ganjam, if only one be appointed to the district, like the personal allowance given to the Chingleput Salt Deputy Collector. I am, however, strongly of opinion that

there should be *two* Deputy Collectors, either both 4th Class or one 2nd, for the Nowpadah and Umaravalli Gullies, and one 4th Class for Ganjam and Itchapore.

55. The Deputy Collector is not the only official who should be active and efficient. The personnel of the department generally—Superintendents, Assistant Superintendents, peons, and every one—should also be such as to give the highest efficiency. The Superintendent of each station should be a young man of active habits, able to ride, and possessed of good eyesight. He should visit each platform under him twice a week. The Assistant Superintendents also should be young and of active habits. The late Assistant Superintendents at Nowpadah were men physically quite fitted for their posts, but several of the peons and vettiyans were old and feeble. When the salt subordinates become too feeble or otherwise unfit for their work they should be exchanged for more competent men from the taluqs. The platforms at each station should be divided between the Assistant Superintendents. Each should have under him half the number of platforms at the station. He should visit them once every day.

56. Any suggestions made with a view to check fraud require that we should consider the circumstances under which we are liable to be called on to check fraud. I presume I am right in supposing that this part of your question refers to thefts of salt by outsiders. Frauds, such as false returns of salt received or in store, or under statements of salt sold at the platforms, can be detected only by actual inspection of the salt and should be almost impossible with proper supervision. There are two places in which frauds can be committed. Salt can be stolen from the pans if the manufacture for the year be over before the rains begin, as happened this year, and from the platforms. In the pans frauds can only be committed from the time the manufacture ceases until the rains come down, which is a varying period in some years not existing, and in some years being a period of from two to three months. On the platforms thefts can be committed all the year round.

57. Thefts from the pans would be impossible if all the water were let out of the reservoir when no more salt was wanted. The reservoir should be emptied under the personal superintendence of the Deputy Collector. Salt should be taken in until the water of the last intended flush should have all evaporated. Then the large bund should be breached which is raised between the reservoir and the salt creek from which the reservoir is filled. All the water would run out, and the bund should then be mended so as to keep out water. It is only at spring-tides that water can be got easily into the reservoir whence it is let into the pans. If the last flush were properly regulated and only enough water let in to complete the dittum, and the reservoir were emptied after the estimated amount had been received into store, no illicit salt could possibly be made unless the bund were again breached and sea-water again let into the reservoir. That happened twice this year after the manufacture had ceased, and might happen any year whether the reservoir had been properly emptied or not after the gully was "out." The events of this year show that at all events sometimes the bund can be cut and sea-water let in to make illicit salt with almost perfect impunity.

58. Only two plans occur to my mind by which thefts from the pans to a large extent or the manufacture of illicit salt can be prevented. They are—

(1.) Either to continue the salt manufacture all the season until the rains begin in June, and by receiving the salt and paying the ryots for it regularly to remove from them the temptation to manufacture it illicitly on their own account.

(2.) To keep on the additional Police guard to watch the pans until the rains fall in June and render it impossible to make salt illicitly or otherwise.

59. If the former plan be adopted it will entail on Government the expenses of prolonging the guards and the additional sum over the estimate necessary for the purchase of the extra salt. As I said before, the latter expense might be kept down by beginning the manufacture later any year if necessary—a step which it would always be in the power of the Salt Department to take.

60. If the second plan be adopted the only expense would be the pay of the extra Constable for the time they might be necessary. This expense the salt revenue, which is steadily rising,

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might very legitimately bear. I would recommend that the additional Constables for the southern gullies be Ooriyas as they were the Abdiels of the force at Nowpadah this year. Had it not been for them these frauds would never have been brought to light.

61. Thefts from the platforms can be committed all the year round. The rains are so far from putting a stop to the stealing of salt from the platforms that I should say the very best opportunities for stealing salt therefrom are to be found in the dark rainy nights during the monsoon in the intervals between the showers which drive the sentries under shelter.

62. But it will be said, "It is impossible for thieves to get at the platforms. They are surrounded by deep ditches palisaded or hedged* and well sentinelled. How could thieves get across the ditch or escape the notice of the sentries?" I cannot say in what state matters are in the other gullies of this district as regards protection of the platforms, but at Nowpadah, from personal close and careful examination of each separate platform with Captain Pickance, I can only say that the Board's clearest orders as regards platforms have been disobeyed with a disregard to the safety of the salt thereon stored, so utterly reckless as to be a distinct invitation to any and every thief to come and help himself. This is strong language. Let us see how the facts I observed bear me out.

* *Vide* Board's Standing Order, No. 200, page 203, Dalyell's Code.

63. The Board's Standing Orders, Nos. 200 and 212, lay down the following rules for making and protecting platforms, and No. 205 lays down those for protecting salt-pans:—

"*Standing Order No.* 200.

4. . . . . The earth to be dug for raising these platforms shall also be taken up in such a manner as to form a deep ditch round each of them, leaving only one broad entrance, and on the centre of each there shall be a raised mound of earth for the hut of the watching peons.

5. Where it may not be attended with considerable expense and difficulty these platforms should be surrounded with palisades or hedges as well as by a ditch. At all events they should be enclosed in some manner, and the entrance especially should be palisaded and guarded by a gate."

* * * * *

"18. No Lumbadies or other inland wholesale merchants shall be allowed to encamp within 100 yards of any salt platform, heap, or pan." Standing Order 205. "Whenever the pans are so situated as to render the plan practicable it will be advisable to protect them by running a broad moat, not less than seven feet deep, round the whole area occupied by the pans. . . .

2. Where this course is impracticable, the places of manufacture should be protected by hedges as prescribed in the Salt Rules, or, at any rate, the drying grounds, store-yards, and platforms should be carefully enclosed in the best manner available in the locality. It is, however, at the pans that smuggling is most easily carried on, and, wherever they can be enclosed without a very large outlay, endeavours should be made to do so."

212. "1. The salt platforms should be composed entirely of sand. . . .

2. The construction of platforms with sand is not open to the objection of great expense as salt works are never far from the beach. In the case of existing platforms it may be found sufficient when they next require repair to add a foot or two of sand above the earth. . . ."

64. How have these orders been attended to at Nowpadah? There are four platforms—

I.—*The Sri Venkatesvarulu Platform.*—A man could jump over the ditch on the east side of this platform anywhere. But that exertion would be unnecessary because there would never be more than a foot of water in the ditch so long as it remains as it is at present, for it is open at both ends. For half the length of the north side there is no ditch at all, and for the other half there is a scratch in the earth, about a foot deep, which it would be misplaced courtesy to call a ditch. On the south side there is a ditch which if full might be three feet deep. It was dry when I saw it, and in any case was useless as a broad path leads on to the platform on that side. On the west side for half its length the ditch might be four or five feet deep were it not for the fact that the bund at one end is only three feet high. In the middle of the west side a road leads on to the platform dividing the ditch into two lengths. I have mentioned one above. The

rest of the west side ditch is, notwithstanding the depth of the sides (five feet), rendered useless by the fact that the bottom of the ditch is open to, and level with, the surface of the plain on which the platform stands. On two sides of this platform are trees and low scrub, which must be very convenient hiding places for thieves. The platform is not palisaded, and not one of the entrances is closed in any way by palisades or otherwise.

65. II.—*The Sriramulu Platform.*—At this platform, on the south and west sides and half of the north side, the ditch is up to a man's waist. The rest of the ditch on the east side and half the north side is up to, or just above, a man's knee. On the south and west sides the ditch could not be deeper because the bund falls away. To make a deeper ditch the outer bund would have to be raised. For a few yards on the south-east side and on the south-west side the ditch might be up to a man's shoulders; on the north and east sides the ditch is well bunded up on both sides, but the height of the outer bund is completely neutralized by the fact that for a few yards the outer bund is very low and would keep the water down to the level of that spot. On this platform there was no tower until the 1st August. On that day Captain Pickance and I, to our surprise, saw a structure slowly rise bearing a resemblance to a tower. We examined it. There was no platform on it.* We climbed up as high as we could, and from the highest part just below the thatched roof we found that we could see over only three heaps of salt and could not see to the ditch on any side. This structure was, therefore, useless as a watch-tower. The entrances to this platform are not palisaded.

* That is to say, it was an open frame-work 10 or 12 feet high with a thatched roof.
W. F. G.

66. III.—*The Srikrishna Platform.*—There is no tower on this platform. On the east side there is a ditch, in some places twenty inches deep. For some distance it is up to a man's buttocks. At each end it is only ankle deep. For one-third of the north side there is no ditch. Part of the ditch which was on the north side is up to a man's thighs. On that side a road leads on to the platform. On the west side stretches away a broad pool of water of considerable extent but from three to six inches deep everywhere. This platform is divided into two parts and between them is a ditch up to a man's waist in depth. On the south side there is a slight bamboo fence, which a small child could easily break through, and a ditch hardly worth mentioning.

67. IV.—*The Kotta or Jagannaikulu Platform.*—On this also there is no tower. Round the platform is a bamboo fence, high enough but very slight—so slight that in five minutes a gap could be made in it wide enough to allow a cart to pass through. On the south side the ditch is twenty to twenty-five yards long and about eighteen inches deep. On the north side the fence is outside the ditch. A man could jump over the ditch anywhere.

68. It will be seen from what I have said that Rule 4 of the Salt Rules has been entirely overlooked or neglected. There has not been any attempt to attend to Rule 5 for there is no palisading anywhere, and the slight bamboo fence which I found at two of the platforms is certainly not a hedge or palisading. Further, the entrances on to the platform are not palisaded or guarded by a gate. The Kotta Platform is the only one which is surrounded by anything all round, and that protection is of no use.

69. Again, as regards Rule 18. Last year (1871), when Mr. Carr, Captain Pickance, Mr. Ross, and I visited the Umaravalli Station, we found traders encamped within a few feet of the bund round the platforms.† They had backed their bandies right up against the bund, which it was quite easy for them to do because the ditch (which ought to have been) was not only dry but almost level with the plain. Mr. Carr ordered the Board's order on the subject to be carried out. At Nowpadah we did not see any bandies close to the platforms, but near one platform were plain indications that not long before there had been a camp there.

† The same Superintendent is now at Umaravalli who was there in May 1871. A few days ago I was told by the Assistant Superintendent of Police that when he was visiting a platform at 3 A.M. he could hardly get at it owing to the immense number of bandies which had been kept quite close to the platform, and he found it difficult to walk along the path leading on to the platform over the ditch without treading on the scores, if not hundreds, of bandymen who were sleeping on the entrance to the platform, and I think he said on the platform itself. Every one told him that the Superintendent *had ordered these bandyman to sleep there* that he might not be delayed when he came to give out salt in the morning. Every time I have visited a salt station I have inquired into the matter of where bandies camp and reiterated the order Mr. Carr gave in 1871. The Umaravalli Superintendent evidently cares a great deal for rules and orders.
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70. To almost every platform at Nowpadah there are more entrances than one. To one platform at least there are three undisguised entrances. Not one is palisaded, not one has a gate. It would indeed be a waste of money to palisade or put a gate to any entrance when there is for the most part one huge entrance running all round each platform.

71. As for Standing Order No. 212, the platforms at Nowpadah have not been made of sea-shore sand but of earth. Every platform is uneven, and there were enormous holes* in them when I saw them in July and at the end of August. The surfaces were so uneven that a day or two after rain had fallen I saw water standing in pools between the heaps of salt, which must waste a great deal of salt.

* Big enough for a man, some big enough for several men, to hide in, and not freshly made, for there were tall bushes growing in them which more or less choked them up and hid their size.
W. F. G.

72. With regard to Standing Order No. 205, at Nowpadah it would be very easy to run "a broad moat, not less than seven feet deep, round the whole area occupied by the pans." It would be merely a question of expense. At present there is no such thing as a proper moat round the pans or anything bearing a resemblance to one, although a so-called "channel" is supposed to surround and defend the pans. The Nowpadah Gully is a large one. The pans are scattered over an area of over 231 acres.† But, being situated near the sea on land easy to excavate, the expense of digging a moat round them ought not to be great. If there were a proper moat round the pans it would lighten very much the work of guarding the pans at night during the manufacturing season. Of course, corruption in the guards would always make it easy to commit frauds whatever artificial barriers might be placed to check dishonesty. The moat ought to be several yards wide, I should say five at least, and if the entrances over it were properly guarded and could be securely fastened against the ingress of those outside, access to the platforms also would be less easy. It would be well to make the moat continuous all round and to have draw-bridges, which should be raised or pulled over every evening so soon as the manufacturers leave the pans in the season and at 5 or 6 P.M. during the rest of the year. If permanent ways were left across the moat there should be on each a strong high gate with *chevaux de frise* on the top and on each side going right down to the bottom of the moat and too wide to be climbed over. Each gate should be fastened by a good lock, and the keys should be deposited every evening with the Superintendent, who should see the gates locked. This he could easily see done as three entrances over the moat would be sufficient at Nowpadah.

† As per Enclosure 12.

73. The platforms being in the unprotected state I have described it naturally follows that the Police force for the gully ought to be strong and able to supply to each platform an efficient guard fit to protect it thoroughly. But the defects in the artificial protection of the platforms are not remedied by the Police arrangements. There are thirty Policemen stationed at the gully.‡ From these thirty a Treasury guard has to be supplied. As matters now actually are there are about twenty-four men to supply the guards for the four platforms, or six men to each platform. These six watch two and two all night, the arrangement being that each man is two hours on duty and four hours off. The number of men is too small and the work is too heavy for them. My opinion is that they do their best, but cannot possibly guard the platforms properly. The size of the platforms forbids it. The lengths of the sides of the different platforms are as follow :—

‡ See Enclosure 28, extract from the "allocation list" of the Police for Ganjam District, showing the salt guards for all gullies permanent and temporary.

§ No. 1 ... ... 270, 90, 150, 90 yards.
,, 2 ... ... 340, 109, 251, 56 ,,
,, 3 ... ... 46, 173, 49, 226 ,,
,, 4 ... ... 195, 93, 190, 69 ,,

§ Measurements supplied by the Salt Deputy Collector (Enclosure 29).

At any time there are only two sentinels guarding any one platform. I think they cannot possibly guard the whole length of the sides. The other men belonging to the platform remain in a shed on the platform as a reserve and can be called out if thieves come.

74. So far as the Police are concerned the only way to guard the platforms properly is to increase the number of permanent Police and to make them live on the platforms. If they live on the platforms they ought to be made comfortable there. To do that it would be necessary to build them a substantial hut to live and sleep in. Their cooking-shed might be on or outside the platform. The Police dislike work at the salt gullies. To make it more palatable to them they might, when on duty at the gullies, receive higher pay, say Rupee 1 a month extra.

75. The permanent guard of the gully ought to consist always of forty-eight men to allow twelve to each platform. As some would probably be always on leave or sick, and as four or six would have to be detached for a Treasury guard, probably sixty men, or fifteen for each platform, would have to be stationed at the gully including five Head Constables,* one to each platform and one to fill up any temporary vacancy. The Police Department, I presume, would continue to supply the thirty men now stationed in the gully. The remaining thirty would have to be paid from the salt revenue. Including the Head Constables their average pay would be Rupees 7½ a month. This would make Rupees 215 a month for the force to be paid by the Salt Department, or Rupees 2,580 a year for the Nowpadah Gully, being nearly ·4 (Annas 6-5) per cent. on the sales at Nowpadah for Fasli 1281 (1) and ·456 (Annas 7-4) per cent. on the average yearly sales for ten faslis ending with 1281. †(2) I should be indisposed to lessen the number of temporary Constables employed during the manufacturing season. If all salt stations are to be guarded in the way I propose for Nowpadah, that is, allowing fifteen men to each platform, the yearly cost to the Salt Department would be Rupees 9,186 including 1 Rupee a month extra pay to each man, as shown in a tabular statement‡ I enclose, which gives the present force and the proposed addition and the cost of the latter. Rupees 9,186 is a very large sum, but is only ·55 per cent. on the salt revenue of last fasli, and, as before remarked, the salt revenue is rising. In his report§ upon the Palur salt frauds Mr. Master entered into a calculation as to the cost of salt guards as compared with the salt revenue of the whole district. If we take the revenue for the last fasli‖ the additional expenditure would be, as stated above, about ·55 per cent. on the revenue, or 8½ Annas in every Rupees 100. On the average revenue of the ten faslis ending with 1281 Rupees 9,186 would be ·67, or nearly Annas 10-9 per cent. This would not be a heavy price to pay for having the pans, as they now exist, properly guarded. If they were thoroughly protected by artificial means, such as a moat round the pans, a real ditch round the platforms, palisades, and gates, fewer Constables would suffice to guard the platforms. But it would require a large sum of money to put the present works into the efficient state of defence contemplated by the Board's Order quoted in paragraph 63. I cannot possibly say what the amount would be. In any case, whatever artificial means of protection be provided, the number of Police now employed on the platforms is insufficient to patrol the platforms properly so as to prevent

* Two more than are now employed at Nowpadah.

(1) Rupees 6,45,288.

† See Enclosure 30 showing the salt sales at Nowpadah from Fasli 1260 to Fasli 1281 inclusive.

(2) Fasli.

		Rs.
1272	... ...	4,68,254
1273	... ...	5,36,006
1274	... ...	5,70,800
1275	... ...	6,68,096
1276	... ...	6,45,553
1277	... ...	4,76,838
1278	... ...	6,04,201
1279	... ...	5,67,168
1280	... ...	4,76,212
1281	... ...	6,45,288
		10) 56,58,416
		5,65,841

‡ Enclosure 31.

§ Paragraph 28. See Proceedings of Board of Revenue, No. 1,603, dated 16th August 1872.

‖ See Enclosure 32, Salt sales of Ganjam for ten faslis ending with Fasli 1281, taken from Mr. Master's report on the Palur case.

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all thefts. At the same time it is not likely that the value of the salt stolen each year from the thirteen platforms in the district comes to anything like the cost of the additional force I propose.* As a matter of principle, however, it would be worthwhile to spend ten times the value of the average amount of salt stolen if by the expenditure we could entirely stop thefts from the platforms.

* I am informed by the Salt Deputy Collector's Head Clerk that the average thefts from Nowpadah each year are sixty maunds, or Rupees 120. I think this an under-estimate.
W. F. G.

76. The guards at the gullies should live on the platforms. They should not be allowed to bring their families to a station, and ought to be changed every six or four months. If the increase in the Police force which I recommend be sanctioned, and if the men live on the platforms, the latter would be better guarded; in fact, thefts from the platforms would probably cease altogether. At present thieves are remarkably bold, and care hardly anything for the Police. The latter have fire-arms, but seldom, if ever, load them. If ever they load them they are afraid to use them. The thieves know this, and act on the knowledge. Some months ago a large body of thieves came to steal salt from one of the platforms at Nowpadah. A sentry ordered them away. They refused to go. He had his musket loaded. He fired, and wounded one man rather severely in the posterior with small shot or gravel, I believe the latter. The wounded man fell. The rest of the thieves ran away. Instead of being praised for his persistent defence of valuable property belonging to Government the sentinel was blamed. He was, if I remember rightly, reprimanded and threatened with all sorts of pains and penalties. This was inconsistent, for had he allowed the salt to be stolen he would not improbably have been dismissed.

77. In a letter to the Deputy Inspector-General, of which I forward a copy,† Captain Pickance recommends that the Nowpadah village station should be removed to Tekkali Raghunadhapore and put under the Inspector in charge of the Tekkali Division. This proposed move is connected with Police administration at the salt-pans. With Tekkali Raghunadhapore so close at hand it does not seem necessary to have a station at Nowpadah village. Up to this year the Nowpadah Gully has been under the Tekkali Inspector. This year the experiment was tried of putting the two southern gullies under one Inspector. I cannot say how the arrangement has worked in a Police point of view. The Inspector first put in charge was not a success. He was D. Appalaswamy, who was concerned in the frauds. A. Venkatasawmy, the second Inspector, also was implicated.

† Enclosure 11.

78. Captain Pickance talks of night beats and the impossibility of detaching Constables for them. At the pans night beats and strong patrols would be necessary only from the time the salt begins to be made until the rains fall. Ordinarily this would be from February to June, both months inclusive. In those five months, especially in April, May, and half of June, the patrols should be strong to be efficient. Of course, on the platforms there must be night-watches all the year round.

79. But guards, and patrols, and mere numbers of Policemen will be of no use unless the responsible officers over them be trustworthy. The occurrences this year at Palur and Nowpadah have shown that native Head Constables and Inspectors cannot be depended on. It seems to follow, as a matter of course, that the Inspectors and higher Head Constables at Nowpadah and other salt gullies ought to be European or East Indian. Captain Pickance thinks that with European or East Indian Inspectors and Head Constables there would be less chance of dishonesty. As natives in these posts have proved a failure the experiment is certainly worth trying.

80. The platforms‡ at Nowpadah ought to be put into a proper state as soon as possible. The now unoccupied portions of each platform should be levelled and all the holes filled up. As there should be only one entrance to each the

‡ Enclosure 32 shows the cost of repairs for the four platforms at Nowpadah from 1867 to 1871 inclusive. The total amount is Rupees 1,248-0-10. See after paragraph 86.

superfluous entrances ought to be cut away. The moat which the Board of Revenue have directed to be dug round each platform might be dug now. I have given the dimensions of the platforms in paragraph 73. The total length of the four sides* of each are respectively 600, 756, 494, and 547 yards. If 2 Annas a cubic yard be taken as the average cost† of digging the moat it will cost Rupees 1,200, or Rupees 1,800, or Rupees 2,700, to dig a ditch round each platform according as the ditch is two yards wide by two deep, or two wide by three deep, or three wide by three deep. What the cost of palisades and strong gates would be I cannot tell. Expenditure on the ditches, and palisades, and gates will enable some of the additional guards I have proposed in paragraph 75 to be dispensed with, and will, therefore, be cheaper in the long run. The ditches should be dug out on the plain below the platforms, and not made by bunds being raised parallel to the sides of the platforms, which is what was done when the attempt was made to form the existing apologies for ditches. Unless the ditches be dug out water cannot be got into, or kept in, them, as digging them is the only way to have the hollow below water-level. I think the ditch should go all round each platform and that the entrance ought to be across a draw-bridge to be raised or removed at night. If the expense did not forbid it—as to which I can say nothing—it would be well instead of palisades to have iron wire netting eight feet high supported by strong posts. The palisades might obstruct the view while the netting would allow a sentinel to see persons approaching as soon as they should come within the range of his sight. In connection with preventing persons from approaching the platform except in a legitimate way may be considered the question of camping grounds for traders. The Salt Deputy Collector should appoint certain spots as camping ground at each station, and traders coming for salt should not be allowed to encamp anywhere else. At present they are allowed to come too close to the pans, and, in some places, too near the platforms.

* As per Enclosure 29.

† I think it would be less.
W. F. G.

81. I have one final suggestion to make having regard to salt generally and not to Nowpadah alone. Every parcel of salt leaving a platform, whether bandy-load or kavidi-load, ought to leave for some definite place and should be covered by a pass to that place. Any man coming to buy salt knows beforehand what he intends to do with it, whether he intends to export from the district or to sell at a town in the district. The passes now given at the salt stations carry the salt out of the station. Once a man gets away to a little distance with salt it becomes impossible to tell where, or how, he got it. Last April I met hundreds of bandies carrying salt into the Vizagapatam District. Not impossibly part of that salt was salt stolen from the Nowpadah Pans, but I had no means of finding out if even I had had any suspicion. When the salt has got to some distance from the platforms now, not only is it impossible to say where it has come from, but no one tries to stop it, or dreams of doing so. If every buyer were obliged to carry a pass to cover his salt, as he would have to do were he carrying liquor, any Constable might stop a bandy-load of salt and ask for the pass. And had the system of passes been in force the chances are that a large quantity of the salt stolen this year would never have left the district but have been stopped and seized. I would confiscate all salt not protected by a pass, or would make the owner return to the station from which he said he had bought it to get another pass. At the station it could easily be found out whether the salt had been stolen or not. It may seem hard to make a man return to get another pass, but buyers would soon learn to take care of their passes. I would have books of passes with counterfoils, duplicates one of the other. The buyer would take away the pass to show in case he were stopped: the counterfoil would remain in the station. I would have a chowkey station at the frontier on each principal road out of the district, where the passes would be examined and their numbers and the quantity of salt entered in a book, the entries in which should day by day be sent to the different stations from which had come the salt exported. This entry of the passes at the chowkey would also be a check on the gully subordinates. To

* Nowpadah. నపుపడా. Maunds మణుగులు } 000 Palcondah. పాలకొండ.	Nowpadah. నపుపడా. Maunds మణుగులు. } 000 Palcondah. పాలకొండ.

* The station and the words maunds (మణుగులు) alone should be printed. The rest of the ticket would be filled up in writing at the station.
W. F. G.

simplify the examination of the passes they might be printed on paper of a different colour for each gully, and should bear only the name of the gully, the number of maunds, and the destination, as shown marginally. The colour of the pass itself would show whence the salt came. Every bandy which had no pass, or every bandy which showed a great diminution in the quantity of salt entered in the pass, should be stopped and the salt confiscated.

82. I am aware that there were chowkies formerly, and that they were given up on various grounds. There are doubtless objections to them, and I should not have said anything about them here had any other plan occurred to me by which we could stop the smuggling of illicit salt such as took place from the Nowpadah Pans in 1872. I see no other way to stop the smuggling, and I doubt if any plan short of giving up the Government monopoly would entirely stop offences against the salt laws. Major Tennant, Deputy Inspector-General of Police for this range, tells me that he is of opinion that what took place at Nowpadah in 1872 takes place at every gully every year though not on such a large scale, and that the rogues at Nowpadah had the ill-luck to be found out. He also thinks, what I imagine a great many people think, that no one living within five miles of the sea uses Government salt, in which opinion I do not agree with him, though I do think that the people of most villages on the sea coast evaporate sea-water and use the salt thus deposited. The smuggling and manufacture of illicit salt are two very difficult subjects to deal with. There is no doubt that natives almost to a man will make and use illicit salt if they can, it being cheaper than Government salt. They see nothing wrong in offences against the salt laws, and, as they will give no assistance in discovering or checking such offences, I see no reason why the rules regulating the sale, export, etc., of salt should be framed with especial viewto the convenience of the public at large. Chowkies were said to be oppressive; but if the people withhold from us all aid in repressing a most extensive class of frauds practised all over the Presidency wherever salt is manufactured, I fail to see that they have any legitimate ground for complaining if they feel inconvenience by the steps Government is obliged to take to protect its own interests, which after all are really those of the people. It is of more advantage to the people that the entire revenue from salt should come to Government, and that no illicit salt should be sold to the damage of the Exchequer than that a certain percentage of the population should be able to use salt for nothing or to buy a—generally speaking—inferior salt at a somewhat lower rate than the better salt is sold by Government. Individual interests ought to give way to the interests f the public. This, however, is not a place to talk political platitudes. I shall only say, therefore, that I think we should be justified in taking any steps to protect the salt revenue which are not productive of actual suffering. Such a step is the establishment of frontier chowkies, which I admit would produce inconvenience, but not much. They would also cost money, but would be unnecessary during a considerable part of the year. At any rate, the case calls for a special remedy. The ordinary mode of procedure either failed to find out what was going on at Nowpadah in 1872, or failed to inform those who should have known of it and would have inflicted sharp correction on the wrong-doers.

83. While writing this report I have received the judgments of the Berhampore Sessions Court reversing, on appeal, all the sentences I passed at Nowpadah on those convicted of having been concerned in the salt frauds. From the judgments delivered by the Court in appeal it appears that the evidence on which I convicted was by the Sessions Court thought insufficient. I gather also that the Court is of opinion that one witness to facts is not enough to warrant a conviction. I am not, however, certain of being right in that as the wording of the judgments leaves it in doubt. Mr. J G. Thompson, the Sessions Judge, in one of his judgments mentions that he will review all of the cases (as I understand him) remarking on the value of the evidence

* The Judge's words are "the legal affect (sic) of the evidence if believed" and "the legal bearing of the evidence, if believed."

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given at those trials and *upon what it would prove if believed.** These last words point to an opinion something like that of the other Mr. Thompson, late Acting Salt Deputy Collector, that if salt be stolen from the pans the offence becomes theft and punishable as such *only in case a complaint of the theft be made by the ryot from whose pans salt has been stolen*, and that, if the offence be taken up and prosecuted on behalf of Government, it is *not* theft but merely a petty offence against the salt laws. Until I receive the Judge's further remarks I cannot say if that be or not the view he takes of the matter. But I submit that if Mr. J. J. Thompson's opinion be correct, and if the Judges of districts in which salt is made hold the same opinion, it will hereafter be impossible to prevent salt from being removed from the pans by wholesale and, I dare to say, openly. The thieves will combine, and large bands too numerous to be all arrested will carry away salt, while a share of the profits on the stolen salt will amply compensate those who are punished by imprisonment, which at the most will be for one month, for a breach of the salt regulations, for no conviction for theft will hold. My own opinion is that the surreptitious or forbidden taking of salt from the pans is theft, and that it makes no difference in the quality of the offence whether the salt be taken away by a salt ryot or by a man unconnected with the gully. Acting on that opinion I convicted of theft all the men put before me at Nowpadah charged with complicity in the taking of salt away from the pans, and against all of whom complicity was proved, *me judice*. If there be any doubt on the point, "whether, or no, it be theft to take away salt from the pans of a salt gully except to hand it over to the persons appointed by Government to receive it," that doubt should be removed as soon as possible. It seems clearly enough laid down in, or may be gathered from the wording of, Section 3, Regulation I. of 1805, that salt is to be delivered only to Government, and that Regulation seems to lay down that salt is the exclusive property of Government. The matter is of sufficient importance to justify the Board of Revenue in asking for an opinion thereon either from the Advocate-General or the High Court.

84. In consequence of the reversal of my judgments the ringleaders in the daring frauds at Nowpadah have been released. They have not gone off *scot free*, for they were in jail for four months and have been dismissed from Government service. But the wholesome effect of the heavy punishment inflicted has been, to a great extent, done away with, and bootless have been the unflagging energy and unwearying zeal which were shown by Captain Pickance in unravelling the web of these frauds and to which I failed to pay proper tribute in the right place. I presume that you have received copies of the Sessions Court's judgments reversing my sentences. I received them from five to seven weeks from the date of judgment. I have some remarks to make upon what the Sessions Judge has recorded in his various proceedings, but shall not make them until I am in receipt of the proceedings he proposed to pass in reviewing the whole series of my judgments in the Nowpadah cases. After I receive the further proceedings I shall address you on the whole series of proceedings passed by the Sessions Court.

85. This letter will, I presume, be taken as the report called for in your footnote to Proceedings of the Board of Revenue, No. 2,193, of 13th November 1872, directing me to "report with reference to paragraph 6" of the Proceedings. The Board observe that my sentences "appear to be of great severity." I thought that the fraud committed was one of great magnitude and that the circumstances called for very heavy punishment. I still think so, although all† my sentences have been reversed. I do not understand that the Board censure the severity of the sentences which I trust they will admit was justified by the events related in the earlier part of this letter. The defendants in the cases relating to the theft of salt‡ were charged under several counts. I had no doubt myself that theft had been committed, but several other offences seemed to have been committed, such as abetment of theft, criminal breach of trust, and criminal misappropriation. Thinking it possible that others besides the Acting Salt Deputy Collector might

† Except the last, from which an appeal has been made but not decided.

‡ Two cases were for bribery.

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entertain doubts about the commission of theft, I convicted alternatively on all the counts in the charges against the accused persons. My Calendars in all the Nowpadah cases are forwarded* as called for by the Board of Revenue.

* Enclosures 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, and 44. Two Calendars in the two bribery cases are not forwarded.

86. Some of the enclosures I forward may perhaps seem needless. I have, however, thought it right to support this report, as far as I could, with documents in proof or illustration "pièces justificatives," as historians call them. I have noticed most of them in the body of this report wherever the necessity for referring to them arose. Enclosure No. 20 is forwarded as received from the Acting Salt Deputy Collector. It was sent to me demi-officially, and is a copy of a memorandum sent to you. Enclosure 33 shows how much was spent in repairing the four platforms at Nowpadah from 1867 to 1871 inclusive. The total amount is Rupees 1,248-0-10, or less than Rupees 250 a year. No money at all was spent in 1870; Rupees 137 were spent in "planting bamboo hedge." The bamboo hedges now existing are worse than useless. They nominally exist at two or three platforms, and on paper give an idea that they are a defence to the platforms, which really they are not. Rupees 405 were spent in "improving platforms," of which Rs. 358-8-0 were spent on platform No. 1 in 1869. What this improvement may have been, I cannot say. One-fifth of all the money was spent in "erecting walls round the place where the ryots deposit salt." In four years No. 2 platform absorbed Rupees 214-0-4 of the Rupees 250. On the repair of trenches Rupees 206-14-0 were spent, Rupees 116-4-0 at No. 1 and Rupees 90 at No. 2 platforms in two years.

87. I regret the delay which has taken place in sending in this report, but it was unavoidable. This was not a matter which I could hand over to a gumastah acquainted with English telling him to prepare a draft. I have had to write it all myself. I began it in August last, and it has been over four months in my hands. Soon after I began it I received charge of the district from you. During the three-and-a-quarter months I acted as Collector I had also charge of either the sub-division or the Senior Assistant's division. My time was fully taken up in doing current work, and I could only work at this report as I could find spare time. There was much delay in getting hold of papers and returns I wanted from time to time. I trust that the delay will not seem unreasonable when you consider the reason therefor. I have also to apologize for the length of this report, but I could hardly have cut it much shorter and yet have answered fully the letter to which it is a reply.

(True Copy.)

(Signed) W. F. GRAHAME,
Acting Principal Assistant Collector,
for Acting Collector.

ENCLOSURE No. 2.

List of Enclosures.

1.—Estimate of the daily receipt of Salt at Nowpadah in Fasli 1281.

2.—Return showing the real quantity of Salt received into Store at Nowpadah in Fasli 1281.

3.—Acting Salt Deputy Collector's order to stop the manufacture when 2,50,000 maunds should be received, No. 475, dated 11th April 1872.

4.—Acting Salt Deputy Collector's order to have "spontaneous" Salt trampled out, No. 816, dated 21st June 1872.

5.—Calendar of Case No. 43 of 1871 on the file of the Principal Assistant Magistrate of Ganjam.

6.—Salt Deputy Collector's order that Narsing Bahu was to remain at Nowpadah, No. 870, dated 14th December 1871.

7.—List of Villages in which Salt was found.

8.—Receipt given by the Salt Superintendent of Nowpadah for the Salt seized by the Police.

9.—List of Police Officers of Nowpadah Gully tried and convicted.

10.— Do. Salt Servants of do. do.

11.—Captain Pickance's letter to Deputy Inspector-General, Northern Range, No. 626, dated 29th August 1872.

12.—Statement showing the Area of the Nowpadah Pans and the amount of Salt which can be got off them.

13.—Memorandum of what the Natives at and around Nowpadah said about the Salt frauds.

14.—Statement showing the Daily Sales of Salt at Nowpadah from 1st March to 31st July 1872.

15.—Statement showing Cash Remittances from Nowpadah to the Berhampore Bank from 1st January to 31st July 1872.

16.—Statement showing Cash Remittances from Nowpadah to the Berhampore Bank from 1st January to 31st July 1867, 1868, 1869, 1870, and 1871.

17.—Statement showing the Daily Sales of Salt at Nowpadah from 1st March to 31st July 1869, 1870, and 1871.

18.—Letter from Salt Deputy Collector to Collector, No. 228, dated 20th July 1872.

19.— Do. do. do. ,, 238, ,, 29th ,, ,,

20.—Memorandum from Salt Deputy Collector to Collector giving results of his inquiry into Salt frauds, dated 2nd August 1872.

21.—Letter from Salt Deputy Collector to Principal Assistant Collector, No. 247, dated 5th August 1872.

22.—Letter from Salt Deputy Collector to Collector, No. 250, dated 9th August 1872.

23.—Report about Salt Subordinates going into the Gully at night, from Nowpadah Salt Superintendent to Salt Deputy Collector, No. 387, dated 23rd July 1872.

24.-A and B.—Captain Pickance's letters requesting sanction for the payment of Rupees 772-13-9, being one-third of the value of the Salt recovered by the Police, No. 673, dated 23rd September 1872, and asking for Rupees 200 for certain informers, No. 627, dated 29th August 1872.

25.—Acting Salt Deputy Collector's order restoring his Pans to Karri Korladu, No. 930, dated 26th July 1872.

26.—Salt Deputy Collector's order that Dhalli Jangam is not to come into the Nowpadah Gully.

27.—Abstract of Salt Deputy Collector's travelling bills from August 1859.

28.—Extract from the Allocation List of the Police for Ganjam District showing the Salt Guards for all Gullies, permanent and temporary.

29.—Statement showing the measurement of the four Platforms at Nowpadah.

30.— Do. the Salt Sales at Nowpadah from Fasli 1260 to Fasli 1281, inclusive.

31.—Statement showing the present and proposed Police Force at Nowpadah.

32.— Do. the Salt Revenue of Ganjam for ten years ending with Fasli 1281.

33.— Do. the amount spent on repairs to the four platforms at Nowpadah in 1867, 1868, 1869, 1870, and 1871.

34.—Statement showing the amount spent by the Salt Department on Petty Construction and Repairs in Ganjam in 1867-68 to 1871-72 inclusive, and the amount of Salt manufactured at Nowpadah for ten years ending with Fasli 1281.

35 to 46.—Calendars in Cases Nos. 61, 64, 66, 67, 69, 70, 71, 72, 73, 79, 80, and 81 of 1872. (These Calendars will be forwarded hereafter.)

From J. J. THOMPSON, Esq., Acting Treasury Deputy Collector, for Acting Collector of Ganjam, to J. GROSE, Esq., Secretary to the Board of Revenue, dated 15th March 1873, No. 488.

ABSTRACT.—Transmitting twelve Calendars of Principal Assistant Magistrate in cases connected with the salt frauds at Nowpadah, which formed the last enclosures of his report, No. 447, dated 28th February 1873.

From J. J. THOMPSON, Esq., Acting Treasury Deputy Collector, for Acting Collector of Ganjam, to J. GROSE, Esq., Secretary to the Board of Revenue, dated Chinna Kimedy Maliahs, 4th March 1873, No. 450.

I HAVE the honour, with reference to my letter, dated 28th ultimo, No. 447, forwarding Mr. Grahame's report on the Nowpadah salt frauds, to submit, for the information of the Board, the following particulars regarding the temporary salt guards entertained for this working season at the different gullies.

2. During the manufacture 180 additional men are required (including twenty-four petty officers) for five-and-a-half months. The officers have heretofore been taken from the regular force, receiving temporary promotion thereby. The men have generally been hangers-on of no particular occupation—men who had tried everything else and failed; in most cases "reddikis" who, as regards "illicit salt" are (the Superintendent of Police forcibly puts it) "one of the most abandoned castes extant" and, of course, hand-and-glove with the gully coolies, who are also "reddikis."

3. This plan has proved objectionable in many ways. The men were untrustworthy, as was abundantly proved by last year's experience at Nowpadah. The petty officers naturally disliked reverting to harder-worked and less-paid posts at the stations, and the regular station routine was upset by their temporary transfer.

4. For the first time last season a few Ooriyas were employed as an experiment. Both the Palur and Nowpadah cases were detected through their means. Their enemies not unnaturally say it was because they were not bribed highly enough. However that may be, the fact remains. It then occurred to the Superintendent of Police that in Gumsur there was a reserve as yet untried, and that, whatever might be the result, matters could not be made worse by taking advantage of it. It was to call the Paiks down to guard the pans during the manufacturing season. The Toomba Bissoye (Jaluntra Taluq), to whom the idea was first broached, readily assented and offered the services of his two sons and such a number of his Paiks as would suffice for one gully (Surlah).

5. The scheme met with the approval of the Heads of the Police Department. The Superintendent then had a preliminary interview with the Gumsur Sirdars and Bissoyes in company with Captain Smith, Special Assistant Agent, who after assembling them explained matters fluently in their own tongue. Finally, in January, when Major Tennant, Deputy Inspector-General of Police, had reached Russelcondah, they came in and in forty-eight hours a sufficient number had been enlisted.

6. The idea is that each Sirdar who furnishes a contingent nominates the petty officers to command it and a certain proportion of the 1st Class Constables. The Sirdar is responsible for the conduct of the men he sends, and, if he does not himself accompany them (as in two cases has been done), he sends a near relation, who commands and is responsible for the men of his clan.

7. A European or East Indian Head Constable who can talk Ooriya, and whom the Superintendent can trust, is put in charge of the whole party.

8. There seems good reason to hope that the experiment will be successful.

THE Board have now before them the report of the Collector on the frauds committed at the Nowpadah Salt-pans during April, May, and June 1872. The details of the transaction are given in the letter, which he encloses, from Mr. Grahame, Acting Principal Assistant Collector, in whose division Nowpadah is situated.

2. From Mr. Grahame's account it appears that the dittum, or quantity fixed to be manufactured, at Nowpadah in 1872 was 2,50,000 Indian maunds. Owing to the favourable nature of the season this quantity was produced early in April, and, under the orders of the Deputy Collector, Mr. Thompson, the manufacture was then stopped, and his instructions were issued that the supply of water to the pans should be gradually decreased and any salt that might remain be destroyed.

3. These orders were directly disobeyed. When the receipt on behalf of Government was discontinued there was a quantity of salt left uncollected in the pans, the salt-water reservoir was twice subsequently replenished by cutting the bund at high tide, and water was regularly admitted to the pans for evaporation. Thus salt was illicitly manufactured from about the 14th April till about the 20th June.

The two Assistant Salt Superintendents and the Inspector of Police admitted gangs of men—at first by night, afterwards by day as well as by night—who took the salt away from the pans, paying about one-third of its value to some of the Government servants concerned.

4. The amount of their illicit gains cannot be accurately stated, but must have been very large.

5. On the 2nd July, one of the extra Police guards who returned to Chetterpore told Captain Pickance, the Superintendent of Police, what was going on. These extra guards were Ooriya sons of Gumsur paiks and having no sympathy with the Telugu Constables. They are stated to have reported the circumstances by letter earlier; if they did their letters did not reach the Superintendent, who proceeded to Nowpadah on the 12th July, and by the aid of informers 1,171 Indian maunds of salt were discovered in caches in the yards and fields of the adjacent villages. Of course, this represents a very small proportion of that illicitly manufactured and removed, most of that having been sold and the bulk of the remainder destroyed when the search commenced.

6. Mr. Grahame summoned two of the nearest Sub-Magistrates to assist him, and tried the principal offenders himself. Thirty-five offenders were convicted and sentenced to terms of imprisonment varying from two years downwards, and some to fines in addition. All these sentences were reversed on appeal by the Sessions Judge. Mr. Grahame comments severely on the entire failure of the Deputy Collector or Superintendent, Salt Department, to assist him in his inquiries in any way. Narsing Bahu, Assistant Superintendent, was proved to have been the leading spirit of the conspiracy.

7. It is not difficult to point to the causes which led to the commission of this great fraud. In the first place, the Superintendent was an old man, worn-out and perfectly useless. His retention in a post for which he had ceased to be fit was in some measure a cause.

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The Deputy Collector's order to put an end to the manufacture so early in the year was most injudicious. The salt ryots, thrown out of work at a time when they had no other work available, protested energetically, but the Deputy Collector did not even communicate with the Collector before stopping the manufacture, although there is nothing to show that the amount of the dittum or quantity fixed was so great as to raise the stock in hand over eighteen months' probable demands, or that a serious overstocking would have resulted from continuing the manufacture for a time. The Board think that the extent of the frauds discovered at Palur and Surlah just before these frauds came to light at Nowpadah confused and perplexed the Acting Deputy Collector, who was only for a few months in charge of the Salt Department, and they are not disposed to hold him guilty of any indifference in the performance of his duty.

8. The Board now proceed to notice the Collector's proposals, which have for their object the prevention of the recurrence of such frauds as these.

The falling off of sales in the present case ought to have drawn attention to the wholesale violation of law that was going on. The information is in the hands of the Deputy Collector, but, to make it certain that a useful comparison is duly made, the Account No. 4 of the accounts kept in the Deputy Collector's Cutcherry might compare the sales of the month to which it relates with those of the same month in the last five faslis instead of with those of the same month of the past fasli only: an average thus arrived at would be a better basis of comparison than the figures of one year only.

The Collector's recommendation in paragraph 11 of his letter is worthy of attention, but no rule can be based on it. The discretion of the Collector and his Deputy must guide them in the matter. The Board emphatically approve of the introduction of the rule that the Salt Deputy Collector should send to the Collector copies of all orders and of returns, and should report transfers and appointments: the arrangement reported by which he also sends in a weekly diary is approved. In paragraph 16 the Collector deals with certain recommendations of his Principal Assistant. It is specially to be noticed that no rule, such as he suggests, for limiting the time of manufacture can be adhered to. It is impossible to foresee the seasons clearly, and heavy rains early in the year would disarrange the plans laid. The protection of the platforms appears to have been thoroughly defective: the platform in the middle of the pans should have a deep moat and the others an aloe, or, if aloe will not grow, this is one of the exceptional cases in which a prickly-pear hedge should be allowed. The means of protecting the pans also require attention, and the Deputy Collector will consider whether a moat can be dug, and at what cost.

The orders are strict regarding the encampment of traders, and should be enforced rigidly.

9. The question of increasing the numbers of the salt guard must be discussed by the Officers of the Police Department. An extra Rupee a month might do much to redeem the duty from its unpopularity and might perhaps be a fair charge against the Salt Revenue. The Board think that the men should be hutted close to the platforms and changed every six months.

10. As the Collector has reported, the convictions of the Salt Superintendent, guards, and others have been quashed by the Sessions Judge. He is right in his refusal to reinstate any of these men.

11. The Board decline to entertain the idea of re-establishing the Rowanah system and Chowkies.

12. The punishment which the Principal Assistant Collector desires to inflict on the Naidus of neighbouring villages cannot be approved.

13. It is noticed that the Deputy Collector has hitherto resided at Chicacole: this is not permissible, and Nowpadah or Poondy must be his regular place of residence in future. If Nowpadah be fixed on, travelling allowance (subject to the fourteen days' rule) might be granted to him as it is a disagreeable place of residence. His duties are lighter than those of the Salt Deputy Collector of Nellore and no heavier than those of any district in the Northern Circars, while the means of communication are excellent in Ganjam. The Board cannot support the application made for the appointment of a second Deputy Collector.

14. Mr. Grahame's application for a grant of double pay to his establishment for the time during which this case was before him is inadmissible.

15. The Board are constrained to observe that Mr. Grahame has not hitherto exercised that close supervision which they expect to be exercised by every Sub-Collector over the salt works in his division.

16. The results of the employment of the Ooriya paiks as extra guards have been hitherto excellent: they have held aloof from corrupt comrades and done good service in exposing the practices which were causing so serious a loss to Government. The Collector is authorized to employ them during the current season as he reported in his letter dated 4th March. A report on the way they have performed their duty should be submitted at the close of the season.

17. Sanction is required for the disbursement of a sum of Rupees 973-13-9 for rewards to certain Police Constables and informers, and the Board resolve to request the sanction of Government for that amount, observing that the value of the salt recovered is more than double the sum stated.

18. The Board are deeply impressed with the necessity for improving the position and prospects of the Salt Superintendents. At present they have no hope of promotion into other departments, and no prospect but that of continual performance of monotonous duties at disagreeable stations, where they are exposed to terrible temptation. The Board would recommend that some increase of pay be conceded to them.

19. The details of the investigation into these frauds and its results have been placed very clearly before the Board by the exhaustive report which Mr. Grahame has submitted, and for which they desire to thank him.

20. The detection of this as of the previous case at Palur is due to the excellent use made by Captain Pickance of his local knowledge and personal influence.

No. 205. ORDER THEREON, 23rd October 1873, No. 1,151.

Separate Revenue, No. 8.

Salt.

IN continuation of their Proceedings* relating to the illicit manufacture of salt at two localities in the Ganjam District, which had involved a considerable loss to the State, the Board of Revenue now submit reports upon a still greater fraud upon the salt-revenue which was perpetrated at the Nowpadah salt-pans, in the same district, during the manufacturing season of 1872.

* Recorded in G. O., 5th December 1872, No. 1,613.

2. It appears that an order was issued to cease manufacture on behalf of Government at Nowpadah when the pans were full of salt or of brine which would become salt in a few days, and that after the issue of this order no effectual steps were taken to secure the destruction of the surplus salt. Further, that, though the salt-sales were so reduced when the smuggling commenced as to raise suspicion if the returns had been examined even in the most cursory manner, they attracted no attention.

3. The Principal Assistant Collector's report on this heavy fraud upon the revenue, variously estimated at from Rs. 80,000 to Rs. 3,00,000, seems to show that it was mainly rendered possible by very gross carelessness upon the part of the officer immediately in charge of the Salt Department, and some laxity in the general supervision exercised by the superior officers of the district.

4. In paragraph 15 of their Proceedings, the Board observe that the Sub-Collector has failed to exercise the supervision over the salt-works in his division which he should have done; and, in paragraph 7, they express their opinion that the Deputy-Collector's proceedings were "most injudicious," but, considering the short period he was in charge of the department, they "are not disposed to hold him guilty of any indifference in the performance of his duty."

5. The Governor in Council is unable to accept this disposal of the matter. The Acting Deputy-Collector, Mr. Thompson, has shown himself to be entirely unfit for the responsible situation of a Deputy-Collector, and will not be again employed in that capacity. It is clear from the Acting Principal Assistant's report that there has been a very general neglect of the standing orders of the Salt Department in the Ganjam District, which has, in a great measure, facilitated the commission of these heavy frauds upon the revenue, and for which the Collector, Mr. Master, and the Principal Assistant himself, Mr. Grahame, must be held responsible. It has been clearly laid down that the appointment of a Deputy-Collector to the charge of a department in no way relieves the chief officer of the district from the general supervision which the Government expect him to exercise over every branch of the administration, and the specific control which the Collector (and the Sub-Collector in regard to the pans in his division) is expected to exercise over the operations of the Salt Department, is distinctly prescribed in the standing orders of the Board.†

† No. 200-1.

6. The Deputy-Collector, Narsinga Row, who was for many years in charge of the Ganjam Salt Department, must also be held responsible for the neglect of orders which has taken place. It further appears from Mr. Grahame's report that

the prime mover in this great fraud, one Narsinga Bahu, a known bad character, was permitted to remain at Nowpadah by this Deputy-Collector, though his removal to another set of pans had been gazetted; and that the Deputy-Collector was also guilty of certain irregularities in regard to depriving salt-ryots of their holdings without the Collector's permission. Narsinga Row, who is now Deputy-Collector in charge of the Madras Salt Department, should have been given an opportunity of submitting any explanation which he desired to offer in regard to these matters. The Board of Revenue will now be good enough to refer to him on the subject.

7. The subordinate officials in the Salt Department who were concerned, or in any way responsible for these frauds, have been dealt with by the Acting Principal Assistant; but it appears that all his sentences awarding penal consequences have been reversed by the Sessions Court. No exact information is obtainable from Mr. Grahame's report as to the precise grounds of these reversals, and neither the Collector nor the Board throw any further light on the matter. The Government learn, however, that Mr. Grahame prosecuted the parties for "theft" instead for "breaches of the Salt Law" and "criminal neglect of duty and corruption." The Board should point out to Mr. Grahame this serious mistake in his procedure, and should also express their views upon the remarks made by Mr. Grahame and the Collector on this subject in paragraphs 83 and 19 of their respective reports.

8. The Board's disposal of the Collector's proposals for the prevention of a recurrence of frauds of a similar character, as expressed in paragraphs 8, 9, 11, 12, 13, 16, and 18 of their Proceedings are approved. Definite proposals should, however, be submitted for the augmentation of the Salt-guards, and for any increase of the salaries of Salt Superintendents or Police peons which may, on further consideration, be deemed essential. Steps should at once be taken for the erection of a Deputy-Collector's office at Nowpadah, and, in the meantime, the Deputy-Collector may be permitted to draw travelling allowance, providing office accommodation at his own expense.

9. The rewards proposed in paragraph 17 of the Board's Proceedings, amounting to Rs. 973-13-9, are sanctioned.

10. The Governor in Council concurs with the Board in their commendation of the exhaustive character of Mr. Grahame's report, and of the good service rendered by Captain Pickance in the detection of these and of the previous frauds at Palur.

(True Extract.)

(Signed) R. A. DALYELL,
Acting Secretary to Government.

To the Board of Revenue.
„ the Accountant-General.

Exd. F. R. Bantleman.

Govt. of 11873 Madras.

To

REVENUE.

THE BOARD OF REVENUE,

&c, &c, &c.

Dated October 23rd.

Read

and

G. O., 23rd October 1873, No. 1,151.

OCTOBER.

Nos. 204-205.

Transmitting the Salt Department Report for Ganjam Dist. 1873—Reviewing reports on the — and remarking that the Acting Deputy-Collector Mr. Thompson is unfit for the responsible situation, and that he will not be again employed in that capacity; that the Collector and the Principal Assistant must be held responsible for the heavy frauds caused by neglect of the standing orders of the Salt Department; that Deputy-Collector Narsinga Row, who was for many years in charge of the Salt Department, must be held responsible for neglect and certain irregularities, and requesting the Board of Revenue to call upon him for an explanation. Pointing out the serious mistake made by Mr. Grahame in his procedure against the subordinate officials, and approving the proposals made for the prevention of the recurrence of similar frauds.

VC#3232/79

Note No. 39 of 1974 from Govt.
Vide 38th 20 Aug/74 No 1873.

Revenue Dept 20

Memo for Orders on No 2248

Pro: Board of Revenue

Frauds in Salt Dept at Nowpatah in Ganjam Dist.

16 July 1873, No 1296

In previous papers the illicit manufacture of salt during 1872 at two localities in the Ganjam District which had involved a considerable loss to the Salt Revenue, was brought to the notice of Govt, and with their present Proceedings the Board of Revenue submit the Collector's report upon certain irregular manufacture at one of the Salt Depots of that District in the same year which has involved a loss to Govt variously estimated at from Rs 80,000 to Rs 5,00,000

The

2. The Principal Assistant Collectr's report on this heavy fraud upon the Revenue seems to show that it was mainly rendered possible by very gross carelessness upon the part of the officer immediately in charge of the Salt Dept and some laxity in the general supervision exercised by the superior officers of the District.

3. It appears that an order was issued to cease manufacture on behalf of Govt when the pans were full of salt, or of brine which would become salt in a few days, and that after the issue of this order no effectual steps were taken to secure the destruction of the surplus salt. Further that though the Salt sales were

against him. Such "mapani" pans deserve very little treatment - but should be the matter fully enquired into, & the best treatment

J. D. L.

I should note that I am very careful in the Board's and am disposed that the Collr's estimate of the allowance of salt to be appropriated - they were however Collr's fact - that there was mismanagement wrong - an last division Salt should show for Coy - accordingly

inexperienced and quite unfit for the work, was after a few months. On the completion of the attam he gave the order & clean manufacture - from his residence at Chicacole - and took it granted that the order would be obeyed - old Mompson had probably never seen a salt-work - but the Dy Collr condemned the manufacture on their own account - & laid the blame on the Police servants & allow them to do so - the unsuspecting Dy Collr did not visit the spot - often he imagined the manufacture had ceased -

When the Atty transpired that the Royal Salts" was engaged in great success in the Jeypore Polim the District officers were naturally much scandalized and proceedings against all concerned on charges of theft - & conviction was no theft - the offence was a breach of the Salt Laws & the first part of the Salt Report and criminal neglect of duty on the part of the Officials & corrupt conduct - and all the convictions were very properly quashed by the Sessions Court - & with Salt by them proceeds

were so reduced when the smuggling commenced as to raise suspicion if the Returns had been examined even in the most cursory manner they attracted no attention.

4. In para 4 of their Proceedings the Board express their opinion that the Dy Collector was injudicious, and that he was confused and perplexed by the large Salt frauds which had been discovered at other places, and considering that he was only a few months in charge of the Department they "are not disposed to "hold him guilty of any "indifference in the performance of his duty."

No doubt the short period

period during which Mr. Thompson was in charge is some excuse for him, but it is submitted that an officer who by ineffectual supervision has permitted a loss to Govt of probably considerably over a lac of rupees, should not again be placed in such a responsible position, and that if he be permitted to retain his permanent post of Tahsildar he should be severely censured and not held almost guiltless.

Further that some more definite mark of disapproval of the lax supervision over the Salt Dept which has been exercised by the Collector himself and by his Principal Assistant should be expressed than has been done in para 15 of the Proceedings of the Board of Revenue. It seems quite clear from Mr Grahame's report that most of the standing orders regarding the Salt Dept have been neglected in Ganjam and the District officers must be held in a great measure responsible for this. Standing Order No 380 states that it is the primary duty of the Head of the office to make himself acquainted with all the rules for the administration of the office committed to his charge, and to see that they are observed in practice, and should any considerable irregularity be brought to light which the Collector, had he at first enquired into the practice and compared it with the rules, would not have suffered to continue, the excuse that it had

they are perfectly legal and right. No fee or reward was given to the judge.

As regards the parties implicated, Thompson has reverted to his Tahsildari after discredited himself thoroughly in the performance of a duty that he was entirely unfitted for by his antecedents - no moral guilt attaches to him - but he may be declared disqualified for duty as a Salt Dept Collr - by far the greatest part of the duties of a Dept Collr in the public service - for the duty of a Dept Collr under any circumstances - for it is unfit for the duty - although to a certain degree the circumstances of this district of general emptiness will accidental and special.

The Head of the local Establishment was not long has been removed for incompetency - but no moral turpitude in this case attaches to him - and he cannot help to do both the grounds - his conduct can be such as a man should be subject to a blindfold test but to it seems to be - He has been removed from the service

D. Narsing Row - the permanent - Dep. Collr was absent and his fault lies - this has he did not carried out the orders Narsing Row the Head Assistant - the Asst Superintendent - & the Asst Superintendent - & the Asst Superintendent - &

had not been promiscuously brought to his notice will not be deemed admissible. Again Standing Order 200 requires Collectors to visit the Salt pans themself every year, and the Sub Collector to do so occasionally when in his division, and that the control over the Salt Dept: by these superior officers is to be real, not nominal and to make itself felt in every department of the work.

5. Again, the prime mover of this great fraud upon Govt appears to have been one Narsing Baha, who was a known bad character, and who though ordered to be moved to another set of pans was allowed to remain at Nowpadah by the late Deputy Collector Narsinga Row; the same

he have wilfully before no shown that he failed in his occasional visits to domiciliate his Salt-pans — or that a visit was due from him at that special juncture when these frauds were being perpetrated — I am very unwilling I confess severely blame the facts against the Head of a district — are not conclusive —

I will however disapprove of general captures that result has disclosed —

The "criminals" were (it appears) the two Apt Salt Superintendents and the Police Inspector; and these have (as I understand) been disciplined and will not be employed again

As requested

Collector and Sub-Collector, I agree with Mr Robinson that it will be sufficient to notice it with disapproval the Govt supervision

No objection

Yes —

This is indispensable It is a sorry sinecure but Chicacole is quite out of place as the Head Qrs of a Salt Deputy Collr

same Deputy Collector appears to have dismissed salt-ryots from their pans without authority (para 40. Mr Graham's report). It is submitted that the Board should have called upon Narsinga Row for an explanation of these statements.

6. Mr Graham makes certain proposals for the more efficient administration of the Salt Dept: in Ganjam, chiefly by carrying into effect existing Standing Orders, and it is submitted that the disposal of them, as has been done by the Collector and Board, may be approved, with special allusion to the change of the Deputy Collector's head-quarters from Chicacole to Soondy or Nowpadah.

7. It is also submitted that the rewards for the police who

who discovered the frauds
amounting to Rs. 973. 13. 9
may be sanctioned, and that
the Board may be permitted
to bring forward proposals
for increasing the pay of
Salt Superintendents on
the grounds stated in
para 18 of their Proceedings.

It appears that all
Mr. Graham's convictions
in the cases of these
frauds have been annulled
on appeal to the Session
Judge. The Bd
do not notice this beyond
observing that the Coll.
were right in refusing
to re-instate any of the

Rs. 820-

Rs.

The Bd. had the Coll
them and endorse
propriety of the revers
illegal sentence
think as a rule the B
refrain from observ
on judicial proce
I think in mod
call for the Calend
as Assistants le

24

convicted officials in their
situations. But it would
probably be desirable to
see the calendars and
the Court Proceedings
for these cases to have
been a clear failure
of justice

The prosecutions were
not for the offences
really committed, but
for deceit.

How could it be that
the offenders were
convicted for "deceit"?
I presume Mr. Graham
It seems to be a blunder
which decisions were
corrected.

Memo. for Orders

Frauds in Salt Dept. at Nowpadah in Ganjam Dt.

Revenue Dept.

No. 1151.

Proceedings of the Madras Government

Under date the 23 October 1873.

Read the following Proc. of the Board of Revenue

Submg. to Govt letters from Collr. forwarding Report on frauds in Salt Dept. at Nowpadah, Ganjam Dt, & suggesting certain improvements in Salt Dept. &c.

} dt. 16 July 1873, No. 294.

In continuation of their Proceedings relating to the illicit manufacture of salt at two localities in the Ganjam District which had involved a considerable loss to the State, the Board of Revenue now submit reports upon a still greater fraud upon the Salt revenue which was perpetrated at the Nowpadah Salt pans in the same District during the manufacturing season of 1872.

*recorded in G.O. 5 Dec. 72, No. 1643.

2248

1201

13/10

12 Septr 73 No. 25 Sdp. K.C. 7/10 & 20/10

2. It appears that an order was issued to cease manufacture on behalf of Govt at Nowpada when the pans were full of salt, or of brine which would become salt in a few days, and that after the issue of this order no effectual steps were taken to secure the destruction of the surplus salt. Further that though the salt pans were so reduced when the smuggling commenced as to raise suspicion if the Returns had been examined even in the most cursory manner they attracted no attention.

3. The Principal Assistant Collector's report on this heavy fraud upon the Revenue variously estimated at from Rs 80,000 to Rs 3,00,000, seems to show that it was mainly rendered possible by

by very gross carelessness upon the part of the officer immediately in charge of the Salt Dept: and some laxity in the general supervision exercised by the superior officers of the District.

4. In para 15 of their Proceedings the Board observe that the Sub Collector has failed to exercise the supervision over the Salt works in his Division which he should have done, and in para 7 they express their opinion that the Deputy Collector's proceedings were "most injudicious" but considering the short period he was in charge of the Dept: they "are "not disposed to hold him guilty "of any indifference in the performance of his duty."

5. The Governor in Council is unable to accept this disposal of

of the matter. The acting Deputy Collector Mr. Thompson has shown himself to be entirely unfit for the responsible situation of a Deputy Collector and will not be again employed in that capacity. It is clear from the Ag: Principal Assistant's report that there has been a wholesale neglect of the Standing Orders of the Salt Dept. in the Ganjam District, which has in a great measure facilitated the commission of those heavy frauds upon the revenue, For this the Collector Mr. Master, and the Principal Assistant himself Mr. Graham must be held principally responsible. It has been clearly laid down that the appointment of a Deputy Collector to the charge of a Dept: in no way relieves the chief officer of the

the District from the general supervision which the Govt. expect him to exercise over every branch of the administration, and the specific control which the Collector (and the Sub Collector in regard to the parts in his Division) is expected to exercise over the operations of the Salt Dept: is distinctly prescribed in the Standing Orders of the Board.

6. The Deputy Collector Narsinga Row, who was for many years in charge of the Ganjam Salt Dept: must also be held responsible for the neglect of orders which has taken place. It further appears from Mr. Graham's report that the prime mover in this great fraud one Narsinga Baku, a known bad character

character, was permitted to remain at Nooopadah by this Deputy Collector though his removal to another pet of pans had been gazetted, and that the Deputy Collector was also guilty of certain irregularities in regard to depriving salt ryots of their holdings without the Collectors permission. Narsinga Row, who is now Deputy Collector in charge of the Madras Salt Dept: should have been given an opportunity of submitting any explanation which he desired to offer in regard to these matters. The Board of Revenue will now be good enough to refer to him on the subject.

7. The subordinate officials in the Salt Dept: who were concerned or in any way responsible for these frauds have been

been dealt with by the Acting Principal Assistant, but it appears that all his sentences awarding penal consequences have been reversed by the Sessions Court. No exact information is obtainable from Mr. Grahame's report as to the precise grounds of these reversals, and neither the Collector nor the Board throw any further light on the matter. The Govt. learn, however, that Mr. Grahame prosecuted the parties for "theft" instead for "breaches of the Salt Law," and "criminal neglect of duty and corruption." The Board should point out to Mr. Grahame this serious mistake in his procedure, and should also express their views upon the remarks made by Mr. Grahame

Grahame and the Collector on this subject in paras 83 & 79 of their respective reports.

8. The Board's disposal of the Collector's proposals for the prevention of a recurrence of frauds of a similar character as expressed in paras 8. 9. 11, 12. 13, 16 and 18 of their Proceedings are approved. Definite proposals should, however, be submitted for the augmentation of the Salt guards, and for any increase of the salaries of Salt Supts or Police peons which may on further consideration, be deemed essential. Steps should at once be taken for the erection of a Deputy Collector's office at Nowpadah, and in the meantime the Deputy Collector may be permitted to draw travelling allowance, providing office accommodation

accommodation at his own expense.

9. The rewards proposed in para 17 of the Board's Proceedings amounting to Rs. 973. 13-9 are sanctioned

10. The Governor in Council concurs with the Board in their commendation of the exhaustive character of Mr. Grahame's report, and of the good service rendered by Captain Pickance in the detection of these and of the previous frauds at Palur.

Rev. Dept.

B. P. Rev. dis: 8 Nov:
Acct. Genl. - 9th "