

1878.
NEW ZEALAND.

GENERAL POSTAL UNION

(PAPERS RELATIVE TO).

Presented to both Houses of the General Assembly by Command of His Excellency.

No. 1.

The SECRETARY of STATE for the COLONIES to His Excellency the GOVERNOR.

SIR,—

Downing Street, 11th December, 1874.

I transmit to you, for the consideration of your Ministers, an extract from a letter from the Treasury, enclosing copies of a Treaty for the formation of a General Postal Union, which was signed at Berne on the 9th October last, and of the detailed regulations for the execution of the Treaty, which were concluded at Berne on the same date.

The Lords Commissioners of the Treasury invite special attention to clause 3 of Article XVII. of the enclosed Treaty, and point out that, in the event of the Colonial Governments desiring to enter the Union, they will regard a reconsideration of the proportions of the charge for packet service borne by the Imperial and Colonial Exchequers respectively, as a necessary preliminary to their sanction to such a step, inasmuch as it would entail a considerable diminution in the receipts of the Post Office.

I have, &c.,
CARNARVON.

The Officer Administering the Government of New Zealand.

Enclosure in No. 1.

EXTRACT of LETTER from the TREASURY to the COLONIAL OFFICE, dated 30th November, 1874.

MY Lords are now informed that the Treaty was signed on the 9th ultimo, by the delegates of twenty-one out of the twenty-two States represented at the Congress, the Government of France withholding the expression of their assent until the scheme had received the sanction of the National Assembly; and I am to enclose, for the information of the Secretary of State, six copies of the Treaty, and of the regulations for the execution of the Treaty, to each of which an English translation has been appended.

I am to request that you will move the Earl of Carnarvon to send copies of the Treaties to the Governments of the larger colonies, such as Canada, the Australian Colonies, and New Zealand, should his Lordship think it desirable.

I am further to request that you will invite his Lordship's special attention to clause 3 of Article XVII., and I am to state that, in the event of the Colonial Governments desiring to enter the Union, my Lords will regard a reconsideration of the proportions of the charge for packet services borne by the Imperial and Colonial Exchequers respectively, as a necessary preliminary to their sanction to such a step, inasmuch as it would entail a considerable diminution in the receipts of the Post Office.

No. 2.

The SECRETARY of STATE for the COLONIES to His Excellency the GOVERNOR.

(Circular.)

SIR,—

Downing Street, 1st June, 1875.

With reference to my circular despatch of the 11th December last, forwarding copies of a Treaty signed at Berne on the 9th October, concerning the formation of a General Postal Union, and of the detailed regulations for its execution, I have now the honor to transmit to you, for your information, a copy of a letter from the Lords Commissioners of the Treasury, enclosing a letter from the Postmaster-General announcing the ratification of the Treaty at Berne on the 3rd ultimo, and I have to request that the Treaty as laid before the Imperial Parliament, copies of which are herewith enclosed, may be published in the usual manner in the colony under your government.

I have, &c.,
CARNARVON.

The Officer Administering the Government of New Zealand.

Enclosure 1 in No. 2.

The TREASURY to the COLONIAL OFFICE.

SIR,—

Treasury Chambers, 25th May, 1875.

I am desired by the Lords Commissioners of Her Majesty's Treasury to transmit herewith, to be laid before the Earl of Carnarvon, copy of a communication from the Postmaster-General, announcing that the General Postal Union Treaty was duly ratified at Berne on the 3rd instant; and I am to state that copies of the Treaty were laid before Parliament on the 21st instant.

R. G. W. Herbert, Esq., Colonial Office.

I am, &c.,

WILLIAM LAW.

Sub-Enclosure to Enclosure 1 in No. 2.

The GENERAL POST OFFICE to the TREASURY.

MY LORDS,—

General Post Office, 14th May, 1875.

I have the honor to inform your Lordships that the contemplated meeting for the exchange of ratifications of the General Postal Union Treaty took place at Berne on the 3rd instant, and, in accordance with the authority conveyed in your letter of the 10th March last, I deputed Mr. Maclean, of the Secretary's Office of this department, to attend it on behalf of the British Post Office.

I transmit herewith copy of the *Procès-Verbal* which was drawn up on the occasion, and was signed by all the delegates present, from which you will see that the ratifications were found to be in good and due form; and, further, that the French Government has, subject to the approval of the National Assembly, declared its intention to adhere to the Treaty on the 1st January, 1876.

The Treaty having been duly ratified, I presume that your Lordships will now think it well to lay it before Parliament.

The Lords Commissioners of Her Majesty's Treasury.

I have, &c.,

JOHN MANNERS.

Enclosure 2 in No. 2.

THE TREATY.

TREATY concerning the Formation of a General Postal Union, concluded between Germany, Austro-Hungary, Belgium, Denmark, Egypt, Spain, the United States of America, France, Great Britain, Greece, Italy, Luxemburg, Norway, the Netherlands, Portugal, Roumania, Russia, Servia, Sweden, Switzerland, and Turkey.

THE undersigned, Plenipotentiaries of the Governments of the countries above enumerated, have by common consent, and subject to ratification, agreed upon the following Convention:—

Article I.

The countries between which the present Treaty is concluded shall form, under the title of "General Postal Union," a single postal territory for the reciprocal exchange of correspondence between their Post Offices.

Article II.

The stipulations of this Treaty shall extend to letters, post-cards, books, newspapers, and other printed papers, patterns of merchandise, and legal and commercial documents originating in one of the countries of the Union, and intended for another of those countries. They shall also apply to the exchange by post of the articles above mentioned between the countries of the Union and countries foreign to the Union whenever such exchange takes place over the territory of two at least of the contracting parties.

Article III.

The general Union rate of postage is fixed at 25 centimes for the single prepaid letter.

Nevertheless, as a measure of conversion, the option is reserved to each country, in order to suit its monetary or other requirements, of levying a rate higher or lower than this charge, provided that it does not exceed 32 centimes or go below 20 centimes.

Every letter which does not exceed 15 grammes in weight shall be considered a single letter. The charge upon letters exceeding that weight shall be a single rate for every 15 grammes or fraction of 15 grammes.*

The charge on unpaid letters shall be double the rate levied in the country of destination on prepaid letters.

The prepayment of post-cards is compulsory. The postage to be charged upon them is fixed at one-half of that on paid letters, with power to round off the fractions.

For all conveyance by sea of more than 300 nautical miles within the district of the Union, there may be joined to the ordinary postage an additional charge, which shall not exceed the half of the general Union rate fixed for a paid letter.

Article IV.

The general Union rate for legal and commercial documents, patterns of merchandise, newspapers, stitched or bound books, pamphlets, music, visiting cards, catalogues, prospectuses, announcements and notices of various kinds, whether printed, engraved, or lithographed, as well as for photographs, is fixed at 7 centimes for each single packet.

Nevertheless, as a measure of conversion, the option is reserved to each country, in order to suit its monetary or other requirements, of levying a rate higher or lower than this charge, provided that it does not exceed 11 centimes or go below 5 centimes.

* By Article 24 of the Detailed Regulations for carrying this Treaty into effect, any country which has not adopted the decimal metrical system of weight may substitute half an ounce for 15 grammes.

Every packet which does not exceed 50 grammes in weight shall be considered a single packet. The charge upon packets exceeding that weight shall be a single rate for every 50 grammes or fraction of 50 grammes.*

For all conveyance by sea of more than 300 nautical miles within the district of the Union, there may be joined to the ordinary postage an additional charge which shall not exceed the half of the general Union rate fixed for articles of this class.

The maximum weight of the articles mentioned above is fixed at 250 grammes for patterns of merchandise, and at 1,000 grammes for all the others.

There is reserved to the Government of each country of the Union the right to refuse to convey over its territory or to deliver articles specified in the present Article with regard to which the laws, orders, and decrees which regulate the conditions of their publication and circulation have not been observed.

Article V.

The articles specified in Article II. may be registered.

Every registered packet must be prepaid.

The postage payable on registered articles is the same as that on articles not registered.

The charge to be made for registration and for acknowledgments of receipt must not exceed that made in the inland service of the country of origin.

In case of the loss of a registered article, and except in the case of force majeure, there shall be paid an indemnity of 50 francs to the sender, or, at his request, to the addressee, by the office of the country in the territory or in the maritime service of which the loss has occurred—that is to say, where the trace of the article has been lost—unless, according to the legislation of such country, the office is not responsible for the loss of registered articles sent through its inland post.

The payment of this indemnity shall be effected with the least possible delay, and, at the latest, within a year dating from the date of application.

All claim for an indemnity is excluded if it be not made within one year, counting from the date on which the registered article was posted.

Article VI.

Prepayment of postage on every description of article can be effected only by means of postage stamps or stamped envelopes valid in the country of origin.

Newspapers and other printed papers unpaid or insufficiently paid shall not be forwarded. Other articles when unpaid or insufficiently paid shall be charged as unpaid letters, after deducting the value of the stamped envelopes or postage stamps (if any) employed.

Article VII.

No additional postage shall be charged for the retransmission of postal articles within the interior of the Union.

But in case an article which has only passed through the inland service of one of the countries of the Union should, by being redirected, enter into the inland service of another country of the Union, the Post Office of the country of destination shall add its inland rate.

Article VIII.

Official correspondence relative to the Postal Service is exempt from postage. With this exception, no franking or reduction of postage is allowed.

Article IX.

Each Office shall keep the whole of the sums which it collects by virtue of the foregoing Articles III., IV., V., VI., and VII. Consequently there will be no necessity on this head for any accounts between the several Offices of the Union.

Neither the senders nor the addressees of letters and other postal packets shall be called upon to pay, either in the country of origin or in that of destination, any tax or duty other than those contemplated by the Articles above mentioned.

Article X.

The right of transit is guaranteed throughout the entire territory of the Union.

Consequently, there shall be full and entire liberty of exchange, the several Post Offices of the Union being able to send reciprocally, in transit through intermediate countries, closed mails as well as correspondence in open mails, according to the wants of the traffic and exigencies of the Postal Service.

Closed mails and correspondence sent in open mails must always be forwarded by the most rapid routes at the command of the Post Offices concerned.

When several routes offer the same advantages of speed, the despatching Office shall have the right of choosing the route to be adopted.

It is obligatory to make up closed mails whenever the number of letters and other postal packets is of a nature to hinder the operations of the transit Office, according to the declaration of the Office interested.

The despatching Office shall pay to the Office of the territory providing the transit the sum of two francs per kilogramme for letters and 25 centimes per kilogramme for the several articles specified in Article IV., net weight, whether the transit takes place in closed mails or in open mails.

* By Article 24 of the Detailed Regulations for carrying this Treaty into effect, any country which has not adopted the decimal metrical system of weight may substitute two ounces for 50 grammes, and may raise to four ounces the weight to be allowed for a single newspaper.

This payment may be increased to 4 francs for letters and to 50 centimes for the articles specified in Article IV. when a transit is provided of more than 750 kilometres in length over the territory of one Office.

It is understood, however, that in any case in which the transit is already actually gratuitous or subject to lower rates, those conditions shall be maintained.

Whenever a transit shall take place by sea over a distance exceeding 300 nautical miles within the district of the Union, the Office by or at the expense of which this sea service is performed shall have the right to a payment of the expenses attending this transport.

The members of the Union engage to reduce those expenses as much as possible. The payment which the Office providing the sea conveyance may claim on this account from the despatching Office shall not exceed 6 francs 50 centimes per kilogramme for letters, and fifty centimes per kilogramme for the articles specified in Article IV. (net weight).

In no case shall these expenses be higher than those now paid. Consequently, no payment shall be made upon the sea routes on which nothing is paid at the present time.

In order to ascertain the weight of the correspondence forwarded in transit, whether in closed mails or in open mails, there shall be taken, at periods which shall be determined upon by common consent, an account of such correspondence during two weeks. Until revised, the result of that account shall serve as the basis of the accounts of the Post Offices between themselves.

Each Office may demand a revision,—

1. In case of any important modification in the direction of the correspondence :
2. At the expiration of a year after the date of the last account.

The provisions of the present Article are not applicable to the Indian mail, nor to the mails conveyed across the territory of the United States of America by the railways between New York and San Francisco. Those services shall continue to form the object of special arrangements between the Post Offices concerned.

Article XI.

The relations of the countries of the Union with countries foreign to the Union shall be regulated by the separate conventions which now exist or which may be concluded between them.

The rates of postage chargeable for the conveyance beyond the limits of the Union shall be determined by those conventions ; they shall be added, in such case, to the Union rate.

In conformity with the stipulations of Article IX., the Union rate shall be appropriated in the following manner :—

1. The despatching office of the Union shall keep the whole of the Union rate for the prepaid correspondence addressed to foreign countries.
2. The receiving office of the Union shall keep the whole of the Union rate for the unpaid correspondence originating in foreign countries.
3. The Office of the Union which exchanges closed mails with foreign countries shall keep the whole of the Union rate for the paid correspondence originating in foreign countries and for the unpaid correspondence addressed to foreign countries.

In the cases mentioned under the numbers 1, 2, and 3, the Office which exchanges the mails is not entitled to any payment for transit. In all the other cases the transit rates shall be paid according to the stipulations of Article X.

Article XII.

The exchange of letters with value declared and of Post Office money orders shall form the subject of ulterior arrangements between the various countries or groups of countries composing the Union.

Article XIII.

The Post Offices of the various countries composing the Union are competent to draw up, by common consent, in the form of detailed regulations, all the measures of order and detail necessary with a view to the execution of the present Treaty. It is understood that the stipulations of these detailed regulations may always be modified by the common consent of the Offices of the Union.

The several Offices may make amongst themselves the necessary arrangements on the subject of questions which do not concern the Union generally ; such as the regulations of exchange at the frontier, the determination of radii in adjacent countries within which a lower rate of postage may be taken, the conditions of the exchange of Post Office money orders, and of letters with declared value, &c., &c.

Article XIV.

The stipulations of the present Treaty do not involve any alteration in the inland postal legislation of any country, nor any restriction on the right of the contracting parties to maintain and to conclude treaties, as well as to maintain and establish more restricted Unions with a view to a progressive improvement of postal relations.

Article XV.

There shall be organized, under the name of the International Office of the General Postal Union, a central office, which shall be conducted under the surveillance of a Postal Administration to be chosen by the Congress, and the expenses of which shall be borne by all the Offices of the contracting States.

This office shall be charged with the duty of collecting, publishing, and distributing information of every kind which concerns the International Postal Service ; of giving, at the request of the parties concerned, an opinion upon questions in dispute ; of making known proposals for modifying the detailed regulations ; of notifying alterations adopted ; of facilitating operations relating to international accounts, especially in the cases referred to in Article X. foregoing ; and in general of considering and working out all questions in the interest of the Postal Union.

Article XVI.

In case of disagreement between two or more members of the Union as to the interpretation of the present Treaty, the question in dispute shall be decided by arbitration. To that end, each of the Offices concerned shall choose another member of the Union not interested in the affair.

The decision of the arbitrators shall be given by an absolute majority of votes.

In case of an equality of votes the arbitrators shall choose, with the view of settling the difference, another Administration equally uninterested in the question in dispute.

Article XVII.

The entry into the Union of countries beyond sea not yet forming part of it shall be effected on the following conditions:—

1. They shall make their application to the Administration charged with the management of the International Office of the Union.
2. They shall submit to the stipulations of the Treaty of the Union, subject to an ulterior understanding on the subject of the cost of sea conveyance.
3. Their adhesion to the Union must be preceded by an understanding between the Administrations having postal conventions or direct relations with them.
4. In order to bring about this understanding, the Administration charged with the management of the International Office of the Union shall convene, if there be occasion, a meeting of the Administrations interested, and of the Administration desiring admission.
5. When the understanding has been arrived at, the Administration charged with the management of the International Office of the Union shall give notice of the same to all the members of the General Postal Union.
6. If in a period of six weeks, counting from the date of that communication, no objections are presented, the adhesion shall be considered as accomplished, and notice thereof shall be given by the managing Administration to the Administration joining the Union. The definitive adhesion shall be completed by a diplomatic act between the Government of the managing Administration and the Government of the Administration admitted into the Union.

Article XVIII.

Every three years at least, a Congress of Plenipotentiaries of the countries participating in the Treaty shall be held with a view of perfecting the system of the Union, of introducing into it improvements found necessary, and of discussing common affairs.

Each country has one vote.

Each country may be represented either by one or several delegates, or by the delegation of another country.

Nevertheless, it is understood that the delegate or delegates of one country can be charged with the representation of two countries only, including the one they represent.

The next meeting shall take place at Paris, in 1877.

Nevertheless, the period of this meeting may be advanced, if a demand to that effect be made by one-third at least of the members of the Union.

Article XIX.

The present Treaty shall come into force on the 1st July, 1875.

It is concluded for three years from that date. When that term is passed it shall be considered as indefinitely prolonged; but each contracting party will have the right to withdraw from the Union on giving notice one year in advance.

Article XX.

After the date on which the present Treaty comes into effect, all the stipulations of the special Treaties concluded between the various Countries and Administrations, in so far as they may be at variance with the terms of the present Treaty, and without prejudice to the stipulations of Article XIV., are abrogated.

The present Treaty shall be ratified as soon as possible, and, at the least, three months previous to the date on which it is to come into force. The acts of ratification shall be exchanged at Berne.

In faith of which the Plenipotentiaries of the Governments of the Countries above enumerated have signed it at Berne, the 9th October, 1874.

For Great Britain	...	...	...	Wm. Jas. Page.
„ Germany	...	...	...	{ Stephan,
„ Austria	...	...	...	{ Günther.
„ Hungary	...	...	...	{ Le Baron de Kolbensteiner,
„ Belgium	...	...	...	{ Pilhal.
„ Denmark	...	...	...	{ M. Gervay,
„ Egypt	...	...	...	{ P. Heim.
„ Spain	...	...	...	{ Fassiaux,
„ United States of America	...	...	...	{ Vincent,
„ France	...	...	...	{ J. Gife.
				Fenger.
				Muzzi Bey.
				{ Angel Mansi,
				{ Emilio C. de Navascües.
				Joseph H. Blackfan.
				B. d'Harcourt.

(May 3, 1875.)

For Greece	...	...	...	...	{ A. Mansolas, Alb. Bétant.
„ Italy	...	...	...	...	Tantesio.
„ Luxemburg	...	...	...	...	Von Ræbe.
„ Norway	...	...	...	...	C. Oppen.
„ the Netherlands	...	...	...	...	{ Hofstede, B. Sweerts de Landas Wyborgh.
„ Portugal	...	...	...	...	Eduardo Lessa.
„ Roumania	...	...	...	...	George F. Lahovari.
„ Russia	...	...	...	...	{ Baron Velho, Georges Poggenpohl.
„ Servia	...	...	...	...	Mladen Z. Radojkovitsch.
„ Sweden	...	...	...	...	W. Roos.
„ Switzerland	...	...	...	...	{ Eugène Borel, Naëff,
„ Turkey	...	...	...	...	{ Dr. J. Heer. Yanco Macridi.

Final Clause.

The undersigned Plenipotentiaries of those Governments which have this day signed the Treaty regarding the establishment of a General Postal Union have agreed to the following:—

In case the French Government (which has reserved the right of an open clause, and belongs consequently to those parties contracting the Treaty without having as yet declared their willingness to adhere to it) should not decide to sign it, this Treaty shall be no less definite and binding for all the other contracting parties whose representatives have signed it this day.

In faith of which the undersigned Plenipotentiaries have drawn up the present clause, which shall have the same value and power as if the dispositions which it contains had been included in the Treaty itself, and they have signed a document which shall be deposited in the archives of the Government of the Swiss Confederation, and a copy of which will be handed to each party.

Here follow the signatures of the delegates of the several Governments.

Berne, 9th October, 1874.

No. 3.

The SECRETARY OF STATE for the COLONIES to His Excellency the GOVERNOR.

SIR,—

Downing Street, 1st April, 1876.

With reference to my circular despatch of the 11th of December, 1874,* I have the honor to transmit to you the accompanying copy of a letter from the Treasury and enclosures, relative to the Union rates of postage on letters for the colonies.

The Officer Administering the Government of New Zealand.

I have, &c.,
CARNARVON.

Enclosure in No. 3.

The TREASURY to the COLONIAL OFFICE.

SIR,—

Treasury Chambers, 15th March, 1876.

I am commanded by the Lords Commissioners of Her Majesty's Treasury to transmit to you herewith copy of a letter from the Postmaster-General, calling attention to an opinion expressed at the Postal Conference recently held at Berne, to the effect that no higher rate of postage than 6d. the half-ounce should be charged on correspondence with any countries which may enter the Postal Union.

I enclose also an extract from a letter addressed to the Postmaster-General by the Postmaster-General of Germany, which will show the nature of the scheme referred to by Lord John Manners, as having been put forth by the German Post Office.

Also copy of a memorandum showing the financial effects of the two proposals on the postal revenue of this country.

I am to request that you will lay these papers before Lord Carnarvon, and will invite his consideration of the question so far as it affects the colonies. The principle of the Postal Union is that each country admitted into it becomes responsible for the transmission of its own correspondence outwards, and consequently has to bear its proper share of any loss that may be caused by a reduction in the rate of postage, in accordance with the rules of the Union.

Looking however to the position of the colonies in relation to this country, and to the engagements already subsisting and confirmed by contracts which cannot at once be terminated, my Lords would not insist on the rigid application of this principle to colonies desiring to enter the Union; but, inasmuch as entrance would confer much greater benefit on a colony than it would on this country, their Lordships think it would be only fair to ask that any colony coming in should be required to bear half the additional loss on the conveyance of its mails, which its admission to the Union may entail.

Thus, if the principle of a maximum tariff of 6d. be adopted by the Union, Ceylon would have to contribute £1,650 to the cost of the mail service between it and this country, and the West Indian Colonies £6,600 over and above any contribution that they may already make.

My Lords request that, if Lord Carnarvon concurs with them in this opinion, his Lordship will cause inquiries to be made in order to ascertain how far these terms would be accepted by the several Colonial Governments.

R. G. W. Herbert, Esq., Colonial Office.

I have, &c.,
WILLIAM LAW.

Sub-Enclosure 1 to Enclosure in No. 3.

The GENERAL POST OFFICE to the TREASURY.

MY LORDS,—

General Post Office, 15th February, 1876.

In my letter of the 19th ultimo, I submitted, for the consideration of your Lordships, a scheme put forth by the Postmaster-General of Germany, for the purpose of settling the terms upon which, so far as charges for sea conveyance are concerned, all countries and colonies beyond sea may hereafter be admitted into the Postal Union.

Those countries and colonies were divided into four groups, and the total single rates of postage to be charged on letters forwarded to the countries comprised in such groups were $2\frac{1}{2}$ d., 5d., $7\frac{1}{2}$ d., and 10d. respectively.

British India was included in the second group, but, at the recent Postal Conference at Berne, the arrangement concluded was drawn up in such a form that the postage to be collected upon a letter addressed to British India may be as much as 6d., instead of 5d., as proposed in the German scheme, and it is intended to levy the higher rate accordingly, and in conformity to the authority given by your Lordships.

In adverting to that circumstance I beg leave to inform your Lordships that, at the Conference just referred to, and which was attended by delegates from France, Germany, Belgium, Spain, the Netherlands, Egypt, Sweden, and Switzerland, a very decided opinion was expressed against the establishment of any maximum postage rate higher than that agreed upon in the case of British India—i.e., 6d.

It is hardly necessary to remark that a reduction to 6d. per half-ounce letter on all the correspondence addressed to the countries and colonies comprised in the third and fourth groups of the German scheme, would of course increase the loss which would have to be borne by this country.

Your Lordships, however, will probably be of opinion that a proposal, supported by so many States, deserves your serious consideration.

The Lords Commissioners of Her Majesty's Treasury, &c.

I have, &c.,

JOHN MANNERS.

Sub-Enclosure 2 to Enclosure in No. 3.

EXTRACT FROM LETTER FROM THE POSTMASTER-GENERAL, Germany, to the POSTMASTER-GENERAL.

THE countries beyond sea might be divided into four groups:—

First Group.—Countries which belong to British North America.*Second Group.*—East Indies, Further India, Australia.*Third Group.*—West Indies, Venezuela, United States of Columbia, Central America, Mexico, Guiana, Brazil, Argentine Republic, Paraguay, Uruguay, China, Japan, Cape Colony, Natal.*Fourth Group.*—West Coast of South America (Peru, Chili, Bolivia, Ecuador).

1st. The countries indicated under No. 1 would be able to enter the Union in the same manner as the United States of America, without the necessity for any additional stipulation to the Postal Union Treaty.

2nd. *Sea-transit Payment* for the sea conveyance beyond the Union—

20 francs per kilog. for letters and post-cards.

1 franc per kilog. for printed papers.

Sea-postage Rates—

25 centimes for letters.

 $12\frac{1}{2}$ centimes for post-cards.

5 centimes for printed papers.

3rd. *Sea-transit Payment* for the sea conveyance beyond the Union—

40 francs per kilog. for letters and post-cards.

1 franc per kilog. for printed papers.

Sea-postage Rates—

50 centimes for letters.

 $12\frac{1}{2}$ centimes for post-cards.

5 centimes for printed papers, &c.

4th. *Sea-transit Payment* for the sea conveyance beyond the Union—

60 francs per kilog. for letters and post-cards.

2 francs per kilog. for printed papers.

Sea-postage Rates—

75 centimes for letters.

25 centimes for post-cards.

10 centimes for printed papers.

Sub-Enclosure 3 to Enclosure in No. 3.

MEMORANDUM.

ON letters for British North America, the West Coast of Africa, Australia, and New Zealand, the rate of postage is already as low as it would be under the German scheme.

On letters for the East Indies, Cape Colony, and Natal, the rate will be as low as it would be under the German scheme, on the 1st July next.

Letters for the Mauritius and the Seychelles are conveyed by French packet; any loss therefore arising from a reduction of postage would be borne by France.

The German scheme, therefore, if adopted, will involve a loss consequent on a reduction of postage in the case of the following colonies and countries, viz. :—

Served by P. and O. packets:	
Ceylon	The Philippines
The Straits Settlements	Labuan
Java	China and Japan.
Served by West India packets:	
The British West Indies	Central America
The Foreign West Indies	Mexico
Venezuela	Dutch Guiana.
The United States of Columbia	
Served by West India and Pacific packets:	
Chili	Bolivia
Peru	Ecuador
Served by Brazil packets:	
Brazil	The Argentine Republic
	Uruguay.

But it is believed that an arrangement could be made with two out of the three companies conveying mails to Brazil and the River Plate, by which the payment to them would be proportionately reduced, so that there would be a loss only on the correspondence carried by the packets of the third company, whose contract will not expire for upwards of two years.

Served by a branch packet between Halifax and St. Thomas Bermuda.

The following table shows the cost of the lines of packets on which there would be a loss ; the amount of revenue derived from each line ; the present loss ; the rate of postage now levied on letters ; the reduced rate that would be levied under the German scheme ; and the estimated additional loss which the reduction would occasion.

A STATEMENT showing the Amount of Subsidies paid to Packet Companies on account of Mail Service to and from the several Places named, the estimated Amount of Sea Postage derived from the Correspondence conveyed, the estimated British Loss incurred under the present Rates of Postage, and the additional Loss which would arise if the proposed Rates of Postage per Single Letter were adopted.

	Subsidies.	Estimated British Share of Sea Postage.	Present Rate of Postage per Single Letter exclusive of Transit Rate.	Estimated British Loss per Annum.	Proposed Rate of Postage per Single Letter.	Estimated addi- tional British Loss by the Adoption of the proposed Rates of Postage per Single Letter.†	
	£	£	s. d.	£	s. d.	£	
Ceylon	14,000*	8,800	0 9	5,200	0 6	3,300	
Straits Settlements ...	17,500*	9,900	1 0	7,600	0 6	5,000	
Java, Philippines, and Labuan	5,000*	2,600	1 0	2,400	0 6	1,200	
China and Japan	115,000*	29,200	1 0	85,800	0 6	12,600	
West Indies {	British West Indies, including British Guiana	36,870	29,500	1 0	7,370	0 7½	10,200
	Foreign West In- dies, including Venezuela, Co- lumbia, Central America, Dutch Guiana, and Mexico, and the conveyance of the Pacific cor- respondence as far as Colon	49,880	48,500	1 0	1,380	0 7½	23,500
	Pacific conveyance beyond Panama	18,000	17,500	1 6	500	0 10	9,300
Halifax, Bermuda, and St. Thomas	19,500	850	Via St. Thomas 1 0 Via Halifax 0 6	18,650	0 7½	Nil.	
				128,900	...	65,100‡ 8,725	
						73,825§	

* These sums represent the estimated proportions of the subsidy paid to the Peninsular and Oriental Steam Navigation Company, chargeable for the conveyance of the Ceylon, Straits Settlements, China, and Japan correspondence.
† It has been assumed that the sea transit rates for letters to be accounted for to this office by countries of the General Postal Union will be those proposed by the German Office.
‡ German scheme. § Berne Conference scheme.

GEORGE CHETWYND,
Receiver and Accountant-General.

The duration of the existing contracts for these several services is as follows :—

P. and O. contract until 31st January, 1880.
 W. I. " " 31st December, 1879.
 Pacific " " 30th June, 1878.
 Halifax and St. Thomas contract until 31st December, 1877.

There is much reason to doubt whether, when those contracts expire, new contracts will be obtainable at rates of payment which will be covered by the revenue collected on the correspondence carried, even if charged at the existing rates of postage, much less if charged at the reduced rates.

On the Pacific, the only competition with the British Company is on the part of the Chilian Government, but even that competition is entirely for local traffic, as the Chilians, while maintaining packets of their own, send all their English mails by the British packets.

Between Halifax and St. Thomas the contract packets are the only steam vessels running regularly.

There are several lines of British steamers running between England and India, and England and China, but none with a branch vessel from Brindisi fitted to a main line from an English port.

It is quite possible that tenders for a complete service may be sent in by other persons than the P. and O. Company, but the service will require a large capital and a considerable number of efficient vessels, and the lowest subsidy demanded will doubtless be largely in excess of the postage revenue received.

In like manner, on the West India line, British steam-vessels, other than those belonging to the Royal Mail Steam Packet Company, run to certain ports, but a mail service which comprises a main line and branches fitted to it both on the outward and homeward voyage can hardly, it is believed, be maintained at a cost much below the amount of subsidy now paid.

In addition to British steam-vessels there are French mail packets twice a month to Calcutta and China, twice a month to Colon, and once a month to a few of the British West India Colonies.

There is also a monthly steamer between Hamburg and Colon, and Spanish steamers between Cadiz and Cuba.

Since the German scheme was received, the Conference at Berne has expressed an opinion in favour of a rate which shall not in any case exceed 6d. per single letter. The additional loss that would follow such a reduction is estimated as follows :—

West Indies	..	{ British, £3,000, increasing total additional loss to £13,200		
		{ Foreign, 4,500, " " 28,000		
Pacific	...	1,200, " " 10,500		
Halifax, Bermuda, and				
St. Thomas	...	25, " " 25		
		£8,725		

General Post Office, 14th February, 1876.

No. 4.

MEMORANDUM for His Excellency the GOVERNOR.

MINISTERS are of opinion that at present it is not necessary to decide whether this colony shall seek to be admitted into the General Postal Union or not.

7th May, 1876.

DANIEL POLLEN.

No. 5.

The SECRETARY of STATE for the COLONIES to His Excellency the GOVERNOR.

SIR,—

Downing Street, 23rd March, 1877.

With reference to previous correspondence on the subject of the General Postal Union, I have the honor to transmit to you, for the information of your Executive Council, a copy of a letter from the Treasury, enclosing a copy of a report from the Postmaster-General, furnishing, in reply to inquiries from the Government of South Australia, information which may be useful in forming an opinion how far it may be for the advantage of an Australian Colony to join the Union.

I have, &c.,

The Officer Administering the Government of New Zealand.

CARNARVON.

Enclosure in No. 5.

The TREASURY to the COLONIAL OFFICE.

SIR,—

Treasury Chambers, 14th March, 1877.

With reference to your letter of the 22nd ultimo, forwarding copy of a despatch and its enclosures from the Governor of South Australia on the subject of the General Postal Union, I am commanded by the Lords Commissioners of Her Majesty's Treasury to transmit herewith copy of a report from the Postmaster-General, dated the 5th instant, and its enclosures, affording information in regard thereto; and I am to request that, in laying the same before the Earl of Carnarvon, you will state to his Lordship that my Lords concur in the suggestion of the Postmaster-General that the purport of his observations should be communicated not only to the Governor of South Australia, but also to the Governors of the other Australian Colonies and New Zealand.

I have, &c.,

R. G. W. Herbert, Esq., Colonial Office.

WILLIAM LAW.

Sub-Enclosure to Enclosure in No. 5.

The POST OFFICE to the TREASURY.

MY LORDS,—

General Post Office, 5th March, 1877.

In returning the despatch from the Governor of South Australia, which your Lordship referred to me on the 23rd ultimo, I have the honor to furnish the following information, in order to assist the Colonial Government in judging how far it may be for the advantage of the colony to join the General Postal Union.

Under the arrangement concerning the entry into the Union of British India and the French Colonies, which was signed at Berne on the 27th January, 1876, and which is being applied to all countries and colonies now seeking admission, power is given to fix the Union rates of postage, if desired, at double the rates fixed by the Berne Treaty of 9th October, 1874. At the same time it is stipulated that for the sea conveyance of closed mails any Union country despatching such mails shall pay to the office or offices providing the conveyance a sum of 25 francs per kilogramme for letters and post-cards, and one franc per kilogramme for all other descriptions of correspondence. In the event of the sea service being provided by two or more offices, the rates mentioned above are to be divided between them according to the distances traversed by each. The payments would be based, not upon the weight of each separate mail, but upon statistics taken twice a year.

If the Australian Colonies were to join the Union, the terms of the above-mentioned arrangement taken in connection with the Treaty of October, 1874, would be strictly binding upon them, so far as their relations with the foreign countries of the Union are concerned. But this would not necessarily be the case as regards the mails exchanged with the United Kingdom, inasmuch as the conditions on which the mail service is maintained jointly by the mother-country and the colonies, and the expense apportioned between the parties interested, do not concern the members of the Union generally.

Having thus indicated the general bearing of the Postal Union stipulations, so far as they would affect the Australian Colonies, I now proceed to answer *seriatim* the various points raised in the report of the Postmaster-General of South Australia.

1. As to the question whether the mail service would be continued on its present footing, I apprehend that it will not be the desire of the Imperial Government to make any alteration in the arrangements during the period for which they were entered into.

2. In such case this department would continue to account to the Australian Colonies for the postage collected in the United Kingdom on letters, &c., for the colonies, less the British inland rates, and the supplementary postage charged for the purpose of covering the special payments due for the conveyance of the mails through France and Italy.

3. With respect to letters from Australia for countries of the Union, as the colonies provide the packet service to Galle, Singapore, and San Francisco, as the case may be, while the Imperial Government makes no charge for the further conveyance, the Australian Offices would only have to account for territorial transit rates to the several Union States through which the letters would pass, the rates being those mentioned in Article X. of the Berne Treaty.

For example, on letters for Italy forwarded *via* Galle or Singapore, nothing whatever would have to be accounted for; on letters for Germany transit rates would have to be paid to Italy and Austria; and so on, according to the number of the intermediate countries traversed.

The payments would be based on statistics taken during prescribed periods.

4. On letters from Union countries for Australia, the Australian Offices which provide the sea service from Galle, Singapore, or San Francisco, as the case may be, would receive the whole of the sea rate of 25 francs per kilogramme (equivalent to about 2½d. per half-ounce letter), this department foregoing all claim to any portion of the payment in respect to the conveyance as far as the three ports above mentioned.

5. As a higher charge would be made in this country on letters, &c., for Australia, forwarded *via* Brindisi, than if forwarded *via* Southampton, the route adopted for their transmission would depend upon the postage prepaid, or the special address upon the letters.

Correspondence between Australia and the continent of Europe would no doubt continue to be sent principally *via* Brindisi.

The "cost to the colony" would depend upon the number of countries traversed, as explained in paragraph 3.

6. The Union rates of postage chargeable in Australia on newspapers and book packets might, if so desired, be as much as the double of the rates fixed by the Berne Treaty of 1874, provided always that existing charges be not increased.

The rates to be accounted for by the Australian Colonies on printed papers despatched would, as in the case of letters, be for territorial transit rates only, according to the number of countries traversed, and at the sums mentioned in Article X. of the Berne Treaty.

In the opposite direction the despatching Union country would account to the colony providing the packet service for 1 franc per kilogramme net weight.

The payments in both cases would be based upon statistics taken during prescribed periods.

7. If in any of the Australian Colonies newspapers are now exempt from postage, except foreign postage payable to other countries, it would not be necessary to make any alteration in this respect, inasmuch as Article XIV. of the Berne Treaty expressly states that the stipulations of the treaty do not involve any alteration in the inland postal legislation of any country.

8. As already explained, the arrangement under which the mail service between the United Kingdom and the Australian Colonies is maintained and the expense apportioned between the parties interested, do not concern the Union generally, so that no alteration need be made in the contributions of one colony to another unless by mutual consent.

In the foregoing observations I have treated the matter from a general point of view, as affecting not only South Australia, but the whole of the Australian Colonies and New Zealand; and I would suggest that your Lordships should invite the Earl of Carnarvon to communicate the purport of this

letter to the Governments of all the colonies concerned, as it might perhaps be the means of their arriving at a joint decision in the matter, which would be very desirable.

Three of the colonies viz., New South Wales, Western Australia, and New Zealand—have already declined to join the Union, but their decision was in each case evidently based upon an insufficient knowledge of the facts of the case, and if they found that they had been under a misapprehension on some points they might probably be induced to reconsider the matter.

With regard to Victoria, much of what appears in this letter was reported to your Lordships in my letter of the 6th October last, but, in view of the importance of arriving at a joint decision, it may probably be deemed expedient to address another communication to the Governor of that colony.

I have, &c.,

The Lords Commissioners of Her Majesty's Treasury.

JOHN MANNERS.

No. 6.

The SECRETARY of STATE for the COLONIES to His Excellency the GOVERNOR.

SIR,—

Downing Street, 25th May, 1877.

I have the honor to transmit to you the accompanying copy of a letter from the London Post Office, enclosing a correspondence with the Berlin Post Office, in which the latter submits the desirability of all British Colonies joining the International Postal Union before the meeting of the Postal Congress at Paris in 1878.

I enclose copies of the arrangement of the 27th of January, 1876, regarding the admission of British India and the French Colonies, which is being applied to all countries and colonies now seeking admission. From the letter of the 15th of February from the General Post Office to the Treasury, enclosed in my circular despatch of the 1st of April, 1876, it appears that under that arrangement the single rate of postage may be made as high as sixpence. The undermentioned colonies* have already entered the Union under the same arrangement.

I shall be glad to be informed as soon as possible of the decision of your Government on the subject.

I have, &c.,

The Officer Administering the Government of New Zealand.

CARNARVON.

Enclosure 1 in No. 6.

The GENERAL POST OFFICE to the COLONIAL OFFICE.

SIR,—

General Post Office, London, 31st March, 1877.

In the course of last month the Postmaster-General of the German Empire addressed a letter to this department, strongly urging the desirability of steps being taken for the early admission into the General Postal Union of all the British Colonies. He was informed, in reply, that Her Majesty's Secretary of State for the Colonies had already communicated with the Governor of every British Colony on the subject, and that, as a result of that communication, several of the colonies had expressed a desire to enter the Union, and that others would before long doubtless come to a similar determination.

It was, however, pointed out that fiscal reasons might probably prevent some of the colonies from taking that course at present; and the cases of the Australian and South African Colonies were cited as having entered into expensive contracts for the conveyance of the mails, which might render it difficult for those colonies to sacrifice any portion of the postage revenue they at present receive for the sea conveyance of mails, in order to become members of the Union.

In a rejoinder to the letter from this office, Dr. Stephan takes exception to this view, contending that postal subsidies are granted as much in the general interests of trade and commerce as for purely postal purposes.

He suggests, therefore, that the colonies which have hitherto abstained from joining the Postal Union should be invited to reconsider this decision, and he thinks that, looking to the probability of all foreign countries seeking admission to the Union, the colonies, rather than stand alone, will be prepared to make some financial sacrifices for the sake of promoting the great advantage which would result from the universal character of the system.

Lord John Manners thinks that the Earl of Carnarvon will probably be of opinion that these views should be made known to the Governments of the several colonies which have hitherto declined to enter the Postal Union, and he directs me therefore to transmit copy of the correspondence that has taken place with the German Post Office.

I have, &c.,

R. G. W. Herbert, Esq., Colonial Office.

WM. JAS. PAGE.

Sub-Enclosure 1 to Enclosure 1 in No. 6.

The IMPERIAL GERMAN POSTMASTER-GENERAL to the GENERAL POST OFFICE, London.

(Copy Translation.)

Berlin, 18th February, 1877.

As the British Post Office is aware, the French Post Office brought forward, at the Conference which was held at Berne in the month of January, 1876, the proposal that the rates of payment for sea conveyance fixed by Article X. of the Postal Union Treaty of the 9th October, 1874, of—

6 francs 50 centimes per kilogramme for letters, and

50 centimes per kilogramme for printed papers, &c.,

should be applied to *all* countries hereafter entering the Union.

* Bermuda, Ceylon, Demarara, Hong Kong, Jamaica, Labuan, Mauritius, Straits, Trinidad.

Even before then the German Post Office was actuated by the desire to see the conditions for the entry of foreign countries into the Union regulated in a general manner, so as to facilitate the extension of the Union, and it accordingly entered into communication with the British Post Office in order, if it were possible, to establish beforehand an understanding on this important question between the two offices.

As the German Office obtained from the correspondence which took place the conviction that the British Office would not then consent to the above-mentioned proposal of the French Post Office, the German Office thought that an intermediate arrangement might be accepted at the Berne Conference, and accordingly, although it was on its side in a position to agree to the French proposal, it brought forward the motion that the payment for sea conveyance should be fixed for all countries beyond sea at—

25 francs per kilogramme for letters, and

1 franc per kilogramme for printed papers, &c.

These rates were in the first instance agreed to only for British India and the French Colonies.

The British Office declined the extension of the above rates to all countries, which was urged by the other delegates at the Conference, because it felt itself obliged, in the first instance, to come to an understanding on the subject with the more important British Colonies. In consequence of this, the applications of Spain and the Netherlands for the admission of their colonies, as well as the application of the Brazilian Government, were postponed. With a view to the settlement of the matter, and to a consideration of the German proposals, a Conference was to be held in London, the period for the assembling of which, according to the views of the British Office, was not to be earlier than the spring of 1877.

This period has now nearly arrived. Meanwhile the question has taken a favourable course, which was not then anticipated.

The British Office applied even in the course of the year 1876 for the admission of various British Colonies into the Union, under *the same conditions* as had been agreed upon for British India and the French Colonies.

The British Office at the same time declared its readiness to receive into the Union, under similar conditions, the Spanish and Netherlands Colonies, the Portuguese Colonies, and also Brazil, Japan, and the Argentine Republic.

As the other offices of the Union have likewise agreed to the admission into the Union of the said colonies and countries, a considerable extension of the limits of the Union will very shortly take place. The understanding in the case has been arrived at by means of a simple exchange of correspondence.

Thus, by this means has been attained in all essential particulars the objects for which the Conference in London was to be assembled; for it may naturally be assumed that the British Office, as well as all the other Union Offices, will concede also to the countries which do not yet belong to the Union the same conditions as to sea rates which have been agreed to in the cases of Brazil, Japan, and the Argentine Republic.

The effect would, however, be much more important if the sea rate of 25 francs per kilogramme for letters, and 1 franc per kilogramme for printed papers, &c., were expressly granted for *all* countries, because in such case the countries which still remained out of the Union would be in a position to see clearly the advantage of joining, and in consequence most of these countries would doubtless be led to seek admission to the Union. Nevertheless, I do not think it would be expedient now to summon a Conference in London for this object. A general discussion of this question might result in difficulties which have hitherto not been foreseen.

On the other hand, it must not be overlooked that in all probability the French Government will, at the Paris Congress in the spring of 1878, revert anew to its proposal, according to which for all fresh adherents to the Union only the stipulations of the Berne Treaty, including the rates of 6 francs 50 centimes per kilogramme for letters, and 50 centimes per kilogramme for printed papers, &c., shall be applied.

With reference to these considerations, and looking to the fact that it cannot possibly be to the interest of the trade and commerce of Great Britain that, while the whole of the Spanish, Netherlands, and Portuguese Colonies, as well as Brazil, Japan, and the Argentine Republic, are included in the Union, a part of the British Colonies in the West Indies, the whole of the British Possessions in Africa, and lastly the Australian Colonies, remain *outside* the Union, I do myself the honor to submit to the favourable consideration of the British Post Office whether it would not be desirable—

1. To bring about the entry of the whole of the British Colonies, especially those in Australia; and
2. To promote the admission of other foreign countries under the condition of the arrangement of the 27th January, 1876, in such a manner that before the meeting of the Paris Congress the question of the entry of foreign countries will be practically settled.

I should feel extremely obliged to the British Post Office for the favour of an early reply, stating its views on the subject.

STEPHAN.

Sub-Enclosure 2 to Enclosure 1 in No. 6.

The SECRETARY, General Post Office, London, to the GERMAN IMPERIAL POSTMASTER-GENERAL.
SIR,—

General Post Office, London, 6th March, 1877.

The Postmaster-General has attentively considered your letter of the 18th ultimo, in which you strongly urge the desirability of steps being taken for the early admission into the General Postal Union, under the conditions of the arrangement concluded at Berne, on the 27th January, 1876, of all the British Colonies, and of such foreign countries as have not yet entered the Union.

In reply, I am directed to acquaint you that Her Majesty's Secretary of State for the Colonies has already communicated with the Government of every British Colony, and recommended that the question whether it should not apply for admission to become a member of the Union should receive full and immediate attention.

Several of the colonies have, in consequence of that communication, expressed a desire to enter the Union, and there can be no doubt that others will before long come to a similar determination.

But fiscal reasons may very probably prevent some of the colonies from taking that course for the present at any rate.

The Government of the Cape of Good Hope has recently entered into contracts for the sea conveyance of the South African mails to and from Europe, and has engaged to pay to the Contractors the whole amount derived from the sea postage, at fixed rates, besides giving premiums for voyages performed within the contract time.

Any reduction, therefore, in the sea rates of postage now payable to the Colonial Post Office would throw a serious charge on the general revenue of the Cape Colony.

The British Colonies in Australia and New Zealand have also entered into contracts for postal communication with Europe by means of expensive lines of mail packets, and they may in like manner find a difficulty in sacrificing any portion of the postage revenue which they at present receive for the sea conveyance of correspondence, in order to become members of the Union.

As regards foreign countries, the Postmaster-General will be ready on all occasions, so far as depends upon arrangements to be made with this department, to facilitate in every way their admission into the Union.

His Excellency Dr. Stephan, Berlin.

I have, &c.,

JOHN TILLEY.

Sub-Enclosure 3 to Enclosure in No. 6.

The IMPERIAL GERMAN POSTMASTER-GENERAL to the GENERAL POST OFFICE, London.

(Copy Translation.)

Berlin, 21st March, 1877.

I HAVE the honor to acknowledge the receipt of the letter from the British Post Office of the 6th March, 123c, respecting the further extension of the General Postal Union.

From the contents of this letter I have observed, with great interest, that Her Britannic Majesty's Secretary of State for the Colonies has taken suitable steps respecting the entry of the British Colonies into the Union, and that the British Post Office is prepared to facilitate the entry of foreign countries into the Union so far as in it lies.

As regards the Cape Colonies, the Australian Colonies, and New Zealand, the British Post Office has shown that at present financial considerations would very probably hinder the entry of these colonies into the Union. The Cape Colony has only recently concluded contracts on the basis of which high sea rates of postage have to be paid, as well as special premiums for performing the voyage within the contract time. The Australian Colonies are in a similar position, as they also are fettered with the maintenance of expensive postal communications.

In reference to the above, I beg leave to offer the following observations:—

It is well known that formerly the efforts of postal administrations were constantly directed towards recovering from the public, in the shape of sea postage, the expenses which the sea conveyance entailed.

The British Post Office will, however, agree with me that recently such a course has very properly been regarded as no longer just. In fact, subsidies are in no way paid solely for postal purposes; the general interests of trade and commerce, as well as political objects, come into consideration in an important degree. This circumstance must, in my opinion, always be borne in mind, equally whether the companies which perform the service receive payment in the form of a subsidy, or in the form of sea postage. It appears to me, therefore, that the reasons which have been adduced on behalf of the colonies against joining the Union are not of such a nature as to justify the resolution to remain apart from a Union, which, without doubt, will, in a short time, *include all other countries of the world*, and the wide significance of which will tend more and more from day to day to promote the peaceful intercourse of all nations.

I do not doubt that, if the said colonies were to examine the question anew, and particularly with reference to its *universal* character, the great advantage of a Universal Postal Union would receive full recognition, and that, on the other hand, financial sacrifices, which, moreover, would probably soon be balanced by the increase in correspondence, would not present any real cause of hindrance to joining the Union.

STEPHAN.

Enclosure 2 in No. 6.

ARRANGEMENT concerning the Entry of British India and the French Colonies into the General Postal Union.

THE Post Office of British India having, in conformity with Article 17 of the treaty concerning the formation of a General Postal Union, concluded at Berne on the 9th of October, 1874, signified its intention of entering the General Postal Union, and the French Government having made a similar declaration on behalf of its colonies, the undersigned delegates have agreed, subject to approval, upon the following provisions:—

Article I.

British India and the French Colonies accede to the stipulations of the treaty concerning the formation of a General Postal Union concluded at Berne on the 9th of October, 1874, as well as to the provisions of the detailed regulations for the execution of the said treaty.

Article II.

The correspondence originating in one of the countries specified in Article I., and intended for another country of the Union, and *vice versa*, shall be subject to the Union rates adopted by each of the administrations by virtue of clauses 1, 2, 3, 4, and 5 of Article III., and of clauses 1, 2, and 3 of Article IV. of the treaty concluded at Berne on the 9th of October, 1874.

Each administration shall have the right to join to these rates an additional charge, on account of sea postage, which shall not exceed the maxima fixed for prepaid articles, by Article III., clause 2, and Article IV., clause 2, of the Treaty of Berne.

Nevertheless, should fractions result from the conversion of the rates into the national currency, these fractions may be brought up to the unit.

It is expressly understood that the additional rate of sea postage shall be levied but once, even should several maritime services participate in the conveyance.

Article III.

For the conveyance by sea of the correspondence mentioned in the foregoing Article II., the despatching office shall pay to the office or offices providing this conveyance a sum of—

- (1.) Twenty-five francs per kilogramme, net weight, for letters and post cards, and
- (2.) One franc per kilogramme, net weight, for articles specified in Article IV. of the treaty concluded at Berne on the 9th of October, 1874.

When the conveyance by sea is affected by two or more administrations, the payment shall be divided between them on the basis of the distances traversed, without prejudice to other arrangements which may be agreed upon between the Post Offices concerned.

No payment, however, shall be due for any conveyance by sea which does not exceed 300 nautical miles.

Article IV.

The correspondence, which, by virtue of the last clause of Article X. of the treaty concluded at Berne on the 9th of October, 1874, is subject to special expenses for conveyance, may be charged with an additional rate in proportion to these expenses.

Article V.

With regard to the provisions of Article XXVII. of the detailed regulations for the execution of the Treaty of Berne, concerning the division of the expenses of the International Office of the General Postal Union, it is agreed that India shall form part of the first class, and the whole of the French Colonies part of the third class contemplated by this article.

Article VI.

For the administration of posts, Germany ...	...	Günther.
" " Austria ...	...	Dewéz.
" " Hungary ...	...	Heim.
" " Belgium ...	...	{ Fassiaux,
" " Egypt ...	...	{ F. Gife.
" " Spain ...	...	Eugène Borel.
" " France ...	...	J. De Hoyos Vte. de Manzanera.
For the Minister of Marine and of the French Colo-	...	Ansault.
nies, on behalf of the French Colonies ...	...	E. Roy.
For the administration of posts, Great Britain ...	...	Alan Maclean.
" " British India ...	...	Alan Maclean.
" " Italy ...	...	Tantesio.
" " The Netherlands ...	...	Fofstede.
" " Sweden and Norway	...	M. Björnstjerna.

Countries beyond sea to which the arrangement concluded at Berlin on 27th January, 1876, is applicable:—

1. *British India.*

Hindustan, British Burmah, Aden.

2. *French Colonies.*

America.—Martinique, Guadeloupe and dependencies, French Guiana, St. Pierre-et-Miquelon.

Africa.—Senegal and dependencies, Gaboon, Reunion, Mayotte and dependencies, St. Mary, Madagascar.

Asia.—French Establishments in India:—viz., Pondicherry, Chandernagor, Karikal, Mahe, and Yanaon; and in Cochin China.

Oceania.—New Caledonia and dependencies, Marquesas Islands, Tahiti, and the French portion of the Low Archipelago.

[This arrangement, as signed, was in the French language only. The English translation was made in London.]

No. 7.

MEMORANDUM by Mr. GRAY to the Hon. the POSTMASTER-GENERAL.

THE department is now called upon to decide whether or not the colony shall enter the General Postal Union, in terms of the arrangement made at Berne on the 9th of October, 1874, and the amended conditions agreed to on the 27th of January, 1876. This question, on a former occasion, was answered in the negative; but, further information having been furnished, it now seems desirable to modify, if not entirely alter, the decision arrived at in May, 1876.

It should be pointed out to the Postmaster-General that, when forwarding copies of the General Postal Union Treaty to His Excellency for the consideration of his Ministers, the Earl of Carnarvon drew special attention to Article XVII. of the treaty, providing for the entry of countries beyond sea into the Union. Earl Carnarvon pointed out that, in the event of any of the colonies desiring to enter the Union, the Imperial Government would "regard a reconsideration of the proportions of the charge for packet service borne by the Imperial and Colonial Exchequers respectively, as a necessary preliminary to their sanction to such a step, as it would entail a considerable diminution in the receipts of the Post Office."

As the colony was already committed to a large expenditure for the conveyance of mails to and from Europe, America, &c., and as it seemed unwise at the time to further largely increase the colony's loss on account of ocean mail services (as would have been the case had the colony entered the Union on the original terms), His Excellency, in May, 1876, was informed by Ministers that they considered "that it was not necessary to decide whether the colony shall seek to be admitted into the General Union or not." New South Wales and Western Australia also declined to enter the Union, while Victoria and South Australia applied for fuller information before arriving at a final decision. This additional information has been furnished South Australia and Victoria; and a copy of a letter from the London Post Office to the Treasury, embodying the desired further information, has been forwarded to His Excellency, under cover of a circular despatch, dated the 23rd March last.

From this letter it is observed that the Imperial Government will not now "regard a reconsideration of the proportions of the charge for packet service borne by the Imperial and Colonial Exchequers respectively as a necessary preliminary" and condition to the entry of any of the Australian Colonies into the Union. And the London Post Office further intimates that the existing arrangements, under which the colonies receive the postage on the correspondence originating in Great Britain, shall not be disturbed during the period for which the present mail service arrangements extend. This is a most important determination to the colonies, and removes the more serious of the obstacles which have existed and prevented either of the colonies taking advantage of the provisions of the Postal Union Treaty. This will be best understood when it is stated that nearly the whole of the receipts for postages from the Imperial Post Office are receivable by the colonies on the correspondence originating in the United Kingdom. The loss, therefore, to be borne by any colony on entering the Union will now be considerably less than would have been the case under the original proposals of the Imperial Government.

Any colony joining the Union would be at liberty to fix its letter rates as high as 6d. per half-ounce, in addition to a further postage of 2½d. per half-ounce on foreign letters, which would have to be conveyed over sea by some independent line of steamers. Land transit charges on foreign correspondence must be borne by the despatching offices; and an illustration of this is given in the London Post Office letter to the Treasury, viz., that letters originating in any colony which may have entered the Union, addressed to Germany, would be liable to transit rates payable to Italy and Austria, through which countries the mails must pass. On the other hand, all foreign correspondence for Union colonies would be accounted for to such colonies at the rate of 2½d. per half-ounce on letters, and 10d. per 2lb. on newspapers, net weight, in return for the colonies defraying the sea carriage from San Francisco, Galle, or Singapore to destination. The bulk of the foreign correspondence is now conveyed by the Galle steamers, for the use of which the colony pays a sum equivalent to the postages, estimated at 1s. 7d. per ounce for letters; 1s. 6d. per pound for packets, and 6d. per pound for newspapers. Should this colony seek to enter the Union, it might be worth while to consider whether or not the payment now made Victoria should be reconsidered, so far as relates to the carriage of continental or foreign correspondence. Under the Union regulations, a payment in excess of the gross postages has to be made by the despatching offices on foreign correspondence to cover land transit charges.

At present, additional postage is collected on foreign correspondence sufficient to recoup the department for the payments made the London Post Office, on account of transit charges. The bulk of the correspondence from foreign offices—particularly those offices on the continent of Europe—is not prepaid to destination. Such correspondence is taxed on delivery, and the amounts retained by the taxing post offices. Under the Union regulations all correspondence (unless wholly unpaid) must be delivered free; and, instead of the public being required to bear the cost of the transit charges (except certain rates for sea special conveyance), the despatching post offices must defray this expense. In other words, the postage thus saved the public on account of transit charges means a corresponding loss to the post offices. The redirection fees will no longer be a source of revenue, as the retransmission of postal articles within the interior of any Union country or colony must be made free of all charge to the addressee. This is one of the features of the Union.

The probable loss to the colony on joining the Union can only be assumed. I do not think it would exceed £1,500 a year. The present payments to London on account of transit postage amount in round numbers to about £900 a year. The loss on account of the redirection fee being abolished cannot be stated; but it may be assumed that the loss may be regarded as a comparatively small one. There are no doubt other items to be taken into account which would add to the colony's loss, but I think it would be found that the total would not exceed the sum estimated. This loss, it may be urged, is comparatively trifling, when compared with the advantages of securing one uniform postal system for the exchange of correspondence with all parts of the world. This cannot be over-estimated, and I think the colony should be prepared to make some pecuniary sacrifice in order to secure so desirable a result.

As a joint decision on the part of the Australasian Colonies in this matter is important, and is what is desired by the London Post Office, I submit that the views of the neighbouring colonies should be first ascertained before this department communicates its own decision. Unless the whole of the colonies are unanimous, I apprehend there would be obstacles to individual colonies entering the Union.

General Post Office, Wellington, 21st August, 1877.

W. GRAY,

No. 8.

The Hon. Mr. McLEAN to the Hon. the POSTMASTER-GENERAL, Sydney.

(Telegram.)

Wellington, 18th September, 1877.

WOULD be glad to be informed by Thursday whether your colony intends entering Postal Union. Recent correspondence from Colonial Office sets forth terms more favourable to colonies.

The Hon. the Postmaster-General, Sydney.

GEO. McLEAN.

[NOTE.—Telegrams of the same tenor were also sent to the Postmasters-General at Melbourne and Adelaide.]

No. 9.

Mr. McGOWAN to the Hon. the POSTMASTER-GENERAL, Wellington.

(Telegram.)

Melbourne, 19th September, 1877.

It has been decided to postpone taking any action in regard to entering Postal Union, until the whole question of ocean postal service is again dealt with.

The Hon. the Postmaster-General, Wellington.

S. W. McGOWAN,

Acting Deputy Postmaster-General.

No. 10.

Mr. LAMBTON to the Hon. the POSTMASTER-GENERAL, Wellington.

(Telegram.)

Sydney, 20th September, 1877.

Re telegram of 18th. Matter seems to me to be one in which whole of colonies should take uniform action. It certainly now appears desirable that colonies should look more favourably on proposal to join Union. I am inclined to propose that one or two officers from each Post Office meet, say, at Melbourne, to discuss details involved, and bring up report, to be submitted to Government of each colony. What is your opinion?

The Hon. the Postmaster-General, Wellington.

S. H. LAMBTON,

(for Postmaster-General.)

No. 11.

Mr. TODD to the Hon. the POSTMASTER-GENERAL, Wellington.

(Telegram.)

Adelaide, 22nd September, 1877.

SEMI-OFFICIAL. Government waiting my report. All colonies should agree before any join. Think might do so with advantage if colonies left at liberty to arrange between themselves contributions of ocean mail services, and England still pay portion postage as now. Agreement with England terminates this year, but must be continued on similar basis. Be glad to have your views to submit, as my own are not yet before Government.

The Hon. the Postmaster-General, Wellington.

C. TODD.

No. 12.

The Hon. the POSTMASTER-GENERAL, Sydney, to the Hon. the POSTMASTER-GENERAL, Wellington.

(Telegram.)

Sydney, 19th October, 1877.

PLEASE reply at earliest convenience to my telegram of twentieth ultimo, respecting International Postal Union.

The Hon. the Postmaster-General, Wellington.

POSTMASTER-GENERAL.

No. 13.

The Hon. Mr. FISHER to the Hon. the POSTMASTER-GENERAL, Sydney.

(Telegram.)

Wellington, 20th October, 1877.

Postal Union. Reply early next week. Regret delay. Occasioned pressure important questions.

The Hon. the Postmaster-General, Sydney.

J. T. FISHER.

No. 14.

Mr. TODD to the SECRETARY, General Post Office, Wellington.

(Telegram.)

Wellington, 26th October, 1877.

SEMI-OFFICIAL. Before joining Union we shall require United Kingdom to agree to account to colonies for postage collected in United Kingdom on same basis as now, to partly reimburse colonies for cost of ocean services between Galle, Frisco, and Singapore, and we should be at liberty to charge eightpence, *via* Brindisi, as now, to cover cost of continental transit rates. This, I think, would be consented. Shall be glad to know decision arrived at.

Secretary, General Post Office, Wellington.

C. TODD.

No. 15.

The Hon. Mr. FISHER to the Hon. the POSTMASTER-GENERAL, Adelaide.

(Telegram.)

Wellington, 27th October, 1877.

I AGREE that basis of present payments by United Kingdom should be a condition of colonies joining Union. Appears to me there are large number important questions which should be dealt with by colonies before decision arrived at to enter Union. Sydney has suggested Conference postal officers at Melbourne to discuss these matters, and embody result in report to be submitted respective Governments. What do you think of Sydney proposal?

The Hon. the Postmaster-General, Adelaide.

J. T. FISHER,

Postmaster-General.

No. 16.

Mr. TODD to the SECRETARY, General Post Office, Wellington.

(Telegram.)

Adelaide, 20th November, 1877.

UNOFFICIAL. Have not been able ascertain views of Government, but think proposed Conference very desirable for discussion question forming Union.

W. Gray, Esq., Secretary, General Post Office, Wellington.

C. TODD, Adelaide.

No. 17.

The SECRETARY, General Post Office, Sydney, to the SECRETARY, General Post Office, Wellington.

(Telegram.)

Sydney, 14th December, 1877.

IMPERIAL Government urging answer to despatch *in re* Postal Union. Can you reply to my telegram 20th September?

The Secretary, General Post Office,
Wellington.

SECRETARY,
General Post Office, Sydney.

No. 18.

Mr. GRAY to the SECRETARY, General Post Office, Sydney.

(Telegram.)

Wellington, 19th December, 1877.

POSTAL Union. When do you propose postal officers shall meet? This Government will send representative.

The Secretary, General Post Office, Sydney.

W. GRAY.

No. 19.

The SECRETARY, General Post Office, Sydney, to the SECRETARY, General Post Office, Wellington.

(Telegram.)

Sydney, 27th December, 1877.

NEW Ministry in office. Postmaster-General states matter of proposed meeting of postal officers shall receive early consideration of Cabinet.

The Secretary, General Post Office, Wellington.

SECRETARY, Sydney.

No. 20.

Mr. McDONALD to the SECRETARY, General Post Office, Wellington.

SIR,—

Postmaster-General's Department, Brisbane, 25th February, 1878.

With reference to a circular despatch from the Secretary of State for the Colonies, dated the 25th May, 1877, transmitting copy of a letter from the London Post Office, enclosing a correspondence with the Berlin Post Office, in which the latter submits the desirability of all British colonies joining the International Postal Union, I am directed to inform you that a communication has been received from the Postmaster-General, Germany, pointing out the expediency of applying to the Swiss Office Department in Berne for admission into the Postal Union, and to state that the inclination of this Government is to join the Union; but action for the present is suspended, pending the decision of the older colonies.

I am therefore to request you to be good enough to inform me what action is intended to be taken by the Government of your colony in the matter.

I have, &c.,

JOHN McDONALD,

The Secretary, General Post Office, Wellington.

Under Secretary.

No. 21.

Mr. GRAY to the SECRETARY, General Post Office, Brisbane.

SIR,—

General Post Office, Wellington, 11th April, 1878.

I am directed to acknowledge the receipt of your communication of the 25th February last, in which you state that it is the inclination of your Government to join the General Postal Union;

but that action is for the present suspended, pending the decision of the older colonies, and requesting to be informed what action is intended to be taken by this Government in the matter.

In reply, I am to inform you that this Government is also inclined to enter the Union, if the terms are favourable; but it is agreed that, as a first step, the whole of the Australasian Colonies should give expression to their views. In the absence of any such information the Government has not thought it desirable to give a final reply to the Secretary of State's despatch of the 25th of May last.

At one time it was believed the matter might have been settled by a Conference, which was suggested by the New South Wales Post Office; but, although this department, since the receipt of your communication, requested to be informed whether it was still the intention to hold such a Conference, no reply has as yet been vouchsafed.

It is now thought undesirable to further delay replying to your letter, and at the same time to indicate the extent to which this department favours the Postal Union.

I have, &c.,
W. GRAY,
Secretary.

The Secretary, General Post Office, Brisbane.

No. 22.

Mr. GRAY to the SECRETARY, General Post Office, Sydney.

(Telegram.)

Wellington, 9th March, 1878.

QUESTION of colonies joining Postal Union again brought under notice of department. This colony has delayed forwarding definite reply, pending views of other colonies being ascertained. Is it still desired matter be considered by all the colonies as proposed by your office?

The Secretary, General Post Office, Sydney.

W. GRAY.

No. 23.

The SECRETARY, General Post Office, Sydney, to the SECRETARY, General Post Office, Wellington.

(Telegram.)

Sydney, 30th April, 1878.

THE terms upon which colonies could enter Convention have been relaxed so much that the Postmaster-General is disposed to recommend that we join the Union. But as it is important that there should be uniformity of action on the part of such colonies as may propose to take this course, and as there is to be an Intercolonial Conference next month, he proposes that the provisions of the Berne Convention be considered at that Conference.

The Secretary, General Post Office, Wellington.

SECRETARY,
General Post Office, Sydney.

No. 24.

MEMORANDUM by Mr. GRAY for the Hon. the POSTMASTER-GENERAL.

As to New Zealand joining Postal Union.

TERMS are now more favourable than those originally offered by Imperial Post Office.

It is not now proposed to disturb existing arrangements providing for the payment of postages on correspondence forwarded from the United Kingdom to the colonies. In the case of New Zealand these payments exceed £15,000 a year. Under the original proposals, these payments would have been considerably reduced.

British Colonies joining the Postal Union may now fix their letter rates as high as 6d. per half-ounce (the existing rate of postage between the colonies and the United Kingdom), in addition to a further postage of 2½d. per half-ounce on foreign letters, to cover cost of conveyance over sea by a foreign line of steamers. Land transit charges, instead of being covered by extra postage as at present, must be defrayed by the despatching offices. For instance, a letter addressed to Germany from New Zealand (supposing the colony joined the Union) would be liable for transit rates through Italy and Austria, which would have to be defrayed by this department. On the other hand, foreign correspondence for New Zealand from Union countries (if sent by way of San Francisco) would be accounted for to this department, at the rate of 2½d. per half-ounce on letters, and 5d. per lb. on newspapers, in return for New Zealand providing the sea conveyance from San Francisco. The bulk of foreign letters are sent by way of Galle, on which New Zealand pays Victoria an amount equivalent to the postages (on letters at 1s. 7d. per half-ounce). In the event of the colonies joining the Union, payments by non-contracting colonies should be reconsidered and revised.

Under the Union regulations, the charge for redirection is also abolished. All letters from Union countries for New Zealand (except wholly unpaid) would be delivered free, no matter how often the addressees changed their address. This is also intended to apply to correspondence posted locally for delivery within the colony; but the Postmaster-General has the right to decide that this regulation shall not apply to locally-posted correspondence. At present, redirected correspondence, irrespective of origin, is liable to a fresh rate of postage.

The advantages in joining the Union are—one uniform postal system for the exchange of correspondence with all parts of the world; the facilities afforded for the extension of the money-order system to all Union countries; that the colony would become more intimately connected with other countries now comparatively unknown, except by name; and that by frequent interchange of opinions between the Union offices, and discussing all matters bearing on postal laws and administration, the postal services would be materially improved in matters of detail as well as in general principles.

The advantages to the public cannot be over-estimated. Exorbitant charges would be abolished, and a moderate and uniform rate of postage established. The public would no longer be in uncertainty as to the exact postage for any particular foreign country, and they would further know that all letters properly stamped would not be liable to any further charge on delivery; and the addressees would not be mulcted in heavy and vexatious charges as at present. The regulations of the Union have been made more in the interests of the public than the post offices. The extension of the money-order system, and a more intimate knowledge of other countries, cannot but result beneficially to the public.

That the colony, if agreeing to join the Union, would suffer a pecuniary loss is admitted. Defraying the cost of land transit charges (through Europe more particularly) would be the principal or one of the principal items of loss. The abolition of the redirection fees (if made to apply to locally-posted letters as well) would make a difference, to some extent, in our receipts. The registration fee, it is assumed, would have to be reduced, while the interchange of post cards would also contribute to make up a loss. It is not possible to state accurately what the actual loss would reach in the event of New Zealand entering the Union, but it has been estimated at £1,500 a year. If the redirection charge on locally-posted correspondence be not abolished, then the £1,500 would be in excess of the colony's probable loss.

Seeing the advantages to be derived by New Zealand entering the Union—both to the public as well as to the department—I submit the colony should be prepared to sustain a loss in consideration of becoming a "Union country" within the meaning of the Berlin Treaty. The more important countries and States have seen the wisdom of the regulations, and joined the Union. Several British colonies have followed this example, and the Australasian Group cannot well afford to hold aloof now that the terms for entering the Union may be regarded as fairly liberal.

I submit that one of the conditions on the colony joining the Union should be that the present arrangement with the Imperial Government, with respect to postage payments made the colonies, and the free carriage of mails from San Francisco to London (in the case of New South Wales and New Zealand)—in fact, that the arrangement made in 1873 should be maintained. This arrangement expires at the end of this year; but I submit that the colonies have every right to expect that the Imperial Government should renew the agreement, so long as the conveyance of mails between the colonies and Galle, Singapore, and San Francisco, respectively, is provided by the colonies at their own expense.

The decision of the colonies should be unanimous. Any favourable determination should be acquiesced in by all the colonies.

3rd July, 1878.

W. GRAY.

No. 25.

MEMORANDUM OF AGREEMENT by the Hon. the POSTMASTERS-GENERAL of NEW SOUTH WALES and NEW ZEALAND.

THAT the Colonies of New South Wales and New Zealand should, in view of the desirability of establishing uniform postal regulations of universal application, calculated to give the public the largest amount of accommodation possible, without useless and vexatious restrictions, join the Berne Postal Union: provided, however, that no reduction be made in the rate of postage for the ocean services, that the cost of the transit of the mails between San Francisco and New York or Boston be not charged to the colonies, and that the restrictions which have already or which may hereafter be imposed by local legislation in reference to wholly unpaid correspondence are not interfered with.

J. F. BURNS.

J. T. FISHER.

Wellington, 11th July, 1878.

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