

King's House,

29th September, 1887.

HONORABLE GENTLEMEN :

It will probably be within your recollection that in the Autumn Session of the Council in 1886 a desire was expressed that Departments should pay postage on their correspondence, both as a means of checking the transmission of unnecessary letters and packets and to enable the Legislature and public to see more exactly what is the financial result of the Postal Service.

2. I then stated that such charge had been abolished in England but that I would obtain particulars of the system under which it is continued to be levied in India. I have received this information and I have the honor to lay the Papers I have received upon the table of the Council, with a Memorandum from the Postmaster for Jamaica expressing his views upon the subject as applicable to this Colony, and I would suggest that if any Member of the Council desires to alter the present system of not charging for official postage in Jamaica he shall move that the matter be referred to a Select Committee for consideration.

H. W. NORMAN, Governor.

King's House,

29th September, 1887.

For Papers and Memorandum from Postmaster see Appendix No. 3.

## APPENDIX No. 3.

*Papers and Memorandum from Postmaster for Jamaica on Official Postage in Jamaica.*

Jamaica—No. 45.

Downing Street, 17th March, 1887.

SIR—I am directed by the Secretary of State to transmit to you, with reference to my Despatch No. 115 of 25th November last, the documents specified in the annexed Schedule.

I have etc.,

ROBERT G. W. HERBERT.

Date.	Description of Document.
Nos. 181 and 194, 13th and 27th January, 1887.	Two Reports by the Director General of the Post Office of India, on the subject of charging a reduced rate of postage on official correspondence. Indian Postal Guide.

GOVERNMENT OF INDIA.  
DEPARTMENT OF FINANCE AND COMMERCE.

## ENCLOSURE OF DESPATCH No 35 OF 1887.

No. 181, dated 13th January, 1887.

*Memo. by F. R. Hogg, Esq., Director General of the Post Office of India.*

The Governor of Jamaica asks for information as to the particulars of the Indian system under which special postage stamps are used for the pre-payment of official correspondence.

2. Enclosed is a copy of the Indian Postal Guide, dated November 1886, in which at pages 88 to 92 the rules referred to will be found. Enclosed also are specimens of the "service stamps" used in India for the pre-payment of official correspondence. These service stamps are merely ordinary stamps overprinted with the letters "On H. M. S." This overprinting adds to the cost of manufacture to the extent of 1d. per 1,000 stamps.

3. The postal revenue derived from prepaid official correspondence is represented by the annual sales of these service stamps.

4. Service postage stamps are sold by Government Treasuries only for cash to Government officials and to persons specially authorised to purchase and use them. A written application must accompany each sale. The money disbursed by Government offices in buying service stamps from Treasuries is paid from the permanent advance which each office holds for contingent expenses.

5. It is further provided that "no charges shall be entered in any contingent bill for any postage labels but service postage labels," and that "the postage charges must be supported by the treasury receipts for the money, which should always be given upon a printed form entirely filled up by the Treasury and signed by the Treasury officer."

6. The check against the too free use of service stamps consists in the rule which requires these stamps to be supported by the superscription "On Her Majesty's Service" under the full signature and official designation of the Government officer who sends the article or of some responsible member of his office. Unsupported by this superscription and signature service stamps are not recognised by the Post Office in payment of postage.

No. 194, dated 27th January, 1887.

*Memo. by F. R. Hogg, Esq., Director General of the Post Office of India.*

The grounds on which the official rate of postage is so much cheaper than the non-official rate are fully stated in the two communications from this office, noted on the margin. In the first of these communications, after characterising the then existing rates for official correspondence as "inordinately high," Mr. Montearth remarked that the "trouble involved in prepaying official letters under a scale rising by the minute unit of one tola is unquestionably great."

Below is given an extract from the later of these communications:—

"There is, I admit, another element of no small importance in dealing with the question of an economical use of the post by Government officials. I refer to the imposition of a reasonable rate of charge. The excessive charge on official correspondence brings the whole system into disrepute, and generates, because it affords an excuse for, disregard of economy. A rate of charge may be reasonable enough for the comparatively light letters posted by private individuals, and yet be wholly disproportionate to the heavy letters sent by officials. There is hardly any kind of transit, whether by land or sea, in which the cost per ounce, pound, or ton, does not decrease with the size of consignments, and yet the Indian Post Office has hitherto charged the same rate per tola for the heavy letters posted by Government officials as it does for the light letters posted by the public, and this system appears all the more monstrous when it is remembered that the expense to the Post Office in carrying letters depends within moderate limits not so much on their largeness as on their small-

ness. In other words, it costs less on the average to convey and deliver a good sized official envelope, with a legible address, than to do the same work in respect of a native letter so small as to weigh perhaps  $\frac{1}{30}$  part of the official letter, but yet so minute in size and so crowded in respect of address as to give rise to a very much larger amount of trouble. It was this fact that made me advocate the policy of doing away with all remnants of the minute restrictions as to weight, holding them as I do to be in a large degree responsible for the vicious habit among the natives of this country of posting letters of so diminutive size as to make them objects of curiosity in almost any other civilised country. And although for the present I have waived my proposal remedy as regards private correspondence in deference to opinions of acknowledged weight, I see none the less reason for advocating the adaptation of charge to cost of conveyance in respect of a class of correspondence which has long suffered from the common and too true belief that the excessive postage is a mere *pro forma* charge levied without any reference to the actual cost of conveyance. The high rates of charge in proportion to weight have on the one hand stereotyped among the native public a pernicious resort to the minutest covers; and on the other hand among public officers, to whom the transmission of heavy covers is an official necessity, it has gone far to excuse a disregard of all economy by supporting the idea that official postage has no real relation to actual expenditure."

2. As regards saving of work I would remark that the practical restraint of a money charge, imposed by the present official correspondence rules, has unquestionably resulted in a more economical use of the Post Office on the part of public offices and in a more extended resort to the packet-post instead of to the more extensive letter-post. When this restraint is removed a reckless employment of the post at once ensues. In support of this view I annex the following extract from a report by Mr. J.

\* No. 29, dated 27th April, 1886.

Short,\* Deputy Post Master General:—

"If the system of service labels be abolished there would only be a renewal of the old abuses which existed before the labels were introduced. I think I may speak with some authority on this point, as I was in charge of Field Post Offices in Baluchistan when the use of service labels was temporarily suspended. The weight of the mails went up at a bound at least 50 per cent., correspondence files were sent to and from office to office, everything was marked by letter post, even bundles of forms weighing several pounds the; consequence was the Postmasters had to use their discretion as to what articles had to be sent by sowars and what by camel dak."

3. Quite recently the Government has been obliged to check† the inconsiderate transmission of heavy articles by letter post to England, calling attention to the fact that real expense is thereby incurred. The tendency to this abuse owed its origin to the fact

that letters are charged in account while books and parcel post articles must be prepaid. Postal experience in India points to the conclusion that a money charge is the sole efficient check against a thoughtless use of the post on the part of Government officials.

*Memorandum by the Postmaster for Jamaica on a Despatch from the Secretary of State for the Colonies as to the system of charging a reduced rate of Postage on Official Correspondence in India.*

I have had under careful consideration the despatch from the Secretary of State for the Colonies, No. 45 of 17th March, 1887, on the subject of charging a reduced rate of postage on official correspondence in India; and I now have the honor, as directed, to submit the following remarks thereon.

2. The accompanying return shows the ordinary postal rates within India as compared with those within Jamaica; and also the reduced scale of official postages in India in comparison with a suggested scale for adoption within Jamaica.

3. The remarks contained in Mr. Hogg's Memo. under date 13th January, 1887, No. 181, are so clear that the rules therein laid down could be adopted in Jamaica Amended, perhaps, so that in those Public Offices where a frank stamp has been authorized its use might be allowed to continue, instead of the written signature required in other cases.

4. In Mr. Hogg's Memo. of date 27th January, 1887, No. 194, I submit that the premises are different. Whereas in India all official postages prior to a certain date had been paid at the same scale and rate as governed the ordinary correspondence of the public, in Jamaica the franking privilege has been authorised to an extent that reduces the annual revenues of the Post Office by some £3,400, which amount does not include the official correspondence of Custodes, Chairmen of Parochial Boards, etc., as to which no statistics are available but which may, for the purpose of this Report, be estimated at £600, making a total deficit in postal revenue of, say, £4,000 a year.

5. The scale for official postages in Jamaica that I venture to suggest is exactly one-half of the public rate; except as to the Mail Coach parcels, the rate on which must remain at threepence per pound as the Post Office has to pay out to the Coach Proprietors twopence per pound for their conveyance.

6. If this proposition meet approval the credit to the Post Office may be estimated at £2,000 a year.

7. With regard to other points in the very interesting Papers on this subject that I have been favored with, I would point out that it is stated that in India the ordinary native letter is estimated as being only  $\frac{1}{30}$ th part in weight of an average official letter and so minute in size, etc., as to give unnecessary trouble in handling, thereby justifying a large reduction in the rate of charge on official documents.

8. The ordinary letter in Jamaica, on the other hand, is  $\frac{1}{3}$ th part of the weight of an average official letter and presents no such obstacles to easy treatment as are charged against its Indian relative.

9. I therefore respectfully submit the present proposal for favorable consideration.

FRED. SULLIVAN.  
3rd May, 1887

## INDIA.

OFFICIAL POSTAGE RATES.  
(Converted into British equivalents.)

	Post Cards.	Letter	Book Packets	Parcels.	REMARKS.
Each Post Card ...	p. 1½	d. .	d. .	d. .	Prepayment of postage is optional in all cases except for registered or insured articles and post cards.
Not exceeding ¼ oz. ...	. .	¾	. .	. .	
Over ¼ but not over 4 oz. ...	. .	1½	¾	} 6	
“ 4 “ “ 8 “ ...	. .	3	1½		
“ 8 “ “ 12 “ ...	. .	4½	2½	} 12	Unpaid rates are the same as the prepaid rates.
“ 12 “ “ 16 “ ...	. .	6	3		
“ 16 ounces ...	. .	1½	¾	. .	Maximum weight of any article 16 lbs.
“ 16 ounces but not over 32	. .	per each ½ oz.	per each 4 ozs.	18	
For each 16 ounces after	. .	. .	. .	6	

## INDIA.

## ORDINARY ISLAND RATES.

	p.	d.	d.	d.	Unpaid Postage chargeable on delivery.
<i>Post Cards.</i>					
Each Post Card ...	1½	. .	. .	. .	Wholly unpaid letter or packet. } Double the prepaid rate.
<i>Letters.</i>					
Not exceeding ¼ oz. ...	. .	¾	. .	. .	Insufficiently prepaid letter or packet. } Double the deficiency.
Over ¼ but not over ½ oz. ...	. .	1½	. .	. .	
For each additional ½ oz. ...	. .	1½	. .	. .	For an unpaid parcel. } The prepaid rate.
<i>Book Packets.</i>					
Not exceeding 4 ozs. ...	. .	. .	¾	. .	Letters—Nil.
For each additional 4 ozs. ...	. .	. .	¾	. .	Book packets 2 + 1 + 1 feet (no limit of weight).
<i>Parcels.</i>					
Not exceeding 8 ozs. ...	. .	. .	. .	6	Pattern packets 2 + 1 + 1 feet (not to exceed 16 ozs).
Over 8 ozs. but not over 16 ozs. ...	. .	. .	. .	12	Parcels not to exceed 51 lbs. 6 ozs.
For each additional 16 ozs. ...	. .	. .	. .	6	As to size to suit general convenience.

JAMAICA.

OFFICIAL POSTAGE RATES (PROPOSED).

	Post Cards.	Letters.	Book Packets.	Parcels by Post.	Parcels and Books by Coach.	Remarks.
	d.	d.	d.	d.	d.	
<i>Post Cards.</i>						Official Book Packets are received up to 5lbs. instead of 3lbs., the ordinary limit of weight, but there is a standing Government Order that all heavy matter must be sent, if possible, otherwise than by Ordinary Mail, say by Coach or Steamer. Prepayment optional, except for parcels, post-cards and registered articles; registration fee, 2d.
Each Post Card ...	½	.	.	.	.	
<i>Letters.</i>						
Not exceeding ½ oz. ...	.	1	.	.	.	
For each ½ oz. after ...	.	1	.	.	.	
<i>Book Packets.</i>						
Not exceeding 4 ozs. ...	.	.	1	.	.	
For each 4 ozs. after ...	.	.	1	.	.	
<i>Parcels.</i>						
Not exceeding 4 ozs. ...	.	.	.	1½	.	
Over 4 ozs. but not over 8 ozs. max. ...	.	.	.	3	.	
For each 16 ozs. or 100 cubic inches up to 10 lbs. or 1,000 cubic inches ...	.	.	.	.	3	

JAMAICA.

ORDINARY INLAND RATE.

	d.	d.	d.	d.	d.	
<i>Post Cards.</i>						<i>Unpaid Postage Chargeable on Delivery.</i>
Each Post Card ...	1	.	.	.	.	
<i>Letters, Penny Post Limit.</i>						} Double prepaid rate or double deficiency.
Not exceeding ½ oz. ...	.	1	.	.	.	
For each ½ oz. after ...	.	1	.	.	.	} Prepayment compulsory.
<i>Letters Beyond Penny Post Limit.</i>						
Not exceeding ½ oz. ...	.	2	.	.	.	
For each ½ oz. after ...	.	2	.	.	.	
<i>Book Packets.</i>						<i>Limit of size and weight.</i>
Not exceeding 1 oz. ...	.	.	1	.	.	<i>Letters . Nil</i> <i>Books. 3 lbs. weight, size 2 + 1 + 1 feet.</i>
Over 1 oz. but not over 4 ozs. ...	.	.	2	.	.	
For each 4 ozs. after ...	.	.	2	.	.	
<i>Parcels by Ordinary Post.</i>						<i>Parcels by Post.</i>
Not exceeding 4 ozs. ...	.	.	.	3	.	8 ounces and 2 + 1 + 1 feet.
Over 4 ozs. and up to 8 ozs. max. ...	.	.	.	6	.	
<i>Parcels by Mail Coach.</i>						<i>Parcels and Books by Coach.</i>
For each 16 ozs. or 100 cubic inches up to 10 lbs. or 1,000 cubic inches ...	.	.	.	.	3	10 lbs. or 1,000 cubic inches. Registration fee, 4d.

\* Half-penny Post Cards for Town or Office delivery only.

FRED. SULLIVAN.

G. P. O., Jamaica,  
3.5.87.