

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No.	1008	Press
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439		
~~32-33~~		
Dated	30-6-1870	19

Not to be folded or roughly handled

270
1870

REVENUE DEPARTMENT,
FORT SAINT GEORGE,
30th June 1870.

No. 1,0

No. 439.

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
HOME DEPARTMENT.

Miscellaneous.

SIR,—With advertence to your letter,
under date 8th February 1870, No. 733,
I am directed by the Right Honourable

the Governor in Council to submit, for the consideration of the Government of India, the accompanying Minute on the subject referred to in your letter, which has been recorded by His Excellency, and in which the other Members of Government entirely concur.

2. I am to request that the existing arrangements for the compilation of the District Manuals of the Madras Presidency may not be disturbed, on the understanding that the aggregate charge for the compilation of all the Manuals as well as the Gazetteer of the Presidency shall not exceed Rupees 60,000.

I have the honour to be,

Sir,

• Your most obedient servant,

(Signed). H. E. STOKES,

Under-Secretary to Government.

Exd. F. R. Bantleman.

Revenue Department

Home 1870 Department.

[0]

Government of
Fort St. George.

Date 30th June. } No. 1,008.
Enclosures.
G spare copies.

D. No. Progs. { D.
L. No. { No.

SUBMITTING Minute recorded by His Excellency the Governor relating to District Manuals of the Madras Presidency, and requesting that the existing arrangements for their compilation may not be disturbed.

Proceedings of the Madras Government, Public Department,
7th March 1870.

No. 32. Read the following letter from the Secretary to the Government of India, Home Department, (Public,) to the Chief Secretary to Government, Fort Saint George, dated Fort William, 8th February 1870, No. 733.

I am directed to acknowledge the receipt of your letter, No. 1132, dated the 12th August last, on the subject of the compilation of a Gazetteer for the Madras Presidency, and, in reply, to communicate the following observations:—

2. The correspondence enclosed in your letter exhibits the steps taken by the Madras Government towards the preparation of District Manuals, with a view to the ultimate compilation of a Gazetteer for the whole Presidency. The proposal to prepare District Manuals appears to have been a very old one, revived in 1862 by the "Committee for simplifying routine business." The Government of Madras adopted the Committee's suggestion, and in September 1865 accepted the offer made by Mr. Carmichael, Collector of Vizagapatam, to undertake the compilation of a Model Manual of that district, and by Mr. Nelson to compile a similar work for the district of Madura. These officers were not relieved of their regular duties, but were promised special remuneration for the extra labour imposed on them.

3. When completed, the Board of Revenue submitted to the Government of Madras Messrs. Carmichael and Nelson's works; and, while refraining from detailed criticism, observed that the publications were wanting in brevity and defective in statistics. The Madras Government have recorded their approval of both works, and have granted a donation of Rupees 2500 to each of the compilers. They have, at the same time, requested the submission of the names of officers willing to undertake the preparation of the Manuals of other districts on the same terms as those of Vizagapatam and Madura. The proceedings submitted by you conclude with the order of the Madras Government, directing the adoption of this scheme of District Manuals, and the preparation from the materials thus collected of a Gazetteer for the whole Presidency by a special officer selected for the purpose.

4. On a careful consideration of the whole subject, the Governor-General in Council desires me to observe that, in an extensive undertaking like this, in which the aggregate expenditure is apt to escape attention or check by being disbursed in small instalments spread over several years, it is absolutely necessary for the Government to have a clear idea at starting of the total cost which the scheme adopted will involve. The Madras Government takes districts as the units in its scheme, and allows Rupees 2500 for a Manual of each district, exclusive of the charges for publication. The papers submitted with your letter under reply do not afford complete information on this last point, and an estimate has, therefore, been obtained of the total cost of printing, binding, paper and maps in respect of the Vizagapatam and Madura Manuals. It appears from this estimate that the net charge for an edition of 500 copies would be Rupees 7 per copy for the Madura Manual, and Rupees 4-8-0 per copy for the Vizagapatam Manual.

5. Assuming that the average charge per district in the Madras Presidency would be the mean between the charges for the two Manuals now finished, the rate would be Rupees 5-12-0 per copy, or Rupees 2875 for the edition of 500 copies. Add to this the sum allowed for compilation, and the total cost amounts to Rupees 5375 per district, or Rupees 1,00,750 for the twenty districts of the Madras Presi-

*Proceedings of the Madras Government, Public Department,
7th March 1870.*

dency. This sum represents merely the cost of the materials for the general Gazetteer, and exclusive of the salary of the special officer whom it is proposed to entertain for working them up.

6. Were the same system to be adopted elsewhere, the cost for District Manuals alone would amount to about £1,00,000 for all India. It may be objected to this calculation that, although the sum of Rupees 2500 per district is considered a fair remuneration in Madras, yet a smaller sum may suffice in Provinces where the administrative divisions are smaller. But the progressive influences or other difficulties which complicate the administration, and tend to make the districts smaller, are generally the very circumstances which render an elaborate treatment necessary in a work like the Gazetteer; and if districts are accepted as units in the calculation, and Rupees 2500 be sanctioned for each in Madras, it will be difficult to deny an equitable claim on the part of officers in other Provinces to the same amount.

7. As regards the quality of the work already done in Madras at this enormous cost, it is only necessary to refer to the deficiency in statistics, and to the prolixity in details, upon which both the Board of Revenue and the Local Government have animadverted. In the case of the Madura Manual, the prolixity is so excessive as to render it comparatively useless to the general public.

8. The Governor-General in Council is, however, unwilling to enter upon any detailed criticism of the publications under consideration, being inclined to believe that the plan adopted in Madras rests altogether on a wrong basis, and that, in addition to its needless costliness, it has other defects of a very serious nature. It throws the compilation of the District Gazetteer on one local officer, while the fact is that a large proportion of the information required can be obtained most easily and most accurately from the Heads of Departments in the Presidency Town. To take the single example of the Police Administration, His Excellency in Council believes that it would involve less correspondence and delay to get the returns of all districts from the Inspector-General than to obtain and verify the returns of a single district from the local officers. The same reasoning holds good in the analogous cases of Jail returns, the statistics of the criminal classes, Medical, Meteorological, and Geological returns.

9. Another defect of the plan is that it seems to overlook the existence of a vast store of materials, printed and manuscript, which has accumulated during more than a century, for a work of this nature, unless such materials happen to be found in the district record rooms, or to be immediately within reach of the district officials. The Madras records contain an invaluable series of district topographical reports, prepared many years ago by the medical officers of the period. And in any Province it would probably be possible to compile a better Gazetteer from the records at the seat of Government, without recourse to district records, than *vice versa*. But the two classes should supplement each other, neither being neglected.

10. According to this system, about to be adopted in Bengal, the district officers will send in their reports in manuscript to a special officer working under the Local Government. It will be the duty of this central officer to examine them carefully, supplement deficiencies from the materials available at head-quarters,

*Proceedings of the Madras Government, Public Department,
7th March 1870.*

expunge the redundancies and prolixities which may exist in them, and then print the remainder on a scale large enough for a District Manual, and yet not too large to be easily incorporated in the Provincial Gazetteer.

11. By this process the cost in Lower Bengal would be reduced to one-fifth of what it would have been if the Madras plan had been followed. The process has already been adopted in the Punjab and Oudh. It has been successfully acted upon in the edition about to issue of the Gazetteer of the Central Provinces.

12. The Governor-General in Council, therefore, desires me to request that the Madras Government will be good enough to withdraw the offer of Rupees 2500 per district for the present, or until such time as the Government of India considers and issues its orders upon a uniform plan of operations. Such a plan, I am to say, will shortly be communicated to the Government of Madras.

No. 33. ORDER THEREON, 7th March 1870, No. 270.

Communicated to the Revenue Department with reference to G. O., dated the 12th August last, No. 1131.

(True Extract.)

H. E. Stokes

Chief Secretary.

To the Revenue Department. ✓

Ed. J. Wright.

Ed. J. Wright

8/4

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Minutes by H. E. The
Resident.

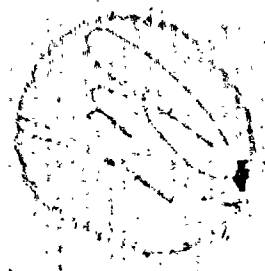
The Secretary to the
Government of India,
Home Department, in
letter under date of
February 8th last
communicated to the
Government the views
of the Government of India
with reference to the
Madras Project of
District Manuals
exemplified in the works
of W. Carmichael and
W. Hellen.

A. A.
J. D. S.

The reference put down
to them is there are merely
exceptions.

The questions taken by
the Government of India
to the scheme contemplated
here have reference
1. To ^{the} expense 2. To
the method.

Regarding the
remuneration to each
District officer employed
to be the amount recently



210-24 Aug 1870 1870-3

Govt. of 1870 Madras

PUBLIC.

THE REVENUE DEPARTMENT

Dated March, 11th.

Recd. by J. D. S.

Encl.

G. O. 7th March 1870, No. 270.

MARCH.

Nos. 32-33.

Communicating observations of the Government
of India on the subject of the compilation of
Director for the Madras Presidency.

210-24 Aug 1870 1870-3

103
Madras Presidency
210-24 Aug 1870 1870-3

granted to Mr Carmichael
and Mr Nelson and the
charge for printing
and publishing to be
a mere trifle that
incurred for Mr Carmichael's
sharer and Mr Nelson's
nine voluminous books.
The cost of the whole series
is set down at one lakh
of rupees. This amount
appears extravagant to
the Government of India for
Madras and they remark
that if the same scale
of outlay was sanctioned
in other parts of India
the compilation of Manuals
for the whole Empire
would cost ten lakhs.

If the question of
Expense was merely a
pure I don't think that
we should meet with
any insuperable difficulty.

(except with reference
to expenditures actually
incurred in prosecuting
researches)

3
85
I make no doubt that
we should find able and
zealous officers in all our
districts willing to
undertake the work
gratuitously, for the love
of the country, for the
love of letters, in the
hope of distinction and
advancement. In this
way half the gross
expenditure would be
extinguished at once. Nor
do I question that the
cost of printing and
publication is overestimated
by the Government of India.
It is not necessary to
take a mean between
the volume of Mr
Carmichael and the
volume of Mr Nelson.
We may safely assume
that under the advice
of government the
demonstration employed

by the former would not
be exceeded. This would
reduce the charge for
printing and publishing
the remaining eighteen
volumes to Rs. 40,500.

In my humble judgment
the sum of one lakh
would not be an exorbitant
sum to pay for a series
of works resembling those
already issued. In my
mind, so great a heap of
useful and interesting
information would not be
dearly purchased for the
sum referred to, if the
government had the
funds at its command.
The expenditure would be
scattered over four years
at least and Rs. 25,000
per annum is no great
sacrifice with the view
of securing books of this

2

character which would
be invaluable to travellers,
archaeologists, statisticians,
naturalists, philologists,
ethnologists and the
Revenue servants of Govt.
Nor does even the accumulated
outlay of ten lakhs
distributed over a long
series of years appear to
me excessive if we
regard the magnitude
and the resources of
India. But as I said
before, as far as we are
concerned the undertaking
could be completed
for less than half the
cost anticipated
by the Government of India.
The Government of India
would probably not
consider an annual
expenditure of Rs. 15,000
unreasonable for four

consecutive years. The
question of method or
system offers more
impediments to an
adjustment of conflicting
views.

The system proposed and
acted upon in Madras is
to ~~commit~~ ^{entrust} the duty of
composing a District
Manual in each District
to a Revenue officer under
certain instructions leaving
great liberty to the author,
and giving each Manual
the stamp of a confidential
individual independent
work, with the eventual
intention however of committing
the ^{task} duty of making a
digest of these manuals
to some officer of conspicuous
ability, so as to obtain
a general Gazetteer of
the Presidency. In this

5
scheme the capital
subject is the District Manual
the secondary one the
Gazetteer.

The system proposed by
the Government of India
is to obtain from each
District officer employed
a report on his District
to submit these reports
in M. S. to a central
authority by whom they
are to be criticised,
condensed, and
supplemented, and to
incorporate all in
one work, the general
Gazetteer. In this
scheme the first object
is the Gazetteer the
second the local
report.

My object in submitting
this Memoir is to
renew my strong
persuasion that what

we really want is
a full careful comprehensive
work on each district,
on each administrative
subdivision of the country,
for the use of the local
officers, the Government,
and persons engaged in
historical, artistic, social,
and scientific studies
and enquiries. Many of
the Districts of this
Presidency have strongly
marked distinctive
features. I readily think
of Tanjore, Madurai,
Malabar, Salem,
Nizagabatan. all
have local peculiarities
derived from natural
or historical causes.
There is not one
except in the
Carnatic group
which is not a proper

subject for special
delineation. By
sanctioning these works
and by furthering
them separately
we shall, I think
confer a great benefit
on the authors
individually, on
the public service,
and on the nation
community. The
officers employed
will work with
competitor ardour.
They will instruct
themselves in
instructing others.
They will save for
themselves and render
accessible a vast
amount of local
history and

tradition which would
otherwise go to be forgotten
or remain dispersed
and practically
unattainable. They
will place in the
hands of the Revenue
Officers of the future
a history part of
the Presidency his
steps he directed
a map of intelligence
condensed, reliable
and ready made
which much now
to be collected by
personal reference
or from a multitude
of separate sources.
But the spirit of
enquiry set a foot
by the composition
and publication of

7 R9
These Manuals will
not stop either with
the immediate
authors or with the
members of the
Civil Service. It will
probably raise a
kindred feeling
among the subordinate
local officials of
the country and
develop a
love of investigation
in many departments
of knowledge which
is now wanting.
The Government of
India has remarked
that more valuable
materials are already
collected for this
task in the Presidency

archives than can
be supplied for the
District record
rooms. I beg leave
to doubt this except
with reference to
some modern benches
of statistics, but
even if it were so
there is nothing to
prevent the authors
of the District
Manuals from
committing the
sources of information
accumulated at
the Capital. The
Government would
give them every
assistance in doing
so. What I
earnestly wish
on is that the

8 (R 10)
Government should
give to each author
the full responsibility
and honor of his
own work, that
the stamp of
individual mind
shall be left
on each, that
all shall wish
to be printed and
squared down
to the pattern
of a central
critic's ideas
and appetite.
One man will write
more than another.
One man will
read more than
another. Let the

writers and readers
have their way. Do
not let us have
a standard plan
for human intelligence
at least. —

I presume that
we should respectfully
address the Government
of India requesting
leave to have our

independent District
Manuals composed
after our own fashion
and the general
gazetteer of the
Presidency formed
afterwards on the
basis of those Manuals
as may seem best
to the Government,

engaging at the
same time that
the aggregate
charge for the
whole undertaking
shall not exceed
Rs. 60,000. —

I trust I may
be permitted to
offer some reflections
on that passage in
the letter of the
Secretary to the
Government of India
in which it is stated
that the "indiscrepancy"
of the Madras
Manual is so
"excessive ~~that~~ as
"to render it comparatively
"useless to the general
Public". I submit that

the work is not ^{really} ~~proliferous~~
and that it is not ~~primarily~~
intended for the general
public. It is long but
that is another thing.

Mr. Nelson has attempted
much but he has not
heated his multifarious
subjects tediously or with
iteration. Madras is the
chief part of an ancient
and celebrated Indian
kingdom. It is the
centre and stronghold
of Hindu religion and
literature in the South
of India. ~~A large book~~
^{It is now} for a district of the Madras
Presidency but it
contains an area of
square miles and
two millions of inhabitants.
A large book is well
bestowed upon it. No
doubt at an office table
in Calcutta Madras
may appear an unimportant

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10 1812
place and Mr. Nelson
Manual a prodigious
~~book~~ ^{even} volume,
even to a mind as
labouring ^{and well judging} ~~and~~
as that of the Home
Secretary. I thought
the book a big one,
myself, when I received it at
Madras. But it did
not seem large when
I consulted it at
Madras. on the
contrary there were
things I wished to
know which the
Manual did not
contain and I venture
to affirm that a
young civilian taking
up his duty on the
banks of the N. Regay
will ^{scarcely} ~~not~~ consider
one page of it superfluous.
It is written, of course,

for men of science, government
and local authority, but
a careful reader will
not find it tiresome
though he may find it
thick.

The accompanying
letter spontaneously
addressed to me by
Mr. Overbury the
gentleman who has
undertaken the Manual
for the Salem District
may interest the
Members of government.
It illustrates the
spirit in which the
Members of the Civil
Service have entered
upon the performance
of an arduous duty.

Napier
Madras April 14th 1870.

(P/13)
No 742, circulated for
the remarks of H. E. The President
under orders.

The list in No. 1 shows
the dates on which orders
have been passed appointing
the Officers of gentlemen
to compile the several
District Manuals. It is
known to the undersigned
that the greater part of
the materials for the
Tinnei Manual have
already been collected
by Mr. Boswell, and it
is probable that Messrs.
Maltby, Spedding, Macleod
& Overbury have done a
good deal in this direction
as they have been more than

See separate
paper.

N.

six months at work

[Signature]

*Other
7 Blue Books
when sent*

*R 171
Blue Bk
30 June 79*

H 1008

By

*The Secy to the Govt of India
Home Bk*

Sir,

*With reference
to your letter under date
8th February 1870, No 733,
I am directed by the
Right Honorable the
Governor in Council to
submit for the consi-
deration of the Govt of
India, the accompany-
ing minute on the sub-
ject referred to in your
letter which has been
recorded by H.C. and
in which the other mem-
bers of Govt have*

N.

J. O. S.

[Signature]

*I would say
entirely concurred*

*I have signed this con-
currence*

*I am to request
that the existing ar-
rangements for the
compilation*

compilation of the
strict manuals of the
Madras Presidency may
be allowed to stand on
the understanding that
the aggregate charge for
the compilation of all
the manuals as well as
the Gazetteers of the Pre-
sidency shall not ex-
ceed Rs 60,000 -

not to be trusted,

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G. H. Ball