

6
6/6.1.1873

*Proceedings of the Madras Government, Revenue Department,
6th January 1873.*

No. 11. Endorsement of the Chief Secretary to Government, dated Ootacamund, 28th October 1871.

Read the following letter from the Secretary to the Government of India, Department of Agriculture, Revenue, and Commerce,—(Statistics Gazetteers,) to the Secretary to the Government of Madras, dated Simla, 2nd October 1871, No. 137:—

With reference to the Resolution of Government marginally noted, creating a Director-General of Statistics, I am directed to request that, with the permission of His Excellency the Governor in Council, you will favour His Excellency the Governor-General in Council with full information as to the exact state of the Gazetteer operations in Madras. This information is required with the least possible delay.

2. Two distinct modes of preparing the Gazetteer have been placed before the Government of India. One of them adopts the plan of drawing up District Accounts and publishing them District by District, without reference to alphabetical arrangement. The other provides for the consolidation of these District Accounts into an Alphabetical Gazetteer, such as the recent one of the Central Provinces; exhibiting each district, town, river, range of hills, or other geographical feature, in alphabetical order.

3. While it seems desirable that the second or alphabetical plan should be adopted wherever practicable, the Governor-General in Council is unwilling to lay down any rigid rule, and desires to be favoured with an expression of His Excellency's views on this point. It is hoped that your report will include any suggestions which are deemed expedient as to the plan and conduct of the local operations, as well as a distinct statement of the time which they will occupy and of the cost which they will involve. The statement also should show the machinery by which it is proposed to accomplish the work.

TRANSFERRED to the Revenue Department.

(Signed) W. HUDLESTON,
Chief Secretary.

(True Copy.)

(Signed) D. F. CARMICHAEL,
Secretary to Government.

Ed. G. A. Turton.

REVENUE DEPARTMENT,
FORT ST. GEORGE,
6th January 1873.

No. 6.

No. 11)

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,

DEPARTMENT OF AGRICULTURE,
REVENUE, AND COMMERCE.

Miscellaneous.

SIR,—I am now instructed to reply
to your letter No. 137 of 2nd October
1871, furnishing a Resolution of the

Government of India appointing a Director-General of Statistics, and inquiring
the exact state of the "Gazetteer" operations in Madras. This letter was shortly

No. 199, dated 16th December 1871.

followed by the Circular marginally
noted, enclosing copies of the new

Director-General's Guide as to the heads of information principally required in
the compilation referred to.

2. The desire of Her Majesty's Government for the preparation of a
Gazetteer for this Presidency was communicated to His Excellency in Council by
a letter from the Foreign Department of the Government of India, dated 19th
October 1867. At that time steps had already been taken here for the collection
of materials for such a work. "The original design of this Government contem-

To Secretary to Government of India, Foreign
Department, No. 1,457, dated 22nd November
1867.

plated the preparation of a series of
volumes, each containing on a more
extensive scale than the Gazetteer of the
Central Provinces, a complete history

of each district of this Presidency." Two volumes relating to the extensive
districts of Madura and Vizagapatam were published in 1869, a sum of Rs. 2,500
being awarded to each Compiler as a remuneration for his trouble. A Committee
was at the same time appointed to consider and report upon the best method of
compiling the Madras Gazetteer; and their suggestion that District Manuals
should be first prepared and the information necessary for the compilation of a
Presidency Gazetteer on a uniform plan should be afterwards extracted from them
by a Special Officer at the Presidency, was adopted by His Excellency in Council

To Home Department, No. 1,132, Public, dated
12th August 1869.

and specially brought to the notice of
the Government of India. The two
Manuals were simultaneously submitted

to the Secretary of State, who observed that the *honorarium* of 2,500 Rs. seemed to
be moderate, but that "the grants—especially considering that these Manuals are

Despatch (Revenue), No. 37, dated 25th August
1869.

to be followed by similar ones for the
other districts of your Presidency—
ought not to have been made without

previous reference to the Government of India."

3. The foregoing letter from this Government, of the 12th August 1869, was
acknowledged by the Government of
India on the 8th February following.
The Governor-General in Council

objected to the contemplated expense, and also to the method of compilation

sanctioned by the Government of Madras. Both objections were combated at some length by His Excellency Lord Napier in a Minute dated 14th April, and in conformity with his suggestion this Government requested that "the existing arrangements for the compilation of the District Manuals of the Madras Presidency might 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 Rs. 60,000."

4. To this request, submitted now nearly two years and a half ago, no reply whatever has been received. Two other Manuals, for the Bellary and Nellore Districts, which were in progress when the restrictive order of the Government of India was received, have been completed and are now in the Press. In the letter now under acknowledgment the Governor-General in Council has stated that he has no wish to lay down any rigid rule of proceeding in the matter. I am desired therefore again to express the decided preference of the Government of Madras for the plan of drawing up District Manuals and publishing them district by district. They are ready to put the work into the hands of selected officers, and they estimate that it will be completed for Rs. 50,000, including the cost of those Manuals already compiled. The time occupied they estimate at three years. Both cost and time are calculated without reference to a *Gazetteer*. It is gathered from the last paragraph of the Resolution in the Department of Agriculture of the 8th September 1871 that the Director-General of Statistics will himself incorporate into an Imperial Gazetteer the several Accounts and Manuals compiled in the several Presidencies and Provinces; but if this is not the case, and a separate Gazetteer for Madras is to be compiled at this Presidency—a course which this Government consider preferable, local knowledge being an important item in the work of compilation—then I am to state that the time required would be five years, and the approximate cost would be the sum given in Lord Napier's Minute, 60,000 Rupees.

I have the honour to be,

Sir,

Your most obedient servant,

(Signed) D. F. CARMICHAEL,
Secretary to Government.

5
X Acc¹⁰⁹ write hereafter

816.148

C. No 1491 of 1873
of 1873
1873-1874

Nos. 102-18.

Extract from the Proceedings of the Government of India in the Department of Agriculture, Revenue, and Commerce,—dated Simla, the 8th September 1871.

[STATISTICS.]

READ—

- A Plan for an *Imperial Gazetteer of India*, dated 29th November 1869, from W. W. Hunter, Esq., to the Secretary to the Government of India, Home Department.
- A Note on the progress of the statistical operations in connection with the *Imperial Gazetteer* in 1870 and 1871, by W. W. Hunter, Esq., dated 1st June 1871.
- Office Memorandum to Financial Department, No. 64, dated 2nd August 1871.
- „ „ from „ „ „ 3189, dated 30th August 1871.

RESOLUTION.

THE Governor General has had under his careful consideration the question of the preparation of Provincial Gazetteers, and their eventual consolidation into an Imperial Statistical Account of India.

2. Three distinct series of operations have in time past been undertaken or encouraged by the Government, with a view to obtaining trustworthy accounts of the country, such as might form a Gazetteer of India; the whole representing a very large outlay, commencing as far back as 1769, and one of the efforts* costing £30,000 for merely collecting the materials for part of a single Province.

* That of Dr. Buchanan under the instructions of the Governor General in Council in 1807.

3. From a variety of causes, all more or less proceeding from defective organisation, this large expenditure, while accumulating isolated materials of great value, failed to yield any systematic and comprehensive result. At length in 1855 the Court of Directors directed the Governor General to procure by local enquiries, and “with as little delay as possible, such information as may be effective for rendering the work a faithful register of the state of the country as at present existing.”*

* Despatch No. 1 of 1855, Statistical Department, dated 21st February 1855.

4. Since then various attempts have been made by the Local Governments to give effect to these orders. It was practically found that no satisfactory basis existed for the work, and as early as 1862 the subordinate Governments began to strike out new plans for drawing up a statistical and geographical account of their territories. In March of that year the Madras Government issued orders for a series of District Manuals, which should exhibit the entire Presidency in minute detail. Subsequently, Sir Richard Temple inaugurated the statistical operations which have produced the *Gazetteer* of the Central Provinces; and more recently the Collectors in Eastern Bengal were directed to draw up a series of District Reports, which were printed in 1868 under the title of the “Principal Heads of the History and Statistics of the Dacca Division.”

5. The divergence from the original plan which had thus taken place under the Local Administrations, was accepted by the Supreme Government: and in May 1867 it was suggested whether a work similar to

the *Gazetteer* of the Central Provinces might not with advantage be compiled for Bengal, the Panjab, Oudh, Mysore and Curg, British Burmah, and Haidrabad. Three months later the plan received the approval of the Secretary of State, and on the 19th October 1867 the Government of India addressed all the Local Administrations, requesting that "steps may be taken for the compilation of a *Gazetteer* in accordance with the wishes of Her Majesty's Government."

6. Various schemes were set on foot to give effect to these orders, some of them so costly as to be altogether disproportionate to the results to be attained. But His Excellency in Council observes that excessive costliness is not the only unfortunate effect of the want of organization, which left each Local Government to invent a scheme of its own, irrespective of what was being done in other Provinces. There was, in fact, no unity of plan or central supervision, and the results did not contain the materials required for the comparative statistics of the empire. Meanwhile the necessity of some systematic organization had been pressed on the Government of India from various quarters, particularly by the Commercial Community and the Asiatic Society of Bengal. This latter body urged that, without a uniform plan, "the value of each local *Gazetteer* will, in a measure, be depreciated, and whenever the compilation of the *Gazetteer of India* shall be determined on, a considerable amount of the work will have to be gone over again *de novo*." Accordingly, in July 1869, His Excellency in Council declared his conviction that immediate steps should be taken to ensure uniformity, and to that end appointed Mr. W. W. Hunter, LL. D., of the Civil Service, to visit the Local Governments and ascertain what had been done in each, with a view to his drawing up a comprehensive scheme, prescribing the principles for the compilation of the Provincial *Gazetteers* and for their ultimate consolidation into one work.

7. In November 1869 Mr. Hunter submitted his Plan for an Imperial *Gazetteer* of India, in which he exhaustively explained the materials already available, and arranged for that systematic organization and central control, the absence of which had proved fatal to the completeness of all the previous efforts from 1769 to 1855, and to the progress of the present one throughout the fifteen years during which the operations have been going on between 1855 and 1870. The final consideration of his Plan was, however, postponed till the then contemplated Department of Agriculture, Revenue, and Commerce should be formed. Meanwhile his services were temporarily retained on deputation, and after an interval the deputation was renewed with a view to his arranging, so far as his position permitted, for uniformity in the provincial compilations in progress during the past eighteen months. He also continued to perform his duties as Compiler of the *Bengal Gazetteer*.

8. Even the moderate degree of supervision which he was thus able to exercise on the operations, has produced favorable results. The work published during the two years, 1870 and 1871, will form five volumes, containing 2,000 pages, and dealing with a territory of 131,453 square miles. This area, although between two and three times the size of England and Wales, forms only a fragment of the whole work to be done. The general statistical operations will extend over ten separate Governments, which, with their feudatory States, administer a territory of 1,556,836 square miles and govern a population estimated at 200,424,072 souls. The *Gazetteer of India* represents, therefore, a series of local enquiries and comparative statistics spread over an area but little less than that of all Europe, excepting Russia. Throughout this vast territory widely different schemes have been propounded by the Local Administrations, some of them involving a very extravagant outlay, others of too meagre a character. Each Local Government has given its own interpretation to the work, and the experience of the last few years shows that, in the absence of a central organization, the cost of the enterprise will swell to an enormous total, while the same heterogenous incompleteness which rendered all previous efforts infructuous, will again result.

9. Meanwhile the Provincial *Gazetteers* have reached a stage which imperatively demands some uniform system and some guiding authority. It seems to the Governor General in Council that the time has come for taking definite steps to ensure that uniformity of plan without which it is hopeless to look for a successful issue from so widely extended a statistical operation. It is desirable that a large amount of individual freedom should be permitted to each of the Local Governments, but it is absolutely necessary that each of the Provincial *Gazetteers* should contain the materials requisite for the comparative statistics of the empire. Without a central guiding authority, economy and uniformity are alike impossible. The Governor General in Council is of opinion that this central control can best be obtained by the Government availing itself of the suggestions contained in Mr. Hunter's Plan, and by securing for the execution of the design the supervision of the designer. Subject to the approval of the Right Hon'ble the Secretary of State, His Excellency in Council is, therefore, pleased to appoint Mr. Hunter Director General of Statistics to the Government of India for the above purpose, and for the consolidation of the Provincial Accounts into the *Imperial Gazetteer*. Mr. Hunter will also continue to conduct the operations of the *Bengal Gazetteer*, the compilation of which, the Government has ascertained, can be carried on in connection with his new duties.

ORDER.—Ordered, that a copy of this Resolution be forwarded, for information and guidance, to the Local Governments and Administrations noted in the margin,* and for information to the several Departments of the Government of India.†

* Government of Madras.	Chief Commissioner of Oudh.	
" Bombay.	" " Burmah.	
" Bengal.	" " Central	
" North-Western	" " Provinces.	
" Provinces.	" " Mysore and	
" Panjab.	" " Coorg.	
	Resident at Haidrabad.	
† Home Department.	Military Department.	
Foreign " "	Public Works " "	
Financial " "	Legislative " "	

Ordered also, that a copy be forwarded for information and guidance to Mr. W. W. Hunter, LL. D.

(True Extract,)

Secretary to the Govt. of India.

"Gazeteeer of the Central Provinces,
 a complete history of each district
 of his Presy." Two volumes relating
 to the extensive districts of Madras &
 Vijayapattinam were published in 1869,
 a sum of Rs. 2500 being awarded to
 each Compiler as a remuneration
 for his trouble. A Committee was at
 the same time appointed to consider &
 report upon the best method of compiling
 the Madras Gazeteeer; and their suggest-
 -ion that District Manuals should be
 first prepared & the information neces-
 -sary for the compilation of a Presidency
 Gazeteeer on a uniform plan should be
 afterwards extracted from them by a
 Special Officer at the Presidency, was
 adopted by H. E. Inf. and specially
 brought to the notice of the Govt. of India.

To Home Dept.
 No 1132 P.H.C.
 8/12 Aug/69.

Despatches (Revenue)
 No 37 of 25 Aug/69

The two Manuals were simultaneously
 submitted to the Secy of State, who
 observed that the honourarium of 2500^{Rs.}
 seemed to be moderate, but that the
 grants - especially considering that these
 Manuals are to be followed by similar
 ones for the other districts of your Presy -
 "ought not to have been made without
 previous reference to the Govt. of India".

From Home Dept.
 (P.H.C.) No 733.
 25 Feb/70.

Govt. of India
 Home Dept.
 No 1008 (Revenue)
 25/25 June/70.

3. The foregoing letter from the Govt.
 of the 12th August 1869 was acknowledged
 by the Govt. of India on the 25th Feb/70
 -closing. The G. E. Inf. objected to the
 contemplated expense, and also to the
 method of compilation sanctioned by
 the Govt. of Madras. Both objections were
 combated at some length by H. E.
 Lord Napier in a Minute dated 14th
 April, and in conformity with his
 suggestion, the Govt. requested that
 "the existing arrangements for the com-
 -pilation of the District Manuals of the
 "Madras Presy might not be disturbed,
 "on the understanding that the aggregate
 "charge for the compilation of all the
 "Manuals as well as the Gazeteeer of the
 "Presy shall not exceed Rs. 60,000."

4. To his request, submitted now nearly
 two years and a half ago, no reply
 whatever has been received. Two other
 Manuals, for the Bellary & Bellare
 districts, which were in progress when
 the restrictive order of the Govt. of India
 was recd., have been completed & are now
 in the Press. In the letter now under
 acknowledgment the G. E. Inf. has stated
 that he has no wish to lay down any
 rigid rule of proceeding in the matter.
 I am desired therefore again to express

the decided preference of the Govt of
 Madras for the plan of drawing up
 District Manuals & publishing them
 District by District. They are ready to
 put the work into the hands of selected
 Officers, ^{they estimate} [to engage] that it shall be
 completed for Rs. 50,000, ~~Rs. 25,000~~
~~including the cost of these already~~
 including the cost of these already Manuals
 already compiled. The time occupied
 they estimate at three years. Both cost
 and time are calculated without
 reference to the Gazetteer. This follows
 from the last paragraph of the
 Resolution in the Dept. of Agriculture
 of the 8th Sept 1871 that the Director
 General of Statistics will himself
 incorporate into an Imperial Ga-
 zetteer the several ~~Accounts~~
 Accounts & Manuals compiled

a course which Govt consider
 preferable, local knowledge being an
 important item in the work of
 compilation —

in the several Presidencies & Provinces;
 but if this is not the
 case, & a separate
 Gazetteer for Madras is to be

By 28/11/72

I would add that
 the task is one in
 which local know-
 ledge is so important

compiled at his Presidency. I am to state that the time required
 would be five years, and the ^{approximate} cost
 while the sum given in Lord Napier's
 Minute, 60,000 Rs.

that the work of com-
 piling the Gazette should be entrusted to a local
 Officer. I am an Englishman and I like to
 have a system of Government for the Province put!

2. 1. 3
2. 1. 3
P. 1. 3
2. 1. 3
2. 1. 3

2. 1. 3
2. 1. 3
2. 1. 3

2. 1. 3 R 4. 1. 3

Government of India