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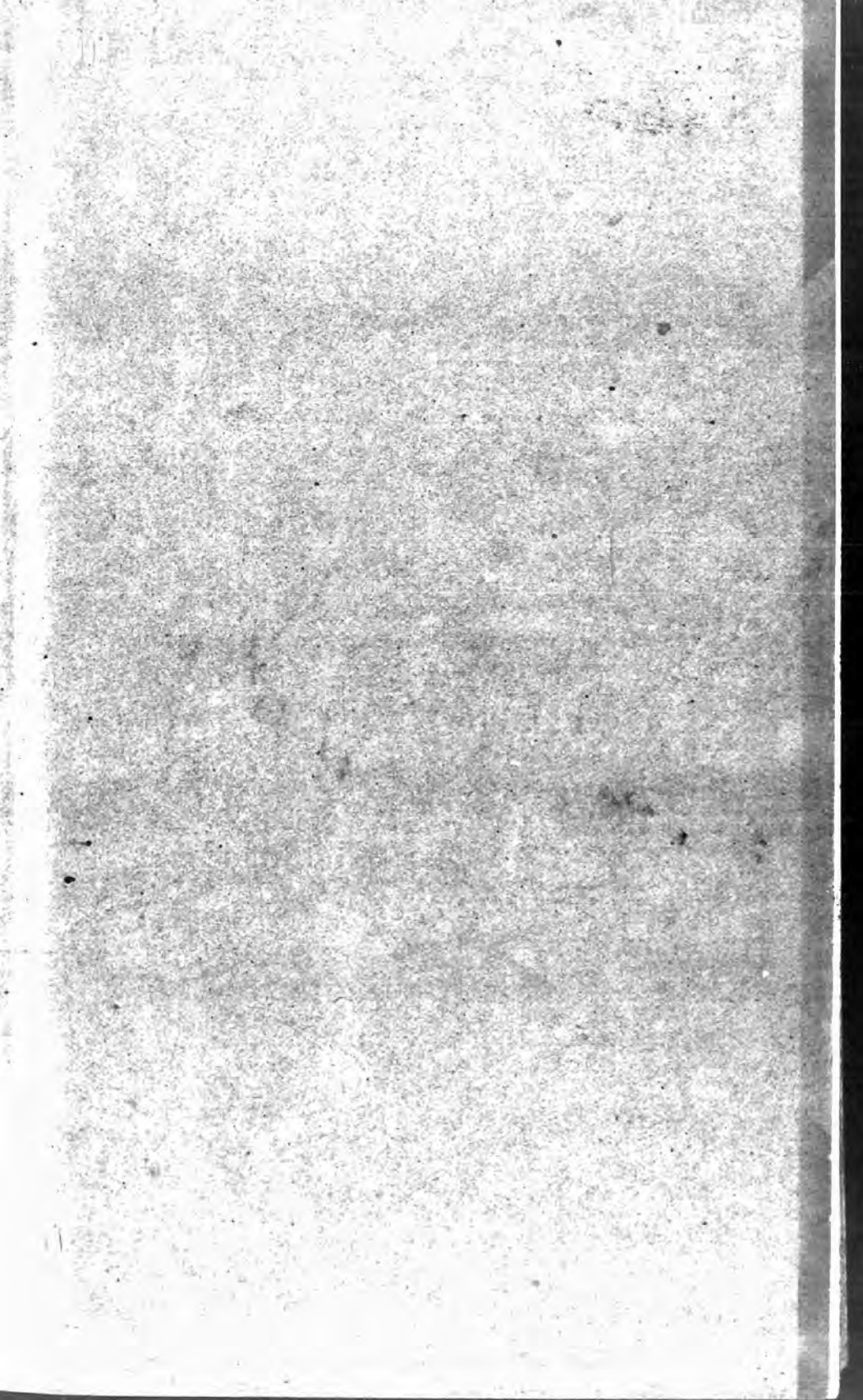
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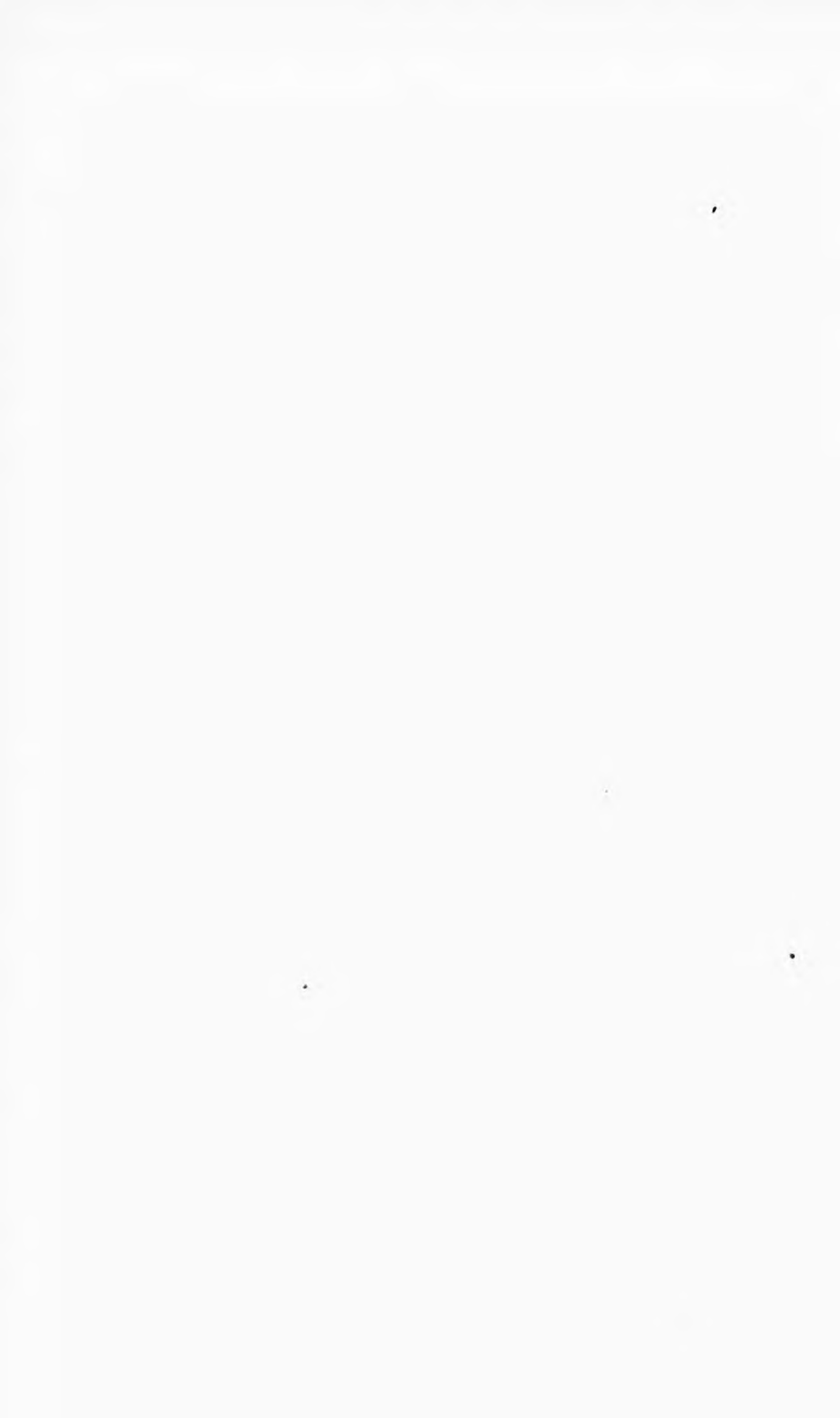
**COLLECTED BY**

**POST OFFICE**

**JOHN K. TIFFANY.**

A central emblem within a rectangular frame. At the top, two banners read "SALVT" and "LOUIS". Two bears stand on either side of a circular seal. The seal depicts a ship on the water and contains the text "UNITE WE STAND DIVIDE WE FALL". Below the seal is a banner with the Latin motto "SALUS POPULI SUPREMA LEX ESTO". The entire emblem is surrounded by a decorative border with floral motifs at the corners.





Crawford 1394

# THE POST OFFICE OF INDIA

OR

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HISTORICAL REVIEW OF ITS RISE, PROGRESS,

REGULATION AND GENERAL ADMINISTRATION,

TO WHICH ARE APPENDED

THE IMPORTANT RULES AND RATES.

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PUBLISHED

*under the patronage of*

THE POST MASTER GENERAL OF BENGAL

BY

ANANDA GOPAL SEN B. A.

*Post Master of Bankipur.*

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CALCUTTA:

PRINTED BY BABOORAM SIRKAR, AT THE ROY PRESS,

11, College Square.

1875.



To  
John H. Tiffany, Esq  
with kind regards of  
Joseph J. Carey  
7<sup>th</sup> May, 1883.

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*Piffany.*

THIS LITTLE BOOK

ON

THE INDIAN POST OFFICE

is respectfully dedicated

TO

T. W. GRIBBLE Esq. B. C. S.

POST MASTER GENERAL OF BENGAL

BY

*His most obedient and faithful servant*

ANANDA GOPAL SEN.



## PREFACE.

Some time ago I undertook to compile a short history of the Post Office of India, its arrangements and working, and received every encouragement from the Post Master General of Bengal, who promised to afford me every facility in its compilation from official records. The matter having been brought to the notice of the present Officiating Director General, the same kind permission of access to the official records was accorded to me by that authority. This Postal History I have compiled from such materials as were available to me. Besides the origin of the postal system and passing notices of the Post Offices of other countries, this historical sketch embraces the organization and development of the Indian Post Office.

The history of postal improvements may with propriety be considered a history of international progress. If faithfully treated it marks the march of civilization in a nation, and by affording a good gauge of its prosperity and mental activity, testifies to the success of the general administration of a country. But unfortunately there is no history of the Indian Post Office worthy the name, nor was there, so far I am aware, any effort ever made to supply this desideratum. The absence of such a work has induced me to make the present attempt in connection with my departmental career. General history, attentive to record the brilliant transactions of kingdoms and states rather than the steps by which communities effect their advancement and improve their convenience, furnishes little beyond incidental notices of the modes by which the circulation of correspondence is conducted. As an historical review of the Indian Post Office would be imperfect without some notice of its original, the postal system in England, I have described the rise and mechanism of the British Post Office, and traced the successive steps which have gradually made it the best of its kind in the world. I have also endeavoured, for purposes of comparison, to give such short accounts of the postal system of other countries as the limits of the present work and the materials at my disposal have permitted : and lastly I have described at length the origin and growth of the postal system in India.

Throughout the following pages I have never allowed myself to be satisfied with one authority, where more were available, nor have I grudged any labor that I thought would render the work more acceptable to the public ; how far I have succeeded in my endeavours, it is for them to judge. A humble narrative of facts like mine cannot pretend to any originality ; neither do I arrogate to myself any peculiar merit in my way of treating them. The task has proved a far more onerous one than I



anticipated ; but if the results of my labour be in any degree acceptable to the public I would consider myself highly rewarded. I may here mention that the highest postal authorities in India, the Director General of the Indian Post Office and the Post Master General of Bengal, have expressed their approval of this work. The latter was so good as to write to me officially "I brought your historical work to the notice of the Director General in conversation with him. He wished me to communicate to you his sense of the labour and industry which such a compilation as yours shews, and to express his gratification at seeing postal officials employ their leisure in such a laudable and praiseworthy way". Much as I desired to supply the want of a history of the Post Office of this country, I could not venture to bring out the result of my labor in the present permanent shape were I not aided by the counsel and encouraged by the support of the postal authorities.

I am fully conscious that the sketch now laid before the public is imperfect, but I have done my best ; and if more competent persons, who can bring greater leisure and research to bear on the subject are induced to work in the line thus indicated by me and succeed in replacing the present publication by a better one I shall not consider the pains I have bestowed on it as wholly thrown away.

#### A LIST OF WORKS CONSULTED.

Annual Reports on the operations of the Post Office of India.

Acts and Regulations of the Governor General of India in Council ( repealed and repealed ).

The rules published by Governor General of India under the P. O. Act.

Indian postal Guides.

British postal Guides.

Indian Post Office manuals.

Circular Orders of the Indian Post Office.

Reports of the Post Master General of England.

Willam Pullyu's origin and inventions.

Journals of the House of Commons.

Reports of the Select Committee of the House of Commons on British Post Office ( 1839 )

Report of the Postal Commissioners to the House of Commons on Indian Post Office reform ( 1862 )

The Encyclopædia Britannica.

Mite's History of the Post Office.

Mite's Postal Reform.

Starke's Guide book.

- Penney cyclopædia.  
Heeren's Historical researches.  
Cary's Herodotus.  
Booke's Aryian.  
Macpherson's annals of commerce.  
Vincent's commerce in the Indian Ocean.  
Journals of the Asiatic society.  
Asiatic Researches.  
Brigg's Ferista.  
Ayeen Akbari.  
History of India ( Aryian, Elphinstone and others )  
Blackstone's Commentaries on the Laws of England. 

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Lang's Historical Summary of the Post Office in Scotland.  
Mite's History of the Post Office of America.  
Murray's Hand book for North Germany.  
      "          for      South Germany.  
      "          for      Switzerland.  
Hill's report on French Post Office.  
Paget's Hungary.  
Bremen's Russia.  
Wilkinson's ancient Egyptians  
Heeren's Phœnicia.  
      "      Babylonians.  
      "      Scythians.  
      "      Indians.  
East India Pamphlets.  
Periodicals, Magazines &c. &c. &c.
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# HISTORY

AND

## ADMINISTRATION

OF

### THE POST-OFFICE OF INDIA.



#### INTRODUCTION.

The facility of frequent, punctual, speedy and cheap communication, which the institution of Post Office was calculated to secure, may be justly classed among the elements of profitable commerce. It is essential to the purposes of Government, and subservient to all the ends of national policy.

In this view, the establishment of the Post Office possesses a character distinct from, and an importance superior to, its title to consideration as a productive branch of the revenue. Nor is its utility in this respect to be appreciated solely by the revenue derived directly from it, for it may be considered also as auxiliary to other branches of the Public Income.

But whatever distinction may be observed between the more general and primary purposes of this institution, and its value separately regarded as a separate source of revenue to the Crown, it will be found that the same means may be employed to promote its several objects; and that in a prosperous state of the country, its productiveness in a financial calculation, will be measured by the proportion in which, under judicious management, it is made to contribute to the interests, the convenience and the habitual indulgence of the community.

## ORIGIN OF THE POSTAL SYSTEM.

It has been usual to trace the origin of Post Office to a remote antiquity, certain establishments, having something in common with the modern Post system, being found to have existed at an early period of the world's history. Herodotus and Xenophon mention that, among the ancient Persians, stations were appointed at intervals along the great roads of the empire, where couriers were constantly kept in readiness to bear despatches and intelligence. Similar institutions, as we learn from Suetonius, were maintained amongst the Romans in the time of Augustus, and some such probably existed much earlier. But although the name of the *post* may be traced to this source (from the Latin word *positus* [placed], whether as applied to the accommodation and means of transport *placed* at intervals for the service of the couriers, or to the couriers themselves, placed or *posted* at the several stations\*), such institutions obviously bear but a vague resemblance to the Post Office of the present times. The couriers were mere State-Messengers, the communications only to and from the seat of Government; nor, so far as appears, was there any regular machinery for the receipt and delivery of letters, so essential to the idea of a modern Post establishment. The Posts which were first instituted in the kingdoms of modern Europe, as those by Charlemagne and Louis XI of France, the Emperor Charles V, and some other sovereigns, differed little, if at all, from those now described. It is indeed probable, that wherever the *posts* or couriers were appointed to perform their journeys at stated periods (which, as soon as the

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\* *Post* (from Fr. *poste* derived from the low Latin word *posta*) is so called from horses being placed at certain stations or posts, where they might be hired by individuals at their pleasure. The application of the word *post* and post-master as well to the transmission of letters and the persons to whom this business was entrusted, as to stations where post-horses were kept, and the persons who owned or had the care of them was the cause of much confusion; and it frequently cannot be understood in reference to which branch early writers intended these terms to be applied. The ambiguity is not confined to the English Language only. The Latin for post-man or runner, as he is called in India, is *veredaris*.

occasions for employing them became more frequent, would be found at once the most economical and effective mode), such a convenient means of conveying correspondence, though primarily intended only for State purposes, would soon come to be used by individuals. Houses of call for the receipt and delivery of letters would in process of time be established by custom, if not by regular appointment; and in this way the modern Post System might grow up. The earlier posts instituted in Europe, however, were in general but of temporary duration; their existence being dependent sometimes on occasion, sometimes on the disposition or policy of particular monarchs. In Great Britain, the insular position which made its sovereigns less anxious about intelligence from their frontiers, nothing of the nature of a public Post establishment can be proved to have existed (with an immaterial exception in the reign of Edward IV) till after the modern form was introduced. The conveyance of letters, indeed, is what must inevitably become, in the course of human transactions as much a matter of necessity, as the conveyance of persons or commodities; and the same circumstances which generate the formation of roads and bridges, and give existence to the trade or occupation of carrier, ship-master or inn-keeper, must necessarily lead to the employment of the *post messenger*, under greater or less degree of system and regularity. History, more attentive to record the transactions of monarchs than the steps by which communities effect their advancement and improve their conveniences, furnishes little beyond an incidental notice of the modes by which the circulation of correspondence was conducted before it became a matter of State regulation. The conveyance and delivery of letters was often a part of the usual occupation of travelling pedlars and others, whose business led them to perform stated or frequent journeys. When commerce began to advance, regular conveyance of correspondence was established between some of the principal trading cities, either by the municipal authorities, or by concert among private individuals or associations. A permanent establishment of messengers for the convey-



ance of letters was attached to the University of Paris from the beginning of the thirteenth century, and indeed was not abolished until the year 1719, long after a general post had been settled in France.\* Other Universities were similarly provided. In some instances powerful and opulent individuals established posts, either as mercantile speculation or for the convenience of any district in the prosperity of which they took an interest. But although the conveyance of correspondence was thus brought to some degree of system, or rather prevailed under a variety of systems, even in places where the State authorities had not yet provided any public establishment for this purpose, it is easy to see that communication, especially between distant places, must have been slow, irregular, and insecure. The advantage and even the necessity of having a uniform and legalized system of post conveyance could not have failed to present itself to the eyes both of subjects and rulers ; although it may be a question whether the sovereigns who first established such systems in their dominions were in general moved so much by large and enlightened views of public benefit, as by the wish to create, according to the practice so usual in that age, a lucrative trading monopoly in behalf of some of their favourites.

The establishment of the modern Post system, then, in some of the principal countries of Europe, is not properly to be viewed as of the nature of a political or civil invention, being merely the assumption on the part of the State, of the conduct of a particular department of human affairs which had grown up with the progress of society, but was now fast out-growing the means and appliances of private enterprise, and presenting tempting possibilities of aggrandisement to official persons. Every where the transmission of letters and more especially of Government

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\* Post Offices were first established in Paris in 1479 ; in England 1591, in Germany 1641, in the Turkish dominion in 1740 ; Regulated by Parliament and made general in England in 1656 ; and in Scotland in 1685. Mail coach system Established in 1794, and Ocean Mail of India in 1836.

despatches, was at first connected with the furtherance of ordinary travel ; and in many parts of Europe the connection still continues. This historical review begins with England. After narrating the successive proceedings which have gradually made the British Post Office one of the best in the world, we shall describe its existing regulations and mechanism. There will then remain to give such an account of the Postal System of other countries as our limits will permit : and lastly we shall describe at length the origin and growth of the Post System in India together with its existing regulations.

Correspondence is the offspring of advanced civilization. When the state of society in England anterior to the 17th century is considered, there can be little surprise that we hear nothing of a Post-Office before that period. Few of the motives to written communication could be said to exist. Each district of the country supplied its own wants. The little foreign trade which flourished was conducted between the English buyer and the foreign seller in person, at the port where the import was made. Literature and Science dwelt only in the convent or the cell. There was little absence from the domestic hearth, excepting that of the fighting man following the service of his lord ; but neither the serf nor his master had the ability, even if he had the will, to write letters. The business of the State only demanded correspondence. The king summoned his barons from all quarters of the kingdom by letters or writs, and held frequent communication with his sheriffs, to call his Parliament together, to muster his forces, to preserve his peace, and to fill his treasury. The expenses of the Establishment of the *Nuncii*, charged with the conveyance of letters, formed a large item in the charges of the royal house-hold. As early as the reign of king John, the payments to *Nuncii* for the carriage of letters may be found enrolled the *close and misæ-Rolls*, and these payments may be traced in an almost unbroken series through the records of the subsequent reigns. *Nuncii* also formed part of the establishment of the more powerful nobles.

As early as the middle of the 13th century, entries occur in the wardrobe accounts of the kings of England of payments to royal messengers for the conveyance of letters to various parts of the country. In the entries of the same year (i. e. 1252) these messengers are variously designated. Somewhere the term used is *cokinus*, somewhere *nuncius* or *garcio*. In a wardrobe account of the 27th year of Edward I, we find a specimen of the mode in which the payment is entered. In the supervision of these royal messengers, lies the germ of the office of Post-Master General. The first of such officers of whom we can give a distinct account is Sir Brian Tuke, who is described in the records as *magister nunciorum cursorum, sive postarum*, "both in England and in other parts of the king's dominions beyond the seas." Thomas Cromwell wrote to him in August 1653, complaining of "great default in conveyance of letters" and signifying the king's pleasure "that posts be better appointed." Tuke, in reply, assured the Secretary that the cause of the mischief was the insufficiency of the sums assigned for the payment of men and horses.

As correspondence grew, it is easy to see that economical arrangements for its transmission would grow likewise. The Nuncius of the time of king John was probably obliged to provide his own horse throughout his journey; whilst in the reign of Edward II, he was able, and found it more suitable, to hire horses at fixed *posts* or stations. In 1481 Edward IV, during the Scottish war, is stated to have established at certain posts, 20 miles apart, a change of riders, who handed letters to one another, and by this means expedited them 200 miles in 2 days. It would seem that the posts at which relays of riders and horses were kept, were wholly private enterprises; but that when their importance became felt and appreciated, the State found it both politic and profitable to subject them to its supervision. Before any substantive evidence appears of the superintendence of the Posts by the Government, the superscription often met with, of "*haste poste haste*" on letters written at the close of the 15th and the beginning of the 16th centuries, is sufficient to shew that the Posts had become

the customary channel for transmitting letters in the speediest way.

Long after the appointment of a Post-Master General, the details of the Service were frequently regulated by proclamations and by orders in Council. A statute in 1548 fixed a penny a mile as the rate to be chargeable for the hire of Post horses. In 1567 Thomas Randolph, was mentioned by Camden as the Chief Post-master of England; and there are reasons for concluding that his duties were to superintend the posts and had no immediate connection with letters. Thomas Randolph was succeeded by Sir John Stanhope (afterwards Lord Stanhope of Harrington) in 1591. In that year appeared, "A proclamation for redress of disorders in Posts which convey and bring to and out of the parts beyond the seas, packets of letters." Command was given to all mayors, sheriffs, justices, officers of customs and officers of the post, "to make diligent search of all mails, budgets and other carriages of all such disavowed carriers, messengers, or suspected persons and all such so discovered to apprehend and stay."

The accession of James I. to the English throne, by necessitating a more frequent communication between London and Scotland, led to some improvements in the Postal Service. Some years earlier, special Posts had been established by the Magistrates of some Scottish towns for the conveyance of the despatches to and from the court. Thus, in 1590, a messenger was appointed by the Magistrates of Aberdeen with the title of "Council Post," and with a dress of blue cloth bearing the town arms.

The earliest recital of the duties and privileges of a Post-Master seems to have been made by James I. The letters patent of Charles I. in 1632 recite that in 1619 James constituted an office called the "office of Post Master of England for foriegn parts being out of his dominions." This functionary was to have the sole taking up, sending and conveying of all packets and letters concerning his service, or business, to be despatched to foreign parts with power to grant moderate salaries. The office was granted in 1619 to Mathew *le* Quester and his son, into

which all others were publicly prohibited from directly or indirectly intruding themselves. "The king, affecting the welfare of his people, and taking into his princely consideration how much it imports his State and realm that the secrets thereof be not disclosed to foreign nations, which cannot be prevented if a promiscuous use of transmitting or taking up foreign letters and packets should be suffered, forbids all others from exercising those which to the office of such Post Master pertaineth at their utmost perils."

In June 1635 a proposition was submitted to the king for settling of packet-posts between London and all parts of his Majesty's dominions, for the carrying and recarrying of his subjects' letters, which contained some curious incidental notices of the then state of the internal communication of the kingdom. The net charge to the crown for the existing posts is stated to have been £3,400 per annum. On the 31st July 1635 a proclamation was issued for the settling of the Letter-Office of England and Scotland. In February 1638 a royal proclamation ratified an agreement with the Post Master to the French king for the conveyance of the mails into France by Calais &c. In the same year a proclamation was made "for settling of the Letter-Office of England and Scotland." It sets forth that "there hath been no certain or constant intercourse between the kingdoms of England and Scotland;" and commands Thomas Witherings Esquire, his Majesty's Post Master of England for foreign parts, to settle a running post or two, to run night and day between Edinburgh and the city of London, to go thither and come back in 6 days. All Post Masters were commanded to have ready in their stables one or two horses. A monopoly was established, with exceptions in favor of common known carriers and particular messengers sent on purpose, most of which had been preserved in all subsequent regulations of the Post Office. As late as 1644 it appears that the Post Master's duties were not connected directly with letters. A Parliamentary resolution entered in the Journals of the Commons, states that "the Lords and Commons, finding by experience

that it was most necessary to keep up good intelligence between the Parliament and their forces, and to erect Post Stages in several parts of the kingdom, and the office of the Master of the Posts and Couriers happening to be void, ordained that "Edmund Prideaux Esquire, a member of the House of Commons, shall be, should constituted, Master of the Posts, Messengers, and Couriers." He first established a weekly conveyance of letters into all parts of the nation, thereby saving to the public the charge of maintaining Post Masters to the amount of £7000 per annum. In 1650 an attempt was made by the Common Council of London to organize a new postal system on the great roads, to run twice a week. This scheme they temporarily carried in to effect as respects Scotland. But the Attorney General Prideaux speedily obtained the intervention of the Council of State. Both Houses of Parliament resolved that the offices of Post Masters, inland and foreign, should be in the sole power and disposal of the Parliament. Ultimately the posts both inland and foreign, were farmed to John Manley for £10,000 a year by an agreement made in 1653. But the most complete step in the establishment of a Post Office was taken in 1656, under the Protectorate, when an act of Parliament was passed to settle the postage of England, Scotland and Ireland. This, having been the model of all subsequent measures, induces us to give something more than a passing notice of it. The preamble sets forth that "the erecting of one General Post Office for the speedy carrying and recarrying of letters by post to and from all places within England, Scotland and Ireland, and into several parts beyond the seas, hath been and is the best means not only to maintain a certain and constant intercourse of trade and commerce between all the large trading places to the great benefit of the people of these nations, but also to convey the public despatches and to discover and prevent many dangerous and wicked designs which have been daily contrived against the peace and welfare of the Common-wealth, the intelligence whereof can not well be communicated but by letter of script. It was also enacted that" there

should be one General Post Office, and one officer styled the Post Master General of England and Comptroller of the Post Office. Charges for letters, English, Scotch, Irish and foreign, and for post horses, were fixed. All other persons were forbidden to set up or employ any foot-posts, horse-posts, or packet-boats. These arrangements were confirmed by an Act which was repealed by 9. Anne c. 11. During the rule of Parliament and of the Protector, the practice of opening letters on suspicion continued. Foreign mails were repeatedly stopped and committees nominated to open and read letters.

The Government of the Restoration continued to farm the Post Office upon conditions very similar to those imposed by the Act of 1657, but for a larger sum. Henry Bishop was the first Post Master General, and he contracted to pay to the king a yearly sum of £21,500. The new arrangements were embodied in the Act XII Charles II, c. 36, entitled "An act for erecting and establishing a Post Office."

It was in 1683, during the possession of the Post-Office-profits by the Duke of York that a *London-Penny-Post* was established by the enterprise of William Duckwara, who is described as a London merchant. At this period the Postal system of Scotland was distinct from that of England. British Colonial Post Office at this period was naturally in a more rudimental state. The office of Post Master General of Amercia was created in 1692.

We have now traced the Postal communications of different portions of the British Empire from their earliest beginnings until the eve of the passing of that Act of the 9th year of Queen Anne which consolidated them into one establishment, and which, as to organization, continued to be the great charter of the Post Office until the advent of Mr. Rowland Hill. This act largely increased the powers of the Post Master General, reorganized the chief Letter-Offices, and established rates of postage. Nine years after the passing of this Act, the cross posts were farmed to one Mr. Allen, who made great improvements in their management, upon an agreement that the new profits so created should be his own.

during his own life-time. His schemes were so successful that he is said to have netted, during 42 years, an average profit of nearly £12,000 a year.

It was a sure sign that the country was growing ahead when Cromwell found it worth while to establish Posts for the people at large, and was able to farm out the Post Office for £10,000 a year. The profits of that establishment were doubled by the time the Stuarts got back to the throne, and more than doubled again before the close of the 17th century. The country has kept on growing out of system after system, like a lad out of his clothes, and at different times has had new ones made to its measure. Brian Tuke's easy plan of borrowing farmer's horses to mount his emissaries on, gave place to regular relays of post-boys and post-horses : and in course of time, when the robbery of the mails by sturdy high-way men had become almost the rule, and their safe conveyance the exception, post-boys were in turn supplanted by a system of stage-coaches, convoyed by an armed guard. This was thought a great advance, and so it was. A pushing, zealous man, named Palmer, the manager of the Bath theatre, originated the scheme. Amidst many other avocations, he found time to travel on the outside of the stage-coaches, for the sake of talking with the coachmen and observing the route here, there and every where, all over England ; matured all the details of his plan from personal experience. "None but an enthusiast," said Sheridan in a rapture of admiration in the House of Commons, "could have conceived, none but an enthusiast could have practically entertained, none but an enthusiast could have carried out, such a system."

The first important and enduring impulse, therefore, to the developement of the latent powers of the Post Office, both as a public agency and as a source of revenue was given by the shrewdness and energy, not of a Post Master or other official person, but of the manager of the Bath theatre, Mr. John Palmer. Mr. Palmer's notice was attracted to the subject in October 1782. At this period, in additoin to the recognized perils of the roads, the



Postal System was characterized by extreme irregularity in the departure of mails and delivery of letters, by an average speed of about  $3\frac{1}{2}$  miles in the hour; and by rapidly increasing diversion of correspondence into illicit channels. Mr. Palmer suggested that by building mail-coaches of a construction expressly adapted to run at a good speed, by horsing them liberally, and attaching an armed guard to each coach, the public would be greatly benefited and the Post Office revenue considerably increased. The experiment was made by Government at the instance of Mr. Pitt in August 1784 after much opposition from the functionaries of the Post Office. The greatest improvement in the transmission of the correspondence of the country was effected by this plan.

Mr. Palmer succeeded in perfecting the Mail Coach system and in greatly increasing the punctuality, the speed and security of the Post. At least 500 places obtained a daily delivery of letters, which before received them not oftener than three times in the week. By this plan the net revenue gradually increased considerably. Still, in spite of the exactitude with which Palmer's scheme was declared to fit the wants of the country, it became too short, too tight, too straightened every way, and impeded the circulation of correspondence. The cost of postage was too high, and the consequence was, that people either repressed their desire to write letters or send them through some cheaper and illegitimate channel. Sir Walter Scott knew a man who recollected the mail from London reaching Edinburgh with only a single letter! of all the millions of the modern Babylon, only one solitary individual had got any thing to say to any body in the metropolis of the sister kingdom worth paying postage for. "We look back now" says a popular writer "with a sort of amazed compassion to the old crusading times, when warrior husbands and their wives, grey-headed parents and their brave sons, parted with the knowledge that it must be months or years before they could hear of one another's existence."

Scotland shared in the advantages of the Mail Coach system

from the first. Shortly before its introduction, the *Local Penny Post* was set on foot by the keeper of a coffee-shop in the Hall of the Parliament House, Peter Williamson by name. He appointed receivers in various parts of the town and established hourly deliveries. A Dead Letter Office was established in 1784. But in Ireland the old state of things continued until the present century. In the American Colonies, Postal improvements may be dated from the administration of Franklin who was virtually the last Colonial Post Master General as well as unquestionably the best. In one shape or other he had forty years' experience of Postal work, having been appointed as Post Master at Philadelphia in October 1737.

As early as 1788, the cost of the packets employed by the Post Office attracted Parliamentary attention. At this time part of the Packet-Service was performed by hired vessels and part by vessels which were the property of the crown. The commissioners recommended that the latter should be sold and the entire service be provided for by public and competitive tender.

Before passing to the reform of 1839 we have now to revert to that important feature in Postal History—the interference with correspondence for political or judicial purposes (*e. g.* Bishop Atterbury's case in 1723). From 1711 to 1838, upwards of 150 acts affecting the regulation of the Post Office were passed. In the first year of her present Majesty, 99 of these were repealed either wholly or partially, and new acts were passed, by which the whole department of the Post Office was regulated: *viz.*—For the management of the Post Office:—The regulation of the duties of Postage:—For regulating the sending and receiving of letters and packets by the post free from the duty of Postage:—For consolidating the laws relative to offences against the Post Office, and explaining certain terms and expressions.

A mere enumeration of the titles of all the acts affecting the Post Office would occupy a considerable space. These enactments have been abrogated, to a great extent, by the adoption of Mr. Rowland Hill's plan of uniform postage. This measure, which

has placed the Post Office in a state of total transition, so that what is in practice to-day falls into disuse on the morrow, was carried into effect by an Act passed in 1839, 2 and 3 victoria chapter 52.

*Mr. Rowland Hill's plan.*—In 1838 a plan calculated not only to increase the utility of the Post Office in the promotion of all the objects of civilization, but to change the whole management of the institution, was brought forward by Mr. Rowland Hill, a gentleman wholly unconnected with the Department. The main features of Mr. Hill's plan, which putting aside the merits of the suggestion of a uniform rate, as discussed with singular moderation, acuteness, caution and sound reasoning, proposed to effect (1) a great diminution in the rates of postage, (2) increased speed in the delivery of letters and (3) more frequent opportunities for their despatch. He proposed that the rate of postage should be uniform, to be charged according to weight, and that the payment should be made in advance. The means of doing so by stamps were not suggested by him at first, and Mr. Hill states that this idea did not originate with him. A uniform rate of penny was to be charged for every letter not exceeding half an ounce in weight, with an additional penny for each additional ounce. Mr. Hill discovered the justice and propriety of a uniform rate in the fact that the cost attendant on the transmission of letters was not measured by the distance they were carried. He shewed on indisputable data that the actual cost of conveying letters from London to Edinburgh, when divided among the letters actually carried, did not exceed one penny for 36 letters. Independently of its fairness, the obvious advantages of simplicity and economical management were strongly in favor of a uniform rate. The publication of this plan immediately excited a strong public sympathy in its favor and especially with the commercial classes of the city of London.

A committee to enquire into and report upon Mr. Hill's plans, recommended the measure, and the late Post Master General, the Duke of Richmond, advised the Government to adopt it, and it

was passed into law on the 17th August 1839. In the following month Mr. R. Hill was made to superintend the working out of his own measure. His pamphlet of 1837 took for its starting point the fact, that whereas the Postal revenue shewed for the past 20 years a positive, though slight, diminution, it ought to have shewed an increase of £507,700 a year, in order to have simply kept pace with the growth of population; and an increase of nearly four times that amount, in order to have kept pace with the growth of the analogous, though far less exorbitant, duties imposed on stage-coaches. The population in 1815 was 19,552,000. In 1835 it had increased to 25,605,000. The stage-coach duties had produced in 1815, £217,671. In 1835 they produced £498,497. The net revenue arising from the Post Office in 1815 was £1,557,291. In 1835 it had decreased to £1,540,300.

During the latter part of the year, a uniform four-penny rate was charged, by way of accustoming people to the cheap system, and saving official feelings from the rude shock of a sudden descent from the respectable rate of a shilling to the vulgar one of a penny. On the 10th January 1840, through the efforts, therefore, of Mr. Rowland Hill, the uniform penny rate came into operation throughout the United Kingdom and became the law of the land. The scale of weight advancing from 1*d* for each of the first two half ounces by gradation of 2*d* for each additional ounce, or fraction of an ounce, up to 16 ounces. The postage was to be prepaid or charged at double rates. In 1846 a public testimonial of £13,000 was presented to Mr. Hill, in acknowledgement of his distinguished services to the country; and he was afterwards made a Knight of the Bath.

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## THE ORGANIZATION AND MECHANISM OF THE BRITISH POST OFFICE.

The operation of the Post Office belonging to the despatch of letters before the introduction of Mr. Hill's plan, but which

was thereby subjected to some modification, consisted in (1) facing or placing one way all the addresses of the letters and stamping them to show the date of their receipt; stamping being performed with a hand-stamp at the rate of 200 letters per minute; (2) sorting according to the different mail routes; (3) examining and taxing the letters with the various charges; (4) re-sorting according to the different post towns, (5) telling, *i. e.*, making out Bills for the unpaid letters against the different Deputy Post Masters.

The duty of the London General Post Office in the receipt of letters, consisted in unloading the mails and delivering the letters, that is to say, (1) in opening bags, and in checking the Deputy Post Master's accounts for paid letters, one person examining a bag in one minute and a half; (2) sorting into districts; (3) telling, *i. e.*, making out bills against every letter-carrier; (4) delivering, the letter-carriers returned by a certain time, and paid the money charged against them to the Receiver General.

The principal acts which regulate the management of the Post Office of the United Kingdom, are those of 1. Victoria c. 32, 36, "An act to repeal the several laws relating to the Post Office"; "An act for the management of the Post Office" An act for consolidating the laws relative to offences against the Post Office." &c.—And 2. Victoria c. 98, "An act to provide for the conveyance of the mails by Railways," 3 & 4. Victoria 96. "An Act for the regulation of the duties of postage"; 7 & 8 Victoria c. 49. "An Act for the better regulation of colonial posts"; 10 and 11 Victoria c. 85. "An Act for giving further facilities for the transmission of letters by post, and for regulating the duties of postage thereon, and for other purposes relating to the Post Office." The briefest possible analysis of these Acts would claim a large space. It must here suffice to enumerate the existing staff and expenditure; to indicate the chief branches of the office, and its methods of working; and to detail the principal regulations which concern the public

in the practical business of correspondence.

*Establishment.*—The present establishment of the Post Office was traced in 1642, but there was no regular Post Office till 1654. The head of the Post Office was styled the Post Master General, under whose authority were placed all the Post Offices in the United Kingdom and the colonies. The office at first was jointly held by two persons. It was considered a political one and the holder relinquished it with a change of ministry; but the Post Master General had not a seat in the cabinet. On the 31st December 1857 the entire staff of the Post Office comprised 23,731 persons of all ranks. Of this number 23,545 were employed in the British Isles, 125 in the colonies and 61 in foreign countries as agents for the collection of postage &c. Of the 23,545 persons about 2,000 were attached to the chief office in London. At the end of the year 1871 the staff of officers, including many employed partly in organizing postal duties and partly in telegraph work amounted to more than 29,000, to which must be added about nine thousand officers engaged exclusively in telegraph work, making a total of 38,000. Again excluding the Telegraph Service, the expenditure that year was, in round numbers £3,611,000, as compared with £3,435,000 in 1870, shewing an increase of £175,000.

*Post Offices.*—The number of Post Offices in the United Kingdom on the 31st December 1857 was 11,161; of these, 810 were Head Post Offices and 10,291 Sub Post Offices. The number of Street and Road Letter Boxes was 703, the distance over which the mails were daily conveyed within the United Kingdom was in the aggregate 129,480 miles; of which distance 30,172 miles were performed by Railway at an average charge of  $9\frac{1}{4}d$  per mile; 32,997 by coach, omnibus, or mail cart at an average of  $2\frac{1}{2}d$ ; 63,432 on foot, at an average charge of  $1\frac{1}{2}d$ ; and 2879 miles by packet and boat at maximum charge varying from  $5s-6\frac{1}{4}d$  in England to  $5\frac{1}{4}d$  in Ireland, per mile. In 1871 the total number of Post Offices was nearly 12,000, of which about

850 were head offices. The total number of Road and Pillar Letter Boxes was nearly 8000. Thus the whole number of public receptacles was nearly 20,000, as compared with rather more than 14,000, ten years ago, and with little more than 4,500 before the establishment of Penny Postage in 1840. The plan of Branch Offices, serving as minor centres for Postal duty, benefited the districts wherein they are placed and afforded much relief to the chief office. This plan was first brought into use in London, and subsequently extended to several large towns. The Mail Bag exchanging apparatus is now used at several railway stations.

*Telegraph Offices.*—More than 1300 new Telegraph Offices were opened during the year 1871 making the whole number at the end of that year upwards of 5000; while the messages transmitted increased by about 25 *per cent*; the whole number during the year having been nearly 12,000,000; the gross earnings of the Telegraphs that year were estimated at nearly £800,000 and this estimate had been realized.

*Money Order Offices.*—No department of the Post Office has advanced more rapidly of late years than its Money Order Office. This branch of the business was for more than 40 years the private enterprise of three Post Office clerks, who were known as “Stow & Company”. It was commenced in 1792 with the more special object of facilitating the safe conveyance of small sums to soldiers and sailors, but was soon extended to all classes of small remitters, although still on a very humble scale. The Post Master General sanctioned the scheme without interposing in the management. Each of the three partners advanced £1000 to carry it on; and each of them seems, during the greater portion of the period, to have derived about £200 a year in profit. In 1830 the amount of remittances from London was but about £10,000. The percentage was 8*d* in the pound, out of which had to be defrayed the salaries of clerks, the commission to the country Post Masters and the profits of the partners. On the 6th December 1838 the office became

an Official Department under the Post Master General ; the then partners receiving due compensation. The commission was reduced to a fixed charge which again was further reduced in 1840. The whole number of Money Order Offices in United Kingdom in 1871 was upwards of 4,300. Neither the Telegraph nor the Money Order Offices in India is under the control of the Post Office Department, the latter is under that of the Comptroller General.

*Overland Money Orders.*—A correspondence took place with the English Postal Authorities in regard to the interchange of Money Orders between the United Kingdom and India. The settlement of a fair rate of commission to the English Post Office on Indian drawals formed the subject of correspondence, and it had moreover been found most difficult to devise a system which would regulate the payments to be made by the public in India when obtaining Orders on England, so as to correspond with a fluctuating exchange. It has been calculated that the public will have to pay as high as 7 per cent above the commonly accepted par of 2 shillings for the Rupee on Orders issued in India, and at that high rate even it will require a considerable amount of business to remunerate the Indian Post Office. For each remittance the remitter will be furnished with a receipt, with all needful information printed on the back. This receipt will be retained by the remitter: all that he has to do being to write to the payee in England, informing him of his, (the remitter's,) name as entered in the receipt. The payee in England will receive the Money Order direct from the London Post Office. A complete set of rules have, however, been drawn up by Mr. Monteath, who personally arranged some details with the Post Office in England in view to the experimental introduction of the measure. It may be mentioned however, that for the three first mails of the exchange in 1871, the number and value of Orders sent to England have been as follows, viz :—

1st. mail, 7th Oct. 63 orders for an aggregate amount of £372.

2nd. mail, 14th Oct. 100 orders for an aggregate amount of £655.



3rd. mail, 21st Oct. 118 orders for an aggregate amount of £734.

The negotiation for an exchange of Money-Orders between India and England were carried on during the year 1871-72, but the measure was not introduced till after its close or rather during the last half of the year 1872-73. In this period 4,444 orders were drawn on the United Kingdom, aggregating in value £28,734-18s-6d. The following statement shows the average remittances per mail, both as respects number and value, in each month, and gives on the whole six months transactions a weekly average of 170 Orders, aggregating slightly over £1,100 per week:—

Money-Orders drawn by India on the United Kingdom during the six months ending 31st, March 1873.

Month.	Average number of orders drawn per week.			Average aggregate amount per week.		
	£	s.	d.			
October ...	97	...	...	612	3	7
November ...	218	...	...	1,414	17	2½
December ...	175	...	...	1,147	7	11
January ...	168	...	...	1,139	13	5
February ...	178	...	...	1,156	13	5¼
March ...	184	...	...	1,140	17	8

Each Order averaged in amount £6-9s-3½d.

There can be no doubt that a public demand existed in India for some ready means of transmitting small sums of money to the United Kingdom, and that the introduction of the Overland Money Order system at once supplied that demand. A limited amount of business in the transactions of the first month is naturally found, but so soon as the measure became known, the call for orders, in the second month of the experiment, rose suddenly to its maximum and then declined to a level which was afterwards maintained with tolerable steadiness. The present demand in India for small money remittances to England may fairly be represented in the aggregate as about £1,100 per week, and there is but

little prospect, for the present at least, of any material expansion in this class of business.

The Orders drawn by the United Kingdom on India during the six months were only 332 in number, aggregating in value £1,325-13s-4d and yielding a weekly average of about 14 Orders to the gross value of £57-12s-8d per week.

The financial result of the overland Money Order system is exhibited below, and shews a profit of Rs. 10,418 on the six month's transactions :—

RECEIPTS.	Rs.	CHARGES.	Rs.
Value of orders sold } in India at 1s. 10 $\frac{3}{4}$ d. }	3,03137	Actual gross pay- ments on account of drawals by the United Kingdom }	13,256
Commission at one } per cent on orders sent and received }			
		Aggregate } £ drawals by } India } 28,734	
		Aggregate } drawals by } United } Kingdom } 1,325	
		Net 27,409	
		at 1s 11 $\frac{1}{2}$ d 2,79,924	
Total ...	3,06,142,	Establishment and } contingences }	2,544
Deduct charges ...	2,95,724,		
Net receipts ...	10,418	Total ...	2,95,724

It should be explained, however, that this statement gives the profit and loss at the rate of exchange (1s 11 $\frac{1}{2}$ d in the rupee) fixed by the Secretary of State for the adjustment of financial transactions during the year 1872 to 73, and represents the actual state of accounts adjusted thereunder. In point of fact, however, the rate of exchange fluctuated during the six months in question between 1s 10 $\frac{3}{4}$ d and 1s 10·62d in the rupee, the average rate being

ls 10-7d. An application to the transaction of each mail of the ruling rate of exchange reduces the real profit to Rs. 363-3-7.

*Correspondence.*—Under the Penny-rate the number of letters became *six-fold* what it was under the exorbitant rates of 1838. In the United Kingdom the increase of correspondence after the introduction of Penny Postage was as follows:—When the change was first made, the increase of letters was in the rates of 122-25 *per cent* during the year. The 2nd and 3rd years showed an increase on each preceding year respectively of about 16 *per cent*. During the next 14 years the average increase was at the rate of about 6 *per cent* per annum; and this rate is still maintained. These are the direct results. The indirect advantages which have attended Postal reform are beyond calculation. Instead of only 76 millions of letters passing through the post in a year, as in 1838, the total number of letters in the year 1871 was nearly 915 millions which as compared with 1870 shews an increase of 52 millions, or with the number 10 years ago, 322 millions or with the year previous to the introduction of Penny Postage (1839), an increase (omitting franks) of 839 millions; making the present number of letters twelve-fold the number in 1839. The great increase in 1869 attributable chiefly, no doubt, to the prosperous state of the country, was equal to rather more than 6 *per cent*; as compared with 4 *per cent*, the average of the previous 5 years. On the average, every individual in England receives 22 letters a year (in London the individual average is 46) in Scotland 16, in Ireland 7; but India gives an average of half of a letter only to each individual.

The system of registration was introduced and increased considerably, so much so that more than one in three hundred were registered. The security from registration consists in the arrangement by which packets can be traced from hand to hand from the moment of posting to that of delivery; and how great this security is, may be inferred from the fact that, in England in 1870 it was only as regards one registered letter out of about 1400 that any

complaint or even enquiry was made; while in nearly all such exceptional cases the result of the application was successful.

During the year 1857 the number of newspaper delivered in the United Kingdom was about 71,000,000; and that of Book-packets (the cheap carriage of which is one of the most serviceable and praiseworthy of the recent improvements) about 6,000,000. The number of news-papers and of packets containing matter entitled to pass under the Book-post transmitted in the year 1871 were 99 millions and 103 millions respectively, shewing an increase of 72 millions on the joint number in the previous year.

Packets continued to be posted, from time to time, containing strange articles for Postal transmission; such as live silkworms, mice, lizards, and tortoises; but one of the most extraordinary received in 1870 was from an eccentric gentleman, much devoted to Natural History, who was greatly surprised and troubled at the Department declining to carry for him a live snake! Ultimately indeed, as an exceptional case, and no longer to wound the Naturalist's feelings, the animal was delivered by a special messenger.

*Revenue.*—The statistics of the Post Office revenue are far from complete. In the early period of the Post Office establishment, and before 1716, only a few scattered accounts can be collected. In 1653 the annual revenue was farmed for £10,000, and in 1659 for £14,000. In 1663 it was farmed for £21,500 annually and the amount settled on the Duke of York. In 1674 the farming of the revenue yielded £43,000. In 1685 it produced £65,000. Parliament resumed the grant after 1688, though the king continued to receive the revenue. In 1711 the gross revenue was reckoned at £111,426. In the year 1724, the revenue from this source only amounted to the sum of £96,332. From 1716 to 1733 the average yearly net revenue was £97,540. The revenue in 1783 amounted to £159,000. In the year 1800 the gross produce of the Post Office was £999,354; in 1804 £1,178,408; and in 1810, £1,574,543; in the year 1813, the gross produce of the inland

post was £1, 532,980 ; of the foreign post £128,647 ; and of the two-penny Post £93,299, making a total of £1,754,926 ; the net produce was £1,236,148 : the revenue was collected at the rate of £25 : 9 : 4 per cent. on the gross receipts. The net revenue in 1815 was £1,557,291, in 1835 it had decreased to £1,540,300.

The increase in the number of Postal deliveries, and in that of the Receiving Houses and Branch Offices, together with the numerous improvements introduced into the working economy of the Post Office, when Mr. Rowland Hill obtained the means of fully carrying out his reforms by his appointment as Secretary, speedily gave a more vigorous impulse to the progress of the net revenue than had theretofore obtained. During the seven years, 1845 to 1851, the average was but £810,951. During the seven years, 1852 to 1857, the average was £1,166,448. Exclusive of that yielded by the telegraphs, and exclusive also of about £21,000 mentioned under the head of "Life-Insurances," in relation to void Money Orders, the gross revenue of the Post Office in 1870 was, in round numbers, £4,880,000 ; namely £4,698,000 from postage, and £182,000 from Money-Orders. In 1871 the total was £4,929,000 ; namely £4,745,000 from postage and £184,000 from Money Orders. It is worth noticing that some of the Railway companies make more money out of the conveyance of the mails in a year than the annual revenue of the whole kingdom in the days of William and Mary. Mr. Rowland Hill's plan of uniform postage of 1840 charged according to weight enforced that the payment should be made in advance and the means of doing so should be by stamps, which were introduced in May following. Manufacture of Postage Stamps therefore gradually flourished and the process much improved, by the perforating machine invented by Mr. Henry Archer, and purchased of him for the public, in pursuance of the recommendation of a select committee of the House of Commons which sat in 1852.

Salaries and pensions necessarily and wisely are increasing. As respects a large proportion of the staff, there is an annual in-

crease of salary, and an annual expenditure in defraying the cost of substitutes during the absence of officers on their regular holiday, or on account of ill health. On this recently established practice of annual vacations there is an instructive passage in a report addressed in 1857 to the Post Master General by Mr. Bokinham, Comptroller of the Circulation department:—"the attendance of the clerks during the year" writes this officer, "has been good, and an improvement has shewn itself in their general health. This is highly satisfactory, and the decreased amount of absence from illness, may I think, greatly be traced to the good effects the annual holiday has produced upon them, in the temporary relaxation which it gives from their labours. The Saturday half-holiday, too, has not been without its influence. The duty certainly has not suffered by the establishment of that measure. Both for the ordinary business of the week, and for any extra work that was required to be done, (and in the district branch the pressure has been very great,) the officers have cheerfully attended beyond the regular official hours, in order that no arrears might accrue. The privileges are felt to be most valuable, and every effort will be made by the officers to retain them."

*Franking*:—As early as a Post Office was established, certain exceptions from the rates of Postage were made. Parliamentary franking existed in 1666. In 1764 a committee was appointed to enquire into the several frauds and abuses in relation to the sending or receiving of the letter and parcels free from the duty of postage. Among various abuses found to exist, it is related that a regular trade of buying and selling franks had been actually established with several persons in the country. From time to time the privilege was extended until it was finally abolished with a very few exceptions on 10th January 1840. Experience will fully satisfy that the privilege of franking should be speedily abolished. It has been found that free matter by the ton passing through the mails interferes with the regular transmission of the correspondence of the country. This evil yearly

increased detracting largely from the revenue of the department, and impairing its efficiency.

*Rates of Postage*:—The first establishment of a Rate of Postage for carrying letters occurs in 1635, in the proclamation already described. The rates both inland and foreign, fixed by the ordinance of the “Common Wealth” in 1656, are therein fully detailed. Letters above two sheets were charged by weight. In most cases the rates vary but little from those fixed. These rates were applied to General Post letters passing from one post town to another post town. The principle of the rating was to charge according to the distance, until the year 1139, when the direct distance only was charged. A single letter was interpreted to mean a single piece of paper, provided it did not exceed an ounce in weight. A second piece of paper, however small, or any enclosure constituted a double letter. A single sheet above an ounce was charged with four-fold postage. After a four-fold charge, the additional charges advanced by weight.

The Post Master General had authority to establish Penny-Post for letters not exceeding in weight 4 ounces, in, from, or to, any city, town, or place in the United Kingdom (other than London or Dublin), without any reference to the distance to which the letters were conveyed. The principle which guided the department in establishing Penny-Posts, was to select small towns and populous neighbourhoods, not situated in the direct lines of General Post conveyances, and desirous of obtaining that facility, wherever such Penny-Post did not afford the means of evading the General Post, and promised to yield a return that would pay for its maintenance. The rule was to consider whether the receipts on the first setting up of the post would pay about  $\frac{2}{3}$  of the charge; the Post Office took its chance of the remainder being made good.

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## COMPARATIVE STATISTICS OF THE PRINCIPAL POST OFFICES OF THE WORLD.

One of the chief difficulties which lie at the threshold of comparative Postal Statistics on a comprehensive scale arises from

the fact, that nearly all the Continental Post Offices are concerned with the transport of passengers as well as of letters. This difficulty, however, does not affect all the points of comparison, even as between the Continental system and those of Britain and America, nor does it in any degree diminish the value of the comparison between the working expense and revenue of the same office at different periods. We give therefore the best approximation to such a synopsis which is attainable, taking as a foundation the result of the elaborate enquiries of Mr. Pliny Miles, contributed to the New York Banker's Magazine in November 1857, but with needful variations:—

Country.	Ordinary amount of Postage for single letter.	No. of letter rates.	Year.	Gross revenue.	Expenses.	Year.	Gross revenue.	Expenses.
	Pence.			£	£		£	£
Austria	1½ to 3½	3	1841	702,680	417,239	1852	903,805	839,860
Baden	1½ to 3½	3	1841	91,714	69,304	1852	963,63	74,929
Bavaria	1½ to 2½	2	1842	70,834	.....	1853	77,648	.....
Belgium	1 to 2	2	1848	138,514	60,612	1852	140,071	66,458
Brazil	1½	1	1842	10,196	13,481	1851	22,177	30,302
Brunswick	1½ to 1½	3	1848	17,744	12,868	1852	21,152	14,940
Denmark	1	1	1841	79,553	54,204	1852	70,963	70,405
France	1 to 2	2	1847	2,220,653	1,478,222	1853	2,326,801	1,512,120
Great Britain	1	1	1840	1,359,466	853,677	1853	2,867,954	1,660,229
Hamburg	1½ to 3½	3	1851	7,943	3,207	1852	8,209	3,052
Hanover	1½	1	1849	25,762	12,470	1852	31,552	12,040
Holland	1 to 3	3	1849	112,647	59,927	1852	115,217	62,261
India	3d	1	1837-39	120,773	.....	48-49	154,105	*
Oldenburg	1½ to 1½	2	1851	12,523	10,910	1852	12,351	12,120
Peru	3d to 2s	6	.....	.....	.....	1852	7,600 (?)	7,500 (?)
Portugal	1½	1	.....	.....	.....	1853	36,000	27,675
Prussia	1½ to 3½	3	1843	1,123,026	895,844	1853	1,285,596	1,233,101
Russia	4	1	1842	665,549	231,988	1852	771,030	430,978
Sardinia	2	1	1850	125,113	67,038	1852	123,503	78,787
Saxony	1½ to 2½	3	1844	117,756	79,637	1852	133,579	90,654
Spain	2½	1	1844	254,200	152,600	1852	323,570	208,250
Sweden	1 to 5	9	1839	52,000	45,300	1852	66,888	64,788
Switzerland	½ to 1½	3	1850	207,146	177,228	1852	230,585	192,484
Tuscany	1½	1	1839	20,535	15,914	1852	45,104	23,483
United States	1½ to 5	3	1840	904,704	943,647	1856	1,524,164	2,081,573
Wurtemberg	1½ to 2	3	.....	.....	.....	1850	76,972	74,287

\* In 1872-73 the gross revenue was £445,223 expense £523,268.



Broadly it may be stated, that the half-ounce scale of Great Britain is now adopted in nearly the whole of Germany, in the United States, in Holland, Denmark, Spain, the Brazils and Peru. In most other points of Postal economy there are still wide diversities of practice ; but the introduction of a simple scale of charge is in itself a vast improvement, and the sure pioneer of other improvements to come. How great the alteration is, in some cases, will appear by the statement, that in Spain, for example, under the old system, inland letters were charged at the rate of one *real* ( $2\frac{1}{2}d$ ) for three-eighths of an ounce, and the fifth of a *real* for each eighth of an ounce additional ; whilst all letters to the Spanish Islands were treated as single up to five-sixteenths of an ounce, and were charged at the rate of  $1s-5d$ , with an additional penny for every additional sixteenth of an ounce. The anomalies of the Postal arrangements of many European and American countries are still numerous and complex enough. France yet retains the quarter-ounce scale, as do also Switzerland, Sardinia and Tuscany. The unitary letter weight of Belgium, Brunswick, and Portugal is three-eighth of an ounce ; that of Sweden is about one-eighth ; that of Bremen, Russia and Chilly, is an ounce ; and of Russia it may be noted, in passing, as a fact of some significance, that the whole number of letters posted in a year (1855) throughout the empire, is considerably less than the number posted in the single town of Liverpool and its Suburbs. Naples, again, adheres to the old plan of charging by the sheet and is very chary of publishing the statistics of her Post Office. And, lastly, in Iceland, letters are carried free of Postage at the cost of the national treasury. The worthy Icelanders, however, have an intense love for orderly arrangements. Their mail to Denmark sails once in six weeks ; in order that the way-bill of the Postal letters may be carefully made out and alphabetically arranged, they find it necessary to close the boxes two days before the departure of the mail.

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## POSTING.

Post horses were first established by the Governments on the Continent of Europe in the 13th and 14th centuries for the conveyance of despatches ; they were occasionally employed for the conveyance of persons connected with such Governments, and gradually of passengers in general. Posting continues in most countries to be carried on by the State, which retains the monopoly of supplying Post-horses, and usually of forwarding mails and diligences. Great Britain and Ireland and part of Hungary are the only exceptions.

In the United States and British North America there was in 1840 no posting, at least in the sense in which the term is commonly used ; that is to say, a person could not have his carriage conveyed in such a direction as he might wish, and hire fresh horses at convenient stages. The want of the power of posting is not so inconvenient as might be supposed, for the number of private carriages is not large, and in districts where there is much travelling, communication is usually facilitated by steam-boats, railways and stage coaches.

In France the Government conduct all posting, and an authorized book is published, fixing the number of horses to be used according to the number of persons to be conveyed and the shape of the carriage. The charge for each horse is, 15*d.* for a post of five English miles ; there is an addition to this charge on entering large towns. The average rate of travelling is from five to six miles an hour.

In Germany, posts were first established by the Count *de Taxis* at his own expense, for which he was rewarded in 1616 by the emperor Mathias, who conferred on him and his successors the office of Post master and gave them the exclusive privilege of furnishing horses for the conveyance of letters and passengers throughout his dominions. This privilege is still retained by the descendants of *Taxis* in some of the small German states. The number of horses used is not at the discretion of the traveller, but, as in France, according to the number of persons and quantity

of luggage to be conveyed and the shape of the carriage. The price is low, some of the Government regulations are inconvenient and the travelling is slow.

In Holland, the posting regulations introduced by the French still remain in force, and are nearly identical with those of France. A Dutch post of some-what less than five English miles may be travelled with a pair of horses for about 3*s*-4*d*; this sum does not include tolls, which are extremely high in that country.

In Belgium, posting is under nearly the same regulations as in France; the cost of a pair of horses is about 1*s* a mile, post boy included.

In Switzerland posting is confined to certain routes near the frontier. An authority is likely to be given by the Diet for the general establishment of Post-horses.

In Hungary, posting is principally in the hands of the Government; the cost for a pair of horses is little above 3 *florins* a post. Between Vienna and Pesth, there is likewise an independent posting-establishment, the speculation of peasants who drive their own horses. It is one third cheaper and at least twice as expeditious as the Government Posting; but travellers must find their own carriages as post-coaches are not provided by the peasants.

In Italy posting is found on the principal roads. The price, which is fixed by the respective Governments, varies in the different states. It is charged by the post, a measure which is likewise variable.

In Spain post horses are provided by government on the main roads, but they are seldom used for the conveyance of private carriages on account of the frequent robberies of travellers who have not an escort or who travel in small companies.

In Russia a traveller must obtain an order from the Governor of the place on all the Post masters on his intended route, enjoining them to supply him with a specified number of horses. The pace travelled is frequently very fast considering the nature of the country.

Posting is very generally established in England, but is now less used in consequence of the introduction of railways. The trade is wholly in the hands of private speculators. The rate of travelling with post horses varies according to the weight of the carriage and the number of horses employed ; from 8 to 9 miles an hour may be stated as the average rate of a pair of horses under ordinary circumstances. The number of horses hired depends solely on the will and discretion of the party hiring, which are controlled by no legal regulation whatsoever. The payment is estimated per mile for each pair of horses, without reference to the number of persons conveyed, and a second pair of horses is charged at the same rate as the first. The price of posting is nearly uniform throughout England, but there is considerable variation in the degree of goodness of the horses and chaises provided. The great superiority of English over foreign posting is a very strong evidence that the system of open competition in this trade is preferable to a Government monopoly and control. In the success of the Voluntary System in Hungary, where circumstances must be considered far from favorable to its introduction, we have additional evidence that it might be substituted beneficially and without risk in most if not all the instances where Government monopoly is retained. That revenue can be raised on posting, without the Government acting as a Post Master, we have England for an example. There appears then to be no just ground for states continuing a monopoly which ensures a bad commodity without returning an adequate benefit.

In comparing the Postal correspondence with population in certain countries it will be interesting to note that the number of letters to each 1000 persons of the whole population, as it stood in 1853, was in Great Britain 14,760 ; in Switzerland, 8239 ; In the United States, 4404 ; In Holland 4367 ; In France 4192 ; In Belgium 2603 ; in Spain 2209. In Great Britain, prior to the Postal reform of 1840, the number of letters to each 1000 persons was but 3055 or little more than one fifth of the rates of

1853. In India the total number of letters in 1853 being 19,082,676, and the population 190,277,654 the number of letters to each 1000 persons of the whole population was 100 ; and the number of letters in 1873 being 91,055,190 the number of letter to each 1000 persons of the whole population was 478.

In India the purely postal administration is not benefited by its connection with the business of laying Daks for travellers and of managing a carrying trade. The agency of the Post Office is no longer made use of for the accomodation of the public in laying Palankeen Daks for travellers and the officers of the Department have been relieved of an irksome duty which it was not possible to perform satisfactorily, owing to the absence of an agency adapted for its satisfactory performance, and to the large money transactions which it involved. But passengers are conveyed by the Post Office where it is convenient to allow of their proceeding upon the carriage upon which the letter or parcel mails are conveyed ; but no special establishment is maintained for a passenger-service except in the case of Military Van Dák from Peshwar, which, hitherto though managed by the Post Office servants, has not been considered as appertaining to the Post Office. The passenger-service decreased by degrees, for private persons or companies are now more ready, than in former times, to undertake the mail-cart-service, contracting usually to convey the mails at a rate of remuneration equivalent to the net expenditure now incurred by the Government. Such arrangements, when the persons tendering for them give reasonable grounds for the expectation of a satisfactory performance of the work, are always acceptable to the postal department, in as much as they tend to relieve it of duties and cash transactions, which must always, in some degree, interfere with the discharge of purely postal business.

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### RAILWAY-TRAVELLING-POST-OFFICE.

No improvement of detail has tended more to accelerate the delivery of letters than has the establishment of " Railway-Post-

Offices." It will be a subject of public curiosity to know their methods of working. By Mr. Ramsey's ingenious apparatus, letter-bags are dropped into a net attached to the official carriage, without checking the speed of the train, and their contents are rapidly assorted into the range of boxes or "pigeon-holes" appropriated to the respective towns on the line, and thence into the proper bags, which in many cases are left, as they were received, whilst the train continues in full speed.

By the new arrangements for sorting letters on their journeys, and by other improvements in Postal economy still more recent, a remarkable acceleration has taken place in the deliveries in almost all parts of the country.

In India sorting-offices are established on Railway lines with the object of supplying convenience in the transit of mails, and the disposal of local correspondence. They are designated "Travelling-Post-Office." Each Railway line is divided into sections which are generally about 200 miles in extent. Each section has the position of a distinct sorting-office, and is distinguished by locality and numbers. When it is necessary to indicate a distinction from a frontier section, an ordinary section is termed a local section. Parties of clerks work on each section; each party being termed a set. The number of sets who work on each section and the number of clerks comprising each set, are regulated by the amount of work to be performed. Generally each set works on an outward journey one day, on an inward journey the next day, and rests on the third day.

On the East Indian Railway, frontier sections are formed specially for the disposal of mails passing from one province or provincial area to another. These frontier sections work from:—

- (1) Dinapore to Allahabad and back.
- (2) Etawah to Allahabad and back.
- (3) Jubbulpore to Allahabad and back. (Allahabad being the central station).

A frontier section receives mails at the commencement of its trip, and also from the local section during the trip. It sorts them without the interruption of delivery during transit, and gives them out at the end of the trip. The mails so disposed of, consist solely of covers passing from places in rear to places in advance of the sectional limits. On a section where there are both a local and a frontier staff, the work of the two establishments is quite distinct, although it may be performed in the same mail van.

The main duties of a local section are (1) the work connected with the transit of closed mails (letter and parcel) addressed to Post Offices beyond the limits of the section ; (2) the receipt, sorting and disposal of letter mails, destined for Post Office as within the sectional limits ; (3) the receipt (only froms mall Post Offices on the line), sorting, and disposal of covers destined for Post Offices beyond the sectional limits.

On slow trains and on railway lines where travelling Post Offices have not been established, mails are transmitted in charge of mail guards. They consist only of closed packets, transit bags, and Parcel bags. Mail guards also work on sections and in sets, although ordinarily the set consists of only one mail guard.

One imperfection in the Travelling Post Office consisted in a system under which each set had to maintain their own registers. This duty, which essentially is a stationary work, was performed during intervals of rest by a travelling establishment ; the records having to be written up once in three days were necessarily constantly in arrear, and delay occurred in receipting and returning documents, and in replying to references. Record-offices were, therefore, established at convenient localities, whose duties were the performance of all purely office-work connected with the Travelling-Post-Office. This system advocated and tried first by Mr. Bedford, an Inspector in Bombay, succeeded so well as an experiment that it has now been extended to every part of India where large Travelling Post Offices exist.

The question of the Postal service on the Eastern Bengal line of railway occupied some attention, a difficulty being experienced

in the matter of exchanging mails at small road-side stations, where the train was not required to stop for the purposes of ordinary traffic. The difficulty was solved by the introduction of the apparatus in use in England for taking up and discharging mail bags with the train in motion. Although this apparatus was obtained by the Great Indian Peninsular Railway Company several years ago, it has never yet been brought into use, and its introduction in the Bengal line of Railway is the first instance of the utilization of this convenience for postal purposes in India.

A lengthy correspondence occurred with the Madras Chamber of Commerce, relative to the provision of a special train on the south-east extension of the Great Indian Peninsular Railway, on occasions when the overland mail reaches Bombay too late for despatch by the ordinary train. It was shewn that, while the cost of a special train as far as Poona would amount to Rs. 408, the net revenue yielded by each overland mail deriving benefit from the proposed measure, excluding ordinary expenses connected with transit, inland sorting and delivery, amounted only to Rs. 307-8 the Government, therefore, declined to sanction the expense. A modified proposal was thereupon submitted by the Chamber, asking for the employment of special engines; when necessary, as far as Kurjet only, a distance from Bombay of 62 miles, at a cost of Rs. 186 per trip; and this latter proposal received the sanction of Government.

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## OCEAN-MAIL-SYSTEM OF VARIOUS COUNTRIES.

The importance of an efficient system of Ocean mails cannot be measured by the profit or loss which may directly attend it. With a regular and rapid packet-service, the commercial prosperity and the defensive power of a country are obviously and closely connected.

### I. INTRODUCTION OF STEAMERS INTO THE POSTAL SERVICE OF GREAT BRITAIN.

The conveyance of mails in Steamers was first adopted by the



British Post Office in 1821. In 1840 a contract was made for mail Steamers to Malta, Corfu, and Alexandria, extending in 1845 to Suez, Bombay, Ceylone, Calcutta, Honkong and Sanghai. This contract was renewed in 1853, and made terminable in 1862, on 12 months' notice. By its terms, the Peninsular and Oriental Company was bound to provide two packets for the conveyance of the Indian mails, one to Steam between Southampton and Malta, and another between Merseilles and Malta; then one between Malta and Alexandria, and one between Suez and Aden; one between Aden and Bombay, and another between Aden and Calcutta. But owing to the rapid increase of Indian traffic, the Company, of its own accord doubled the service between Malta and Alexandria and also between Suez and Aden. The terms of the contract with the Post Office secured its performance for a subsidy of £214,800 a year, but the communication having now become double during the greater part of the route, an addition to the amount was wisely made in 1857, which insured an additional packet between Merseilles and Malta, and thus made the most important mail route to India double throughout. The departure of the packets was also arranged at intervals of about a week.

The objects which appear to have led to the formation of these contracts, and to the large expenditure involved, were to afford a rapid, frequent, and punctual communication with those distant ports which feed the main arteries of British commerce, and with the most important of foreign possessions of Britain; to foster maritime enterprise; and to encourage the production of a superior class of vessels which would promote the convenience and wealth of the country in times of peace, and assist in defending its shores against hostile aggression. These expectations have not been frustrated. The ocean has been traversed with a precision and regularity hitherto deemed impossible; commerce and civilization have been extended; the colonies have been brought more closely into connection with the Home Government; and Steam Ships have been constructed of a size and power that, with-

out Government aid, could hardly, at least for many years, have been produced.

## II. POSTAL SERVICE BETWEEN INDIA AND EUROPE.

### (a) Contract with the Peninsular and Oriental Company.

The necessity for an alteration in the Postal services between India and Europe had for some time back formed the subject of the correspondence between the Director General of the Post Office of India and the Government of India, and between the Government of India and the Secretary of State; but it was not till towards the close of the official year 1867-68 that arrangements were made for commencing a weekly mail-service between Bombay, and Europe. It is un-necessary here to detail the various points connected with the new contract, but it may be stated generally that objections were taken to the share of the costs proposed to be laid upon India and particularly to those items representing the cost of the services between Bombay and Galle and between Calcutta and Galle, which had been included in the general contract, not because India received them, or was willing to pay for them, but because the peninsular and Oriental Company represented the necessity of such lines as Commercial adjuncts of the main lines. The question of the distribution of the cost of the several lines of communication among the countries interested in their maintenance has an obvious bearing upon the question of the postage rates to be charged on correspondence sent by the various lines, and the fact of a considerable increase having been made in the postage charge on correspondence between India and the United Kingdom made it all the more necessary to examine carefully the proposed distribution of the subsidy payment. It seems unlikely that with a proper distribution of the subsidy payment, there will be any necessity for maintaining enhanced rates of postage.

The new contract with the Peninsular and Oriental Company contained provision for the supply, without extra charge, of accommodation for sorting the mails on board, and of free pas-

sages for the sorters. The introduction of *sea-sorting* on the Bombay and Suez line was accordingly proposed and sanctioned by the Government, experimentally for one year. This measure did not actually commence till after the year 1867-68.

The re-arrangement in the preceeding year of the Postal Service between India and Europe, under which Bombay became the Indian Port of embarkation and disembarkation of the entire overland mails, was followed in the early part of the year 1868-69 by the introduction of the system of *sea-sorting*, all paid letters and newspapers being sorted by a postal establishment on board the mail-steamer, so as to admit of immediate despatch, if necessary, from Bombay. It formerly took about six hours to do this work in the Bombay Post Office, resulting often in the delay of a whole day, and, when it did not do so, in the use of a Special Train. The overland mails are now landed ready for despatch inland. Sea-sorting had never before been tried on this side of Suez, and the introduction of the system required much care both in framing rules for the guidance of those employed, and in the selection of officers for the work. It is due to Mr. F. R. Hogg who being then the officiating Post Master General of Bombay, was charged with the introduction of the measure, to say that every possible care was bestowed on it. Mr. Hogg personally superintended all the preliminary arrangements, and for many months after the service had commenced, he maintained a close supervision of, and special interest in its working. As might have been expected, there had been occasional failures and mistakes; but on the whole, this important service had been well performed.

(b) Local steam service under contract with the British India steam Navigation Company.

The local steam services performed under contract with the British India Steam Navigation Company are as follow:—

(1). Calcutta and British Burmah, *weekly*, with a continuation to the Straits, *once every four weeks*, the subsidy being

Rs. 21,333 per mensem, of which Rs. 1,083 are paid by the Straits Government.

(2). Bombay and Kurrachee, *weekly*, with a continuation to the Persian Gulf, *once a fortnight*, the subsidy being Rs. 23,111 per mensem.

(3). Calcutta, Bombay and intermediate ports on the East and West Coasts, *fortnightly*, the subsidy being Rs. 10,000 per mensem.

(4). Madras, Rangoon and intermediate ports on the East Coast, *once every four weeks* the subsidy being Rs. 6,000 per mensem.

(5). Calcutta, Port Blair and Camorta, *monthly*, without any subsidy, but under contract arrangements in respect of the transmission of Government Stores &c.

(6). Akyab to Kyouk Phyoo and back, *fortnightly*, and to Sandoway, *once every four weeks*, except in the monsoon, the subsidy being Rs. 1,000 per mensem.

The contract for the first of these services expired in September 1867, and was provisionally continued pending a settlement of the expected changes in respect of the Europe mail-service, the only modification being an increase in the contract speed from 7 to 7½ miles per hour, and a reduction of the subsidy from Rs. 17,000 to Rs. 16,000 per mensem. Subsequently a new arrangement was made, providing for a fortnightly communication with Chittagong, a weekly communication with Akyab, Rangoon, and Moulmein, and a monthly communication (since changed to once every four weeks) with the Straits. The subsidy paid for this service is now Rs. 21,333 per mensem, of which Rs. 1,083 are paid by the Straits Government.

The contract for the service between Bombay, Kurrachee, and the Persian Gulf also expired in 1867, and was renewed on the same general footing except that the vessels proceeding to and returning from the Gulf were required to touch at Kurrachee and that power was reserved to require the trips, both to Kurrachee and to the Gulf, to be made once in a fortnight instead of

twice a month, on payment of a proportionately increased subsidy. This power was made use of on the commencement of the weekly overland mail, and the service is now performed weekly to Kurrachee, every alternate vessel proceeding on to the Gulf. The subsidy paid is Rs. 23,111 per mensem.

Neither of two services viz, Bombay, Calcutta, and intermediate ports and Madras, Rangoon and intermediate ports, underwent any alteration in the year 1867-68. These were both monthly services, the subsidies being Rs. 7,500 and Rs. 6,000 per month respectively. Since the close of the year 1867-68, the Bombay and Calcutta service has been changed into a fortnightly one, the subsidy payable being increased from Rs. 7,500 to Rs. 10,000 per month.

No alteration was made during 1868-69 in the two first mentioned lines ; but line No. 3, which was formerly a monthly service with a subsidy of Rs. 7,500 was changed into a fortnightly one with a subsidy of Rs. 10,000 ; and line No. 4 which was formerly a monthly service was changed (by consent of the Company) into a four-weekly service without any increase to the subsidy.

The subsidy payments on account of the abovementioned lines will in future years, be shewn as charges of the Post Office Department ; for, though the object of the contracts is primarily that of providing for the conveyance of the Government troops, stores &c, and of encouraging interportal trade, it has been decided that it is more convenient for the Post Office Department to control them and pay for them.

The 5th line was organized during the year 1869-70 but was only experimental ; the contract was extended for six months to expire on the 15th March 1872.

To the contracts held by the British India Steam Navigation Company one addition was made, on the recommendation of the chief Commissioner of British Burmah, in respect of a fortnightly line between Akyab and Kyouk Phyoo, with an extension to Sandoway once every four weeks (except in the monsoon) : and

the former six-weekly line between Calcutta, Port Blair and Camorta was changed into a monthly line.

At the close of the calender year 1871, the original periods of the contracts held by the British India Steam Navigation Company for the performance of local steam services having expired, and their continuance being dependent on twelve months' notice on either side, certain preliminary negotiations for a renewed service were undertaken by the Director General of the Post Office, which received the general approval of the Government. A formal and detailed scheme was then submitted, and, having been approved by a special committee, was sanctioned by the Government under date the 19th March 1873. A new contract deed embracing the revised services to be performed was in contemplation but meanwhile the conditions of the old contracts hold good.

Under the revised scheme now sanctioned, the following services will be performed :—

(1). Direct weekly communication between Calcutta and Rangoon, in addition to the fortnightly communication via Akyab and the fortnightly communication with Akyab via Chittagong and the doubling of the service between Burmah and the Straits.

(2). Semi-weekly communication between Bombay and Kurrachee, and a weekly extension to the Persian Gulf.

(3). Weekly communication between Calcutta, Bombay and intermediate ports.

(4). Fortnightly communication between Madras, Rangoon and intermediate ports on the East coast.

(5). An extension of the Port Blair line to Rangoon and Moulmein, thus uniting the Andamans with Burmah and Calcutta.

(6). The addition of a new monthly coasting line from Calcutta to the Straits, touching at numerous intermediate ports, coupled with the maintenance of the existing Kyouk Phyoo and Sandway line.

(7). The establishment of a new coasting line from the Persian Gulf to Aden.

This new service will double or nearly double the mileage extent of the services performed, and the tonnage of the fleet which performs them; the contract tariff rates for troops, Government passengers, and stores will be reduced by about 20 or 30 per cent, and the Government will have the right of chartering for special service any vessel or even the whole fleet of the company at the rate of Rs. 20 per ton per mensem, Government finding coal. Except in respect to the Calcutta and Port Blair line, which is terminable by six months' notice on either side, the contract will last for a term of ten years. As respects subsidy, existing payments will be reduced from an aggregate of Rs. 737000 to Rs. 7,25,000. Under this new contract for conveyance of mails by the British India Steam Navigation Company, a lump sum of Rs. 7,25,000 is to be allowed yearly for all services rendered by the company; and as the contract came into force from 1st May 1874, the monthly sum payable from the above month is Rs. 60,416-10-8.

The following additional services are performed by other Companies :—

(1). By the Irrawaddy Flotilla and Burmese Steam Navigation Company for *weekly* communication between Rangoon, Mandalay and intermediate ports, with a *monthly* extension to Bhamo, the subsidy being Rs. 5,000 per mensem.

(2). By the same company for a *monthly* communication with Moulmein, Tavoy and Mergui, the subsidy paid being Rs. 750 per trip.

(3). By Jardine, Matheson and Company (of Honokgng) and Apar and Company (of Calcutta) for the conveyance of mails *monthly* between Calcutta, the Straits and Hongkong, the dates of the starting of the steamers being regulated primarily with reference to the Calcutta opium sales. (No subsidy).

(4). By the Euphrates and Tigris Steam Navigation Company for *fortnightly* communication between Bossorah and Bagdad, the subsidy being Rs. 4,000 per mensem.

From this list it will be observed that the vessels of the

Irrawaddy Steam Flotilla Company, which formerly used to ply only three times in the month between Rangoon and Mandalay, now run weekly, and that a monthly service between Mandalay and Bhamo has been organized.

During the year 1868-69, an arrangement was made with Messrs. Jardine, Matheson & Co, of Hongkong and Messrs. Apar & Co., of Calcutta, for the more free use of the opium Steamers, plying between Calcutta, the Straits and Hongkong, for the conveyance of mails. These were formerly ranked as private vessels, the commanders being entitled to bounty money on the mails delivered by them, which had to be realized from the addressees, thus rendering it impossible to prepay letters to destination. Under the arrangement above referred to, the vessels are classed as Indian mail packets, letters being sent either prepaid or bearing at the option of the senders.

None of the above-mentioned services excepting No. 3 is under the control of the Post Office Department. Nos. 1 and 2 are under the control of the Chief Commissioner, British Burmah, and No. 4 has hitherto been under Her Majesty's British Government, although the subsidy forms a charge upon the Indian revenues.

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## INDIA'S COMMUNICATION WITH PLACES ABROAD.

There have been various modifications of postage-rates on correspondence with places abroad, but it is necessary to notice here only those changes more immediately affecting this country. The most important relations which India has with places abroad are those with the United Kingdom ; it is required therefore to allude first to the changes which have taken place in the postage-rates and conditions affecting correspondence with that country.

The re-arrangement of the Overland-mail-service was accompanied by an increase of 75 per cent in the sea-postage on letters



in the year 1868-69 ; but the old rates were continued in respect of letters sent by or addressed to officers of the army in India till December 1869 ; the whole of the sea-postage collected in India is credited to the English Post Office, by which the revenue of the ocean-service is set against the cost, the balance, or excess cost shewn against each of the several lines of communication, being borne, in certain proportions, by the British Government and the several Colonial Governments interested in the ocean services.

Notwithstanding the considerable enhancement of postage-rates the correspondence between India and England has increased considerably. This was to be expected owing not merely to the greater frequency of the means of communication but to the Bombay route being considerably quicker than the old routes. Another result of this arrangement has been a considerable increase in the cost of Indian Inland transit, while the share of Indian Inland Postage on Overland correspondence has been virtually decreased. The increase of expenditure resulted from the necessity of conveying the entire mails for and from Bengal and Madras, by long land routes instead of having them landed at Calcutta and Madras. Formerly, there were only *bi-monthly* mails via Bombay, and none of the heavy book and pattern mails for and from Bengal or Madras were conveyed by that route ; but now there are weekly mails via Bombay, including all classes of correspondence for the whole of India. At the same time, the value of the Indian share of postage, *viz.* 1d per  $\frac{1}{2}$  ounce letter, has virtually been reduced in respect of paid letters from India, for in India stamps were sold at a heavy discount, and the discount is paid on the whole amount of the increased postage.

Considering the now increased cost of the Indian inland transit of Overland mails, the virtually reduced share of Indian inland postage, and the fact that the Indian Post Office spends much more on these mails than it receives by way of postage on them, it seems difficult to avoid the conclusion that the Indian share of postage must be increased. It was hoped that a reduc-

tion of sea-postage would make it possible to increase the Indian inland rate without enhancing the total rate charged to the public ; but this was refused by Her Majesty's Post Master General.

The special privileged rates formerly allowed to officers of the army in India in respect of their correspondence with England were withdrawn, with effect from the first January 1870, the correspondence of Military Officers becoming thenceforward chargeable with the same postage rates as those applicable to the correspondence of the public generally.

The scale of postage chargeable on Packets of Books and Patterns exchanged with England was during 1869-70, altered by the adoption of lower rates for lower weights. A one-ounce packet posted in India for England is now chargeable with a postage rate actually less than what is charged on a packet of like weight intended for delivery in India, this somewhat anomalous result being due to the high minimum chargeable weight (10 Tollah or about 4oz) prescribed for Indian packets. The regulations regarding the transmission of book-packets and pattern-packets for places abroad were again revised in the year 1873, enlarged limits of weight being allowed for packets of patterns addressed to certain countries in Europe. When the existing contract with the Peninsular and Oriental Company, dated 19th November 1867, was drawn up, the substitution of Brindisi for Marseilles as the European port for the embarkation and debarkation of the mails passing through England and India was clearly contemplated. Experimental trips, made during the year 1869-70, having clearly established the superiority of the Brindisi route as the results showed, with few exceptions, a gain of about two days in transit via Brindisi, it was thought necessary to adopt that route permanently in supercession of the Marseilles ; when the sudden breaking out of the Franco-Prussian war and the subsequent disturbed state of France necessitated, in October 1870, the transmission, by what has been termed the Brindisi-German route, of the whole of that portion of the Overland mail

which formerly used to pass through Marseilles. To meet the Continental transit expenses caused by the adoption of this new route, an extra rate of 2 Annas per  $\frac{1}{2}$  ounce of letters, of 8 pie for each newspaper not exceeding 4 oz in weight, and a like increase of 4*l* for each packet of books and patterns exceeding 2 oz. in weight, was levied in addition to the rates prescribed for the Marseilles route. By a subsequent arrangement, however, the rates for letters to England via Brindisi were reduced to eight Annas per half ounce, the rates for newspapers and Books remaining unchanged. Similar alterations were caused in the rates chargeable on correspondence for other countries, the route to which lies through England. The high combined transit rates to be paid to Italy, Germany and Belgium for newspapers, books and patterns sent by the Brindisi-German route rendered any reduction in the postage in these classes of articles, quite out of the question.

At the commencement of the calendar year 1872 the Mont Cenis Tunnel Rail Road was opened for traffic, and the Indian mails, which, since the Franco-Prussian war, had travelled through Italy and Germany, were transferred to the more direct route through Italy and France. The Indian mails, which during the late war, were sent through Belgium and Germany, have now resumed their former and shorter route through France, coupled as that route now is with the advantage of access to Italy through the Mont Cenis Tunnel. As illustrative of the saving in time in the latter route, it may be mentioned that whereas the last mail despatched on its road to India through Belgium and Germany took 81 hours from London to Brindisi, the first journey, in the resumption of the route through France was performed in rather more than 55 hours; showing a saving of nearly 26 hours. It may be well perhaps to recapitulate here the several recent changes in the Overland mail route. Towards the end of 1869, the old Marseilles route was supplemented by an experimental service via Brindisi and France, the sea portion of which between Alexandria and Brindisi was performed by Italian Steamers; only

letters and newspapers were conveyed by this supplementary route, the former being charged at the rate of 10 Annas 8 pies per half ounce, and the latter at 2 Annas 8 pies per four ounces with a condition in both cases of full prepayment. In October 1870, consequent upon the interruption of communication through France a temporary Brindisi-German route was established, the sea-service between Alexandria and Brindisi being still performed by Italian vessels: the charges under this change were for letters 10 annas 8 pies per half ounce, for newspapers 2 annas 8 pies per four ounces, and for books 4 annas 8 pies per four ounces, with the condition in all cases of full pre-payment. Two months later, *i. e.*, in December 1870 the mail steamers of the Peninsular and Oriental Steam Navigation Company were transferred from the Marseilles to the Brindise route, the Continental portion of the transit being still through Italy and Germany; the charges were then altered by a reduction on the letter rate of 2 annas 8 pies per half ounce, being eight pies less than the charge by the old Marseilles route, and the condition of compulsory prepayment in respect of letters was at the same time removed. In January 1872 as already stated, the last alteration took place, the Brindisi-French route through the Mont Cenis Tunnel being substituted for the Brindisi-German line: with this alteration there came a reduction of the newspaper rate from 2 Annas 8 Pies to 2 Annas, per four ounces. It must be borne in mind that the Continental transit from Brindisi to Calais is far longer than the former transit from Marseilles to Calais, and that the new arrangements involved negotiations with, and payments to, two European countries instead of one. But the principal benefit of the new arrangements consisted in the saving of two days in the transit of mails between India and England. It is no doubt interesting to note the fact that the quicker and more expensive Brindisi route is so much more freely used by people in India than by people in England, and to observe the great disparity between the average weight of an Indian and an English newspaper.

Turning now to other changes of communications with places

abroad, it may be noted that, (1) at the commencement of the year 1868-69, the Government of Mauritius closed the contract with the Union Steam Ship Company for the conveyance of mails between Galle, Mauritius and Natal, the result being that the correspondence between India and Mauritius is now sent via Aden by the French packets plying between that port and Mauritius.

(2) In November 1868 arrangements were made for exchanging mails with the United States of America via Hongkong by the vessels of the Pacific Mail Steam Ship Company plying between Hongkong, Japan and San Francisco.

(3) Arrangements were also made with the Governments of the Straits settlement for the prepayment to the destination of correspondence exchanged between the two countries by British, French or India Packets or by private vessels.

(4) The rates chargeable on newspapers sent from India to ports in Asia was also increased to the uniform standard of two Annas, a free delivery of newspapers received being at the same time conceded.

(5) The scale of postage chargeable on packets of books and patterns addressed to various countries in Europe and other places through the United Kingdom was altered by the adoption of 2 ounces (instead of 4 ounces) as the minimum chargeable weight.

(6) Arrangements were also made with the Ceylone Government providing for the prepayment of covers of all descriptions to destination in both directions.

(7). The postage rates previously charged for correspondence with foreign Europe via Trieste carried the covers only as far as Alexandria and arrangements have consequently been made with the Austrian Government for the transmission of correspondence *prepaid to destination* via Trieste. Similar arrangements were concluded with the Italian Government for the transmission of correspondence between India and the principal countries in Europe through Italy at postage rates which carry all classes of covers to destinations. The additional Italian transit rates caused by the transfer of the British mail Packets from

Marseilles to Brindisi have necessitated an enhancement of Postage rates on correspondence for foreign Europe via France. A reduction was effected in the Postage rate of letters destined for Prince Edward's Island.

During the year 1871-72 consideration was given to a question which had of late become one of considerable importance, owing to the continued adverse tendency of the rate of Exchange between England and India, whereby the cost of remittance from the latter was steadily increasing. The fact that India collects a large amount of postage for England makes the rate of Exchange a very important matter: for instance, the postage which India has to remit to London on a letter for the West Indies via Brindisi is 22 *d.* per half ounce, which, at the nominal rate of 2 *s.* to the rupee, represents 14 Annas 8 Pies in Indian currency, and it had been customary to charge in India this last mentioned amount together with 8 Pies per half ounce as Indian inland postage. But with an unfavorable rate of exchange of (say) 1 *s.* 10 $\frac{3}{4}$  *d.* per rupee, the remittance of the 22 *d.* to England cost nearly 15 Annas 6 Pies thus more than absorbing the whole postage levied in India; and when it was considered further that postage stamps were sold in India at a heavy discount it became obvious that every such letter, instead of yielding something to the Indian Post-Office on account of inland conveyance, not only yielded nothing, but even gave rise to an actual money charge in excess of total collections. Thus the Indian Post Office, besides getting nothing for the trouble of conveyance, became an actual loser by every such letter, its loss being the greater the more the number of letters posted. To remedy this the Government determined to levy an extra penny or eight Pies per half ounce on all such correspondence, including correspondence addressed to the United Kingdom, but being at the time in England, Mr. Monteath was able, by personal negotiation, to arrange for a re-distribution of the postage levied, whereby the measure above mentioned was rendered unnecessary as respects correspondence addressed to England. The increase of 8 Pies per half

ounce was, therefore, limited to letters addressed to places the route to which lies through the United Kingdom, as well as to letters for Australia, Suez, Cairo, and Constantinople.

The postage chargeable on letters addressed to British Columbia and Vancouver's island was reduced in January 1872, to the same rate as that charged on letters for Canada.

In April 1872, a  $\frac{1}{2}$  ounce scale of postage charge on letters for countries in Europe served through Italy was, at the request of the Italian Government, substituted for the previously existing scale with a  $\frac{1}{4}$  oz unit.

The rate of postage chargeable on letters sent through Trieste or Austria, Luxemburgh, the German States, and Austrian Post Offices in Turkey, was reduced from 8 Annas 8 Pies to 8 Annas per half ounce; and on letters by the same route for Belgium, Denmark, Netherlands, Switzerland, Moldavia, Wallachia and Servia, from 9 Annas 4 Pies to 9 Annas per half ounce. The rate of postage on letters addressed to Bermada, was also reduced.

Consequent on alterations made by the French Government on the transit rate by French mail packets, the postage chargeable on letters sent by French packet to the "Dutch East Indies" was raised from 5 Annas 4 Pies to 9 Annas 4 Pies per half ounce, and prepayment made compulsory.

A reduction of postage was effected in respect to letters for Newfoundland, the Sandwich islands, Bolivia, Chili, Equador and Peru; and arrangements were made under which letters for Greece can be sent via Bombay through the French Post-Office at Alexandria.

A line of Mail Steamer, once every four weeks, was established by the British Post Office under contract with the British India Steam Navigation Company between Aden and Zanzibar, the subsidy payment being £10,000 per annum. By this line and its continuation to Mozambique, Delagua Bay, Natal and the cape, by Steamers belonging to the Unoin Steam Navigation Company, letters can be sent from India to the places named.

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## PROGRESS OF THE POSTAL SYSTEM IN INDIA.

The development of the Postal system displays the progress of industry, and commerce, and the advancement of education. There is no more striking illustration to be found of the strides which our country has made in that direction than the introduction of a cheap and rapid delivery of letters, and the craving which it has at once augmented and satisfied. Nothing gives us so forcible an idea of the difference between India of the present day and India under the Hiiadu and Mahomedan kings, as the contrast between the modes of communication of those times and of our own. We wonder how people managed in those days when the Post man was the exclusive messenger of the king, and when even majesty itself was not well served. The condition of the present inhabitants of this country is very different from that of their forefathers, who generally divided themselves into small societies, had few relations of amity with surrounding tribes, and their thoughts and interests centred within their own rude huts. Now, however, every one sees himself a member of one vast civilized society which covers the face of the earth, and no part of which is indifferent to him. A man of even small fortunes may cast his regards around him and say with truth and exultation "my patrimony though small, yet I have carriages running day and night on all the roads, to carry my correspondence." Cheap postage has now been fairly tried, and must be pronounced a grand success. It has become a part and parcel of our national life, and has been found precious as the gift of a new faculty. We should think the loss of cheap and rapid correspondence with our friends and acquaintances almost as much as the loss of speech or the loss of sight. The postman has now to find his way to the richest as well as to the poorest districts, where a few years back, his knock was never heard; and what was once a rare luxury, is now considered as a common necessary of life. It has been stated before that "correspondence is the offspring of advanced civilization and that when commerce begins to advance,



some or other modes of correspondence must be established." We believe the ancient Hindus to have been both a commercial as well as a highly civilized people. Their spirit for order and obedience to the laws of the country and their enterprise and achievements bespeak them as a nation that at one time stood second to none on the face of the globe. Their institutions taken in all their phases were not rude or unpolished but highly elegant and mild. Their social customs and internal regulations were pure and unexceptional. Our knowledge of the above is too limited as there are no records now existing from which we may glean full information regarding their commercial status and of their advanced civilization. The presents made by the Indian princes indicate the wealth of the nation and through the descriptions given by the Greeks we learn that this country teemed with population and enjoyed the highest degree of prosperity. The progress made by our ancestors in this department, and their great services rendered to mankind teach a lesson of considerable importance and practical utility but which has received little or no attention in the hands of those who have written volumes about India. In the absence of an authenticated history, the literature of a country in a great measure, if not fully, represents its people and their manners, their prosperity and adversity, their ease and peace. The progress of our nation may likewise be traced from the far off times of the Rig Veda which presents a good picture of the earliest Hindu Society, just as the poems of Homer present one of the earliest Greek Society. From Vedic age, we come to that of Menu. The number, says Elphinstone, of kinds of grain, perfumeries and spices and other productions, are proofs of a highly cultivated country, and the Code in general presents a picture of a peaceful and flourishing community. If we compare the Hindoos of the Vedic period with those at the time of the Mahabharat, we shall find a vast difference between them. The one represents our forefathers as crossing the Indus, advancing with a calm, daring and unflinching spirit, with their flocks and cattle, with wives and children into

the hearts of the country, attacked or constantly annoyed by the *Dasyus* and invoking the aids of their gods to deliver them from their enemies and to preserve their cattle and flocks. The other represents the Hindoos far different from what they were when they came into the soil. They had established themselves firmly in the soil, arts, and sciences had improved them, laws had been enacted, plenty had been gathered, ease had pervaded the prince and the people, and luxury consequent on these multifarious advantages had crept into the society. Commerce had been established with neighbouring and foreign nations, yet the national mind had not relaxed a jot from its original daring and adventurous spirit. With the comparative improvements in arts and sciences, their mode of warfare, their weapons of offence and defence all changed and changed for the better. Conquest and war came to be considered as objects of ambition and glory. We read of princes of India spreading their conquests beyond the limits of India and even establishing their supremacy in the regions of the antipodes. These are facts indelible. They all combine to show how far the Hindus advanced in civilization, in arts, in peace, in war, in manners, laws and institutions.

Various sea coasts became soon occupied, arts and commerce flourished then and there, and widened over land and sea. Further migrations about this time or the age succeeding to it, into many islands of the Indian ocean, prove the fact. The numerous commercial cities and ports for foreign trade of even a later period as mentioned in the *Periplus* attest the progress of the Indians in a department which more than any other shows the advanced condition of a nation. In ancient Hindu Literature there are no books which furnish us with accounts of the state of its commerce in the different vedic, Buddhist and Brahmanical ages, but in spite of this dearth, we are not quite without the means of procuring reliable information on the subject. From the accounts left by foreign travellers, from the scattered hints and facts in various Hindu works, and from

vestiges surviving the revolutions our country has undergone, there is obtained abundant evidence, direct as well as inferential, to help us in forming a tolerably correct idea of the state of things in the past and in clearing up many doubts as to the commercial habits and doings by which our nation was anciently distinguished.

That the ancient Hindoos were a highly civilized people has been abundantly proved. It now remains to shew whether there was any positive mode of communication between one part of the country and another. In the Purans may be traced the modes of communication between the different parts of India. We read in them different kings in different times assuming the sovereignty over the whole or at least the greater part of India and that other kings and princes were their vassals and dependants and living in constant proximity and becoming their courtiers. Even those who maintained their independence by the remoteness of their situation or holding out a consolidated little kingdom, in spite of all efforts of the greatest, had afterwards to become friends and allies by other ties than mere subordination. Whatever had been the case before, in the time of the Mahabharata, such firm concords were established, as perhaps no one, not even the sceptic, will question. Indraprastha and Hastinanagar were the chief resorts of all the princes of India. Yudhishthira commencing his *Rajshwas* and all the princes even to the number of 1000 (a hyperbole) joining to visit and pay their respects from different parts of the globe which were even assigned to be beyond the limits of farthest India, and not going away even after months were over, are all facts which stand clear to shew that correspondence was very common and very various. But of the exact mode of it historians of that or any other period have left no record. The Hindus may be traced as a commercial and sea-going people from a remote period. The Rig Veda speaks of merchants pressing earnestly on board of vessels for gain. Of the various articles of luxury mentioned in Menu it does not appear that many of them were the produce of foreign countries.

The abundance of the articles of luxury however proves that there was an open trade between the different parts of India. This accounts for the prevalence of inland correspondence. It is also an established fact that the Hindoos navigated the seas as early as the code of Menu. Commercial intercourse with the Mediterranean sea no doubt took place at a still earlier period, though it is uncertain whether it was carried on by land or partly by sea. It seems not improbable that part crossed the narrow sea from the coast on the west of Scinde to Muscat, and then passed through Arabia to Egypt and Syria while another branch might go by land, or along the coast to Babylon and Persia.

Commerce was found to prevail even at so early a period when the Hindoos were divided into tribes; for of the four tribes, commerce was set aside as the occupation only of the Vaishyas. Arryan in enumerating the Hindoo classes, says of the fourth class (that of tradesmen and artisans), 'of this class also are the ship-builders and the sailors.' But as the ancient Hindoos had no taste for statistical writings, India has no recorded history of her ancient times, therefore no definite accounts of the nature and mode of communication (both inland and foreign) can be learned. But another evidence of this communication with foreign nations will be on the basis of Hindu Sastras, a portion of which is designated *Barta* (communication), which sets down rules for the guidance of the Vaishyas, and as we have already said that commerce was the occupation of that tribe therefore with the advancement of commerce the regular conveyance of correspondence or communication must have been an accompaniment. The conveyance of correspondence was a principal subject of that Shastras. It is a matter of regret that such Shastras can no longer be had and from native testimony we are obliged to go to foreign testimony, and foreign historians become our informants.

As early as 3500 years before the present era, the Hindus were in communication with the Egyptians and 3556 years ago when Joseph reached Egypt, the Indians were in free communica-

tion with the Israelites and this fact holds good even with the times of Tadmus III and of the Pharaoh kings.

That the ancient Hindoos were in communication with the Chinese has been established by the fact of several letters written in Chinese characters being still preserved in many of the old temples of India.

The next accounts that throw light on the western trade of India are furnished by a writer of the second century before Christ, who expressly states that ships came from India to the parts of Sabœa (the modern Yemen). The Periplus states that in the first century after Christ, the ships from India continued to cross the mouth of the Persian gulf, and creep along the shore of Arabia to the Red Sea. In the Periplus, the Indians are represented as actively engaged in trade. There were boats at the mouth of the Indus to receive the cargoes of the Ships which were unable to enter the river on account of the bar at its mouth; fishing boats were kept in employ near the opening of the Gulf of Cambay to pilot vessels coming to Barygaza or Boarach: The coast on the east of cape Comorin was studded with large vessels which crossed the Bay of Bengal to the Ganges and to Chryse, which is probably Sumatra or the Malay Peninsula. The inhabitants of the coast of Coromandel seem early to have been distinguished by their maritime enterprise. But, whatever gave the impulse to the inhabitants of the coast of coromandel, it is from the north part of that tract that we first hear of the Indians who sailed boldly into the open Sea. The formation of the temples and other ancient remains in Aden and several parts of Arabia, nay the discovery of Sanscrit inscriptions in Europe, leave no doubt in the mind that Hindoos in old times navigated the open Sea and freely communicated with the inhabitants of other parts of the world. The Histories of Java give a distinct account of a numerous body of Hindoos from Chiya (Calinga,) who landed on that island, civilized the inhabitants and fixed the date of their arrival by establishing the era still existing, the first year of which fell in the 75th year before Christ. The truth of the narrative is proved

beyond doubt by the numerous and magnificent Hindoo remains that still exist at Java, and by the fact that although the common language is Malay, the sacred language, that of the historical and poetical composition, and of most inscriptions, is a dialect of Sanscrit. The early date is almost decisively proved by the Journal of the Chinese Pilgrim, who, at the end of the 4th century, found Java entirely peopled by Hindoos, and the ships from Java to China manned by crews professing the Bramhminical religion. The Hindu religion of Java was superseded by that of Budha, but the Hindu Government subsisted till the end of the 14th century, when it was subverted by Mahomedan proselytes, converted by Arab missionaries. The Island of Bali, close to the coast of Java, is still inhabited by Hindoos; who have Malay or Tartar features but profess to be of the four Hindu classes. The accounts of voyagers and travellers in times subsequent to that of the Periplus speak also of an extensive commerce of India. More serious proofs abound in Buddhist literature, which incontestably establish the truth of ancient Hindu commercial enterprise across seas navigated by any other people of the earth. The earliest Aryan voyages spoken of in Vedic records, or in the code of Menu must be taken as referring to those, which were undertaken in the western direction and of which the scene must either have been the Arabian Sea, Red Sea or the Persian Gulf. It is also a well known fact that when Vasco de Gama came to India he was guided by Hindu pilots from the distant coast of Africa to that of India.

Evidence referring to commerce and arts in ancient India is scattered about in the Mahabharat. No other Sanscrit book excepting the Veda is more ancient than Menusanhita and Ramayna, and it is evident that the Hindoos were a commercial people when these books were composed. In his code Menu describes the civilized state of the Hindoos, and however meagre and fragmentary, his account sufficiently illustrates the civilization which prevailed in early India, and the commercial position then occupied by her. The Ramayan is abundant in

illustrations of their wealth and splendour and among others of the communication with the foreign kings and kingdoms by means of royal messengers. Both in the Ramayan and in the code traces are observable of communication with other countries conducted both by land and sea. In the Mahabharat (Sovapurbo) we see the reign of Yudhistir marked by his communication with the Scythians and Turks. The Vedas, the Ramayan, Menu and the Mitakshara prove that the Hindoos were also nautical adventurers. Menu informs us of their communication with China, Java and Sumatra. That there was communication with Ceylon we have Sreemanta Shodagar for example. In the Buddhist books we see more frequent communication with Ceylon at the time of Bejoy a Bengal king, this was about 2400 years ago. The Buddhist era is the most glorious in the history of early India. Her maritime prestige and commercial exploits stood highest in that era. Foreign commerce which was at the hands of her own children, and which was spread east and west from China to the Red Sea, and far away down to the Mozambique in the Indian Ocean, brought abundant wealth into her lap. This state of things continued for a period of more than a thousand years, till the final triumph of Brahminism revolutionized India in all her aspects. Under the regime of the Bramhans, new tenets were preached, new sentiments began to prevail and new habits and feelings were engendered. Ancient traditions were suppressed or altered in their meaning. Ancient accounts were either expunged or distorted and mystified. Foreign travel and foreign intercourse were laid under an interdict. The bold and adventurous Indian of old degenerated and became an utterly transformed being; from an enterprising and diligent trader in foreign countries, he subsided into a passive and contented vendor at home.

The above not only establish the fact that the Hindus were not only commercial people and had communication with many other nations of the world; it establishes also the high state of civilization at the time and the culture of learning; the

tradesmen were enjoined to learn the different languages to conduct correspondence with the other nations. An Arabian author writes in his work that even up to 1200 *Sokapda* the Hindus were in communication with the Arabs and the communication was conducted partly by sea. It may be a point for consideration how far the natives of India took an active share in the prosecution of commerce or in other words how far were the Indians its carriers? Because there were Arab settlers in Ceylon, and on the Malabar coast, it is no decisive evidence of the Indians having had no part in the carrying trade. Similarly there were Hindu settlers in Arabia, who may as equally be supposed to have had the trade of the country in their hands.

As early as 2850 years ago during the reign of the Phœnician kings Heran and Solomon, the Hindus were in communication with both the Phœnicians and Israelites. That the above two nations had communication with India we have the Bible for our evidence. In the Book of Genesis mention is made that the productions of India were early in request among distant nations.

Zonarus writes that 2470 years ago the Hindus were in frequent communication with the Mediterranean and Persia. Herodotus writes that 2320 years ago they had free intercourse with the Persians at the time of Xerexes and Darius. They had also communication with the Syrians especially because of the Hindu idols at Syria and Armenia for whose worship more frequent intercourse was necessary. In the time of Vikromaditya the Hindus crossed the Atlantic, and reached Germany and the African coast, from almost opposite Socotra down to Madagascar. From the 1st to the 6th era of Vikromaditya there is ample testimony of Hindu communication with the Romans. A Pandu king is mentioned to have frequent intercourse with the Roman emperor Augustus. There was also communication with the Roman kings Trajan, Aurilian, Claudius, Constantine Antoninus Pius, Theodosius, and Justinian. Communication with the Romans became more easy by the discovery of the monsoon course of the Indian ocean by Hippolus, a Roman navigator.



2100 years ago they had communication with Carthage in Africa and Wilson writes that in the 1st and 3rd Christian era they had communication with Egypt. About 1880 years ago they sent messengers to Spain, in one of which mission these messengers met the famous historian Nicolas. That the Hindus had communication with the ancient Assyrians, Babylonians and Persians, there is much evidence to shew from the works of Ticius. In the time of Chandragupta there had been a broad royal road from the bank of the Ganges at Patna through Lahore to Taxila in the north-west of Punjab, for the easy conveyance of commerce, and there had also been branch roads to this main one. As few rivers excepting the Ganges were navigable from the Sea, the internal trade was mostly carried on by land and as a proof it may be cited that from the earliest Hindu times to the decline of the Mogul Empire, the great roads were objects of much attention from the Government.

The Hindus likewise had communications with the whole of Cabul, Bactria and Sumurcand at the time of Herodotus and even earlier. They had also communication with the Black and Caspian Seas. The Arabian and Persian authors unanimously agree in stating that the Indians had access even to the Tigris and Euphrates and also to Africa. That communications with several nations were widely spread in the time of Vikramaditya, and even 270 years earlier has been fully established by Heeren. After the death of Alexander, the successors of Ptolemies established regular commerce and correspondence with India. During their time Alexandria became the emporium of Indian commercial articles. Cosmos, an Egyptian merchant, states that after the decline of the Romans their place was taken by the Persians who became the greatest nation of their time and began to carry the articles of commerce to and fro and thus rendered the necessity of the Hindus going abroad much less. The Hindus gradually became less and less adventurous when the Arab conquest overwhelmed and usurped even the Persian trade and made Bussorah the emporium of Indian articles of commerce. The Hindus now received

the foreign articles of commerce at their own place and thus their adventurous spirit gradually slackened.

Such is the brief outline of trade and communication which the ancient Hindus carried on, and how that state of things has now been completely reversed. To quote an opinion of the Revd. K. M. Banerje "There is no extravagance in the supposition, that the route which the *Berenice* the *Sesostris* the *Cleopatra* the *Victoria* the *Akbar*. &c. are now taking every month with the Overland mails from Bombay, had centuries past been marked by Hindu vessels trading on the Red Sea". The Revd. gentleman does not indulge altogether in a visionary retrospect. He means no more than to vindicate his nation as the first and earliest commercial people of the world. He alludes to the pre-historic intercourse between Egypt and India, which commenced prior the days of Moses. This Indo-Egyptian trade is the oldest in the annals of mankind. But political and social causes combined with outside competition made them gradually discontinue foreign ports and markets. There were no more the Tyrians, the Greeks or Romans. They had all by turns acted their parts, and disappeared from the arena. But the Arabs, who had hitherto played but a minor part, now made the most conspicuous figure on the stage. they gained military renown at the same time that they acquired naval skill. Their supremacy on land kept pace with their supremacy on the ocean. Day by day as the field was left unoccupied by the Indians, did the Arabs step in and succeed to their place. The conquest of Persia and Egypt placed the command of the routes and marts of the Indian trade entirely in their hands. They shut out the Europeans from access into the Red Sea, and opened the emporium of Basora, at the junction of the Euphrates and the Tigris, as the rival of Alexandria. The Arabs made progress far beyond the boundaries of Roman navigation. They were not content, like the Greek or Roman merchants, to buy second hand from the Indians. They began for the first time to import goods direct from the places of their growth, and so the trade of the Hindus was almost annihilated. Tampered with by

Brahminical authors, the maritime history of the Hindus has been reduced at present to an absolute blank, though it has been established by facts that they ploughed the seas from the earliest dawn of history, that they traded within the limits of an ocean world that extended from Egypt to China and from the Mozambique to the Indian Archipelago, i. e. across seas unnavigated by any other people of the earth, and that communication with several nations was widely spread. These we once possessed and these we have lost.

In the Mahomedan times, they being foreign nations, necessitated a more frequent communication with their mother country and India, led to some improvements in the postal service. But there is no recorded history of these improvements and of the mode of conveying correspondence, till after the modern form was established by the English government. We have already seen that among the ancient Persians, stations were appointed at intervals along the great roads of the empire, where couriers were constantly kept in readiness to bear despatches and intelligence. This form, however rude, must have been a little improved when the Arabs instituted it in India. Shere Shah and Akbar, the two Emperors of Delhi, are mentioned as effecting much improvement in the Postal system. Shere Shah, during his short reign of five years (1541-45), left many glorious monuments. Ferista states that he was the first who ever employed a mounted post in India and constructed a road from Sonarung in Bengal to Scinde in the banks of the Indus, a distance of 2000 miles, and placed two dak horses on that road every two miles. The establishment of post horses, the first in India, was for the more rapid conveyance of intelligence to Government and for the accommodation of trade and correspondence. Tarikh Ferista is a Persian book of good authority; and the author further states that on all the roads in his empire, Akber placed two swift horses and some *Mewius* (runners) at a distance of every 5 *crozes* or 10 miles, they carried Government letters as also private letters. fifty *crozes* were run over in one day and night; e. g. from agra to Ahmedabad in Guzerat

letters would reach in 5 days. On urgent missions or speedy errands, persons were sent on Dak horse. Besides dak horses there were 4000 mewias (runners) who were very swift in walking. These runners walked with the letters and in several instances they walked 700 crores in 10 days.

It is in the English rule that a systematic form of postal system has been established with a view to facilitate the communication of the government with its several offices and also for the convenience of private correspondence. Receiving-Houses for the receipt and delivery of letters were established and by Act xvii of 1837, the exclusive right of conveying letters by post, for hire from place to place, within the territories of the East India company were vested in the Governor General. In supersession of this Act, the Indian Post Office Act, dated the 12th August 1854, was brought into operation on the 1st October of the same year, and from that date the low and uniform rate of postage has been in force. It was therefore in the official years 1854-55 that the present postal system was introduced in India. The rates of postage were then reduced to their present standard, and the whole system was reorganized and consolidated under the Postal Act of that year. The Indian Post Office has, therefore, to look back upon the year 1854 in the same way in which the English Post Office looks back upon the year 1840 when the penny postage was introduced. By the above mentioned Act the exclusive privilege of carrying letters is vested in the Government of India and penalties are prescribed for any infringement of this privilege.

Some of the postal authorities have stated that in their opinion Daks existed in our country, but they have not for the most part, been able to bring forward any specific instances. In Bombay wealthy and influential merchants, extensively engaged in opium and other mercantile transactions, established Daks for the conveyance of their private correspondence by horse-men and foot-runners; and as time is of consequence to them, a gain of 10 minutes may materially affect their speculations.

The only native Dak found in any part of Bengal was the Nizamats Dak which used to run between Calcutta and Murshe-  
 dabad. This was maintained by the Nobab Nazim as a matter  
 rather of state than of convenience, and is said not to be avail-  
 able except for his Highness, the members of his family and those  
 connected with the palace. It was abolished by the English  
 Government in 1838. In Oude, the king maintained a Dak for  
 purpose of Government, between Lucknow and the principal  
 stations; but these were not available for the convenience of the  
 public. No organized system of Dak is known to have existed  
 in the Madras Presidency and none were believed by the resident  
 at Hyderabad to have existed in the Nizam's country. A re-  
 markable instance of the way in which other means than the  
 Post Office were resorted to for the conveying of letters and to  
 avoid the delay and expense attending the delivery of letters is  
 the employment of private messenger for the express purpose. But  
 the postal system established by the British Government gradually  
 recommended itself to the public and secured to itself a virtual  
 monopoly, by the greater security, expedition, punctuality  
 and cheapness with which it performs its office. Since 1838, the  
 exclusive right of transmitting, conveying, collecting, carrying,  
 receiving and delivering letters was vested in Government as was  
 the case in England and the colonies. The duties of the Post  
 Office were formerly in the greater number of cases, made over  
 to the collectors and other heads of departments *Ex. Officio*;  
 the system was not found to answer, as the officers entrusted  
 with the Superintendence and management of the Post Office  
 were encumbered with a variety of other duties, considered  
 generally by them as of a more important nature, and at any  
 rate requiring more close and personal application on their parts.  
 In 1843 this system was altered, and Stipendiary Officers were  
 appointed to the principal lines of post; to them was made over  
 the Post-Mastership of the chief towns and stations in their  
 division, and the General Superintendence of all the Post-Offices  
 in their range which it was part of their duty periodically to

visit, and at the same time to inspect the post roads, to see that the overseers and runners employed were efficient, and the means for crossing rivers and *nullahs* in the rainy season kept in a serviceable condition.

The inefficient state of the Post-Office Department had been a subject of complaint for many years, and various measures had from time to time been adopted for promoting the rapid and secure conveyance of the mails and the reduction of the postage rates. Shortly after the adoption of the system of Post-Office administration in England, attention was directed to the question of reforming the Indian system on the same basis, and various schemes for carrying out this object were proposed by the Government in the years 1816, 47 and 48. Commissioners were appointed in the several Presidencies to inquire into the defects of the Post-Office arrangements and their recommendations extend to an entire reform of the system based on the following leading principles: The substitution of the uniform charge of half an Anna on letters not exceeding a quarter tolah in weight accompanied by an alteration in the ascending scale of weight for inland postage; the prepayment of letters by means of stamps and a double charge on unpaid letters; the entire abolition of franking, and the charge of nominal postage on official letters to Public Departments.

The Establishment of the Post-Office by the East India Company was not only regarded as a source of revenue but also as an Executive Department of the State which it was politic and necessary to maintain in efficiency, not only for the immediate purposes of Government, but for the diffusion of knowledge, the encouragement of trade and the convenience of every individual of the many millions who were subject to the Government of the East India Company, and of the native states in subordinate alliance with it for some years. Since the institution of Post-Office it yielded no surplus money worth considering, on the contrary it has for some years been a source of trifling expense and the Government have repeatedly declared that

so long as the Department pays its own expenses nothing more is desired. The Government is, financially speaking, equally benefited by the existence of Post-Office whether it yields a surplus income of so many *lakhs* of rupees, or whether it performs a service for the State which, in the absence of a Post-Office would involve the expenditure of a like sum. The Government constituted a monopoly of the Post-office by prohibiting all persons under severe penalty from carrying letters for hire without its permission and as it professed not to regard the Post-Office as a source of revenue, it is bound no less in fairness than in policy to convey all private correspondence at the lowest reasonable charge. Uniform postage rate of half an Anna on a letter weighing one quarter of a *tolah*, either for the unit or for the ascending grades of the scale was established, as it was seen that the cost of conveying letters did not depend upon the distance to which they were conveyed, but rather upon the number of letters despatched from and received at each Post-Office, upon their weight, upon the modes of conveyance used, and a speedier mode of conveyance for the convenience of the public, the social and commercial advancement of the country and the ultimate financial advantage of the Department. Uniformity of postage without reference to distance, is recommended by its simplicity, by its fairness and by the facilities it gives for the introduction of other improvements into the Department. Combined with a low rate of charge, it forms the conspicuous and chief benefit which the monopoly of the carriage of letters enables the Government to confer upon the whole body of its subjects, by almost annihilating distance, and placing it within the power of every individual to communicate freely with all parts of the empire. It makes the Post Office, what under any other system it can never be, the unrestricted means of diffusing knowledge, extending commerce, and promoting in every way the social and intellectual improvement of the people. It is no longer an experiment, having been introduced with eminent success into the United Kingdom, as

well as into the United States of America, France, Spain and Russia.

To introduce and maintain uniformity in the Postal system of India it became desirable to place the whole under one head, independent of the local Governments and directly subordinate to the Government of India in the Home Department. The former isolation of the Post Office of one presidency from those of all the rest, and the want of one competent controlling authority over the whole gave rise to diversity of practice highly injurious to the *public* service and inconvenient to the *public*, while some parts of the empire had been deprived of the object of improvements introduced successfully in others. The remedy appeared to consist in the appointment of a Director General of the Post Office of India, who should be in direct communication with and subordinate to, the Government of India, and exercise the same degree of control over the Post-Masters-General of the several Presidencies, that was theoretically exercised by the local Governments, who are now relieved of all responsibility in connection with the department.

The re-organization of the post office establishment, as recommended by the postal commissioners, and approved of by Government did not take place simultaneously with the introduction of the low and uniform postage, but was commenced on the 13th March and completed on the 1st December 1855. The postponement of the re-organization of the establishment by Mr. Riddell was a prudent measure, in as much as the department had the benefit of the experience and superior intelligence of the former Postmasters at the most important stations, at the period of the substitution of Stamp Labels, in lieu of cash in payment of Postage. The change, in the practice of the department was thus inaugurated under the guidance of the officials, in whom the Native Public, at all times opposed to and distrustful of innovation, had been accustomed to repose confidence.

So soon as the Public mind had become tolerably accustomed to the use of Postage Stamps, the Post-masters in charge of Post



offices and who had other special duties requiring their undivided time and attention (that is *ex-officio* Post-masters) were relieved by the most deserving head-clerks in the department, and in a few instances, in the absence of qualified parties then serving in the Department, by the appointment of persons possessing the necessary qualifications. It was ruled also that after the 1st January 1857, no one would be appointed in any capacity to the Post office, provided there was one serving in it, who was deserving of promotion. The hope of advancement thus held out, must have the obvious effect of improving the efficiency of the department.

The Post offices in the Presidencies of Bengal, Madras, Bombay and the N. W. Provinces, were grouped into convenient circles, for the purpose of inspection. To each circle an Inspecting Post master was appointed, whose duty it was to travel constantly from Post office to Post office, and exercise a vigilant supervision over the Deputy Post masters, and their offices, and road establishments. Every Deputy Post master and every one connected with the Post office or Road establishment were placed under the direct surveillance of the Inspecting Post master, so that any irregularity might not pass long undetected. It is obvious, that the successful working of the department depends on the energy and intelligence of the Inspecting Post-Masters, and the vigilance, with which they exercise supervision over the proceedings of the Deputy Post-Masters and Road-Establishments. It is also worth notice that since the Inspecting Post-Masters commenced their tour of inspection, many irregularities were noticed and corrected by them, and complaints from the public against the Department became much less frequent.

It was in the year 1861-62 that the Post-Offices in the Punjab and the Scinde were transferred to the control of a separate Post-Master General, which subsequently became two separate circles. At the beginning of the year 1866-67, territorial limits of the jurisdictions of the several Post-Masters-Gener-

ral underwent some change. A new circle under the control of the Chief Inspector, exercising the powers of a Post-Master-General was formed in the Central Provinces. The Postal jurisdiction of the Central Provinces was formerly shared by the Post-Masters-General of Bengal, Madras, Bombay and the N. W. Provinces : and it was clearly a necessary and wise measure to form it into a separate circle. By these means not only were the Post-Masters-General of the older jurisdictions above mentioned relieved of the duty of Postal Management in what to them were outlying portions of their circles, but the interest and co-operation of the local administration were secured and utilized by the presence at its Head quarters of a responsible representative of the Post Office department. A very great impulse has been given to Postal extension and improvement in the Central Provinces and for this the department is largely indebted to the hearty interests taken in Postal arrangements by the Chief Commissioner and to the co-operation which he and the various officers of his administration so readily afforded.

From the commencement of the year 1871-72, the province of Oudh, previously forming part of the Postal jurisdiction of the N. W. Provinces, became a separate Postal circle under the control of a Chief Inspector. Experience has shown that an outlying province attached to a large postal circle does not get the same attention to local wants and requirements as when placed under a separate head ; and as the separation of such provinces is a matter involving very little additional expense, it is considered a desirable measure, wherever a province is found practically to be beyond the personal attention of the head of a large circle. Besides this, there is an obvious advantage in having a responsible local head who can communicate directly and personally with the civil administration, and whose greater opportunities of knowing the views and wishes of the various local officers of that administration must necessarily be of the greatest use. In Oudh, there was an additional reason for the change, arising out of the fact that the civil administration, although willing to place the District-post

of the Province under the management of this department, could not see its way to do so without a responsible representative of the department at its head quarters.

Acting upon like considerations, Mr. Monteath obtained the sanction of Government to the constitution of the Rajpootana States into a separate Postal jurisdiction, the special reason in that case being that these States comprised a large area unusually devoid of the means of rapid locomotion, and where therefore the head of a large circle could rarely be present for any lengthened period. This measure took effect from the commencement of the year 1872-73.

In the year 1872-73, the Rajpootana Postal circle was augmented by the transfer thereto from the N. W. Provinces of the districts of the Jeypore, Sheekhawuttee, Bhurtpore and Ulwar.

Many instances having come to the notice of the Director General of the Post Office of India, of what was described as "prevaling laxity, slovenly performance of work, and want of discipline," in various parts of the Bengal Postal circle, it was determined to depute a special officer to overhaul certain selected localities. Mr. Alpin, an experienced Inspector from the Punjab, was selected for the duty and the result of his tour exposed a degree of irregularity and imperfect control that exhibited a great need of reform. It was acknowledged, however, that the circle was unwieldy in size, and that to this cause the bad results adverted to, might in a measure be ascribed. An additional Supernumerary Inspector in the first grade was added to the Bengal Establishment. With this additional help it was hoped that a more vigorous administration of the large and important circle of Bengal would ensue.

The separation of the province of Assam into a distinct Postal circle took effect from January 1874, along with and consequent to its being created a Chief Commissionership.

The most important change that has taken place in the Department during the year 1861-62 is the centralization of the account and audit branches of the entire department from the several

Post Masters General and Civil Pay-Masters to an officer specially selected for the combined duty under the designation of "Compiler or Post Office accounts." Formerly the Postal accounts of each circle were locally prepared and submitted to the local offices of account established in each Presidency or Province for the compilation of the accounts of all civil departments; in like manner the audit of Post Office expenditure was carried out by the local offices established for the audit of all civil expenditure. The accounts of the Post Office cannot be properly examined in detail, excepting by an officer *practically* acquainted with the working of the Department, in as much as the duty does not consist in simply comparing the debits and credits in the body of the accounts, with the vouchers, as has been the practice in the offices of Deputy Auditors and Accountants-General, but also includes a careful examination of the entries on the *reverse* of the Cash-Accounts, which, to some extent, are the abstracts of several Registers kept in the Post-Office. All Post-Office Accounts and Bills are submitted at the close of each month to the Compiler, who, after examining and checking them, submits to the Auditor General of India, a consolidated account for each Presidency.

Great improvement in the system of sorting letters was also introduced, and the number of sorting offices has been largely increased. Each Post Office is now furnished with a *Transit list* shewing the offices for which separate mails are to be made up so that it is no longer discretionary with the Post Master to prepare a packet for each office for which there may be a letter. Sorting offices have been established with the following objects in view:—

1st.—To save time and labor in the despatch of the mail, in their receipt and distribution at the office of delivery, and also in their transmission through intermediate offices.

2nd.—To simplify and shorten the accounts at the offices of despatch and delivery.

3rd.—To reduce the weight and bulk of the mails.

No office now makes up two packets for any office which is not a sorting office, and no sorting office makes up two packets in invoicing *station* and *transit* letters for delivery at an office which is not a sorting office. In order that there may be no delay in sorting native or vernacular letters, the station to which they are directed is always written in English with *red* ink at the office at which they are posted when they have to be despatched to a *sorting* office. When it is recollected that there are upwards of 18 different languages in India, and that the number of clerks for sorting letters does not, in any mufussil office, exceed three, the economy of time and labor in disposing of vernacular letters by the destination being written in English can easily be imagined; but the advantage of the arrangement has been more fully appreciated on the introduction of travelling Post Offices in the Railway.

By the system of sorting letters as sketched above, the mail need not now be *closed* at any office until the hour at which, *during the night or day*, it has to be got ready for despatch. This improvement in the despatch of the mail is of the utmost importance to the public, and it has been effected without any increase to the establishment of the Post Office. A reduction in the number of packets has been effected to an extent varying from 50 to 80 per cent, at each office, so that it may easily be understood how much the bulk and the weight of the mail, and also the clerical work connected with the receipt and despatch of the mails has been diminished by the establishment of the sorting offices. By the reduction made in the number of packets, the time now occupied in closing and despatching and also in receiving and distributing the mails is less than half the time occupied formerly.

Several measures of much importance to the department were sanctioned and carried out during the year 1865-66. The Post Office Act and Rules were amended; the former system of official franking was abolished. The office establishments of the Post Offices in the Bombay circle were revised, and somewhat more liberal salary allowed to the Post masters and Deputy Post

Masters. Travelling Post Offices were introduced into the Bengal Section of the East Indian Railway.

Up to almost the close of the year 1866-67 the administration of the department was conducted by Mr. Riddell, who resigned in March 1867, after having been connected with the Post Office of India since 1844. On the reorganization of the department in 1854, Mr. Riddell became the first Director General, which office he held, though with breaks caused by absence in Europe, till his retirement in March 1867. During the period abovementioned the organization of the department was consolidated, improved, and extended its operations, the revenue being considerably more than doubled. The extent to which Mr. Riddell's personal energy, administrative ability and unwearied attention to the interests of the department contributed to this result is known to, and acknowledged by, all who took part with him in the administration, as well by the Government; and it needs only a reference to the records of his office to see how much he had personally to do with all the leading measures of improvement introduced since 1854. The present director General Mr. Monteath succeeded Mr. Riddell in 1866. And from that time to 10th February 1873 the administration of the Post office was in his hands, from which latter date Mr. F. R. Hogg is Officiating as Director General; and the Post office received every improvement under their successful management.

The introduction in May 1866 of a new Post Office Act, in supercession of the Act of 1854 is a principal event. The chief modification sinroduced by the new Act are as follow. viz :—

1st. An increase in the weight allowed for Newspapers to 10 *tolas* for the single rate.

2nd. A reduction in the weight allowed for books from 20 *tolas* to 10 *tolas* for the single rate.

3rd. The omission of previously existing restrictions as to the class of articles which might be sent by Book post, or as it is now more appropriately called "Packet Post."

4th. A change in the scale of Letter Postage, by which the

limits of weight after the first *tolas* reckoned by half *tolas* instead of by whole *tolas*.

Another measure of importance introduced by Mr. Riddell during the year 1866-67 was the institution of what are called Branch offices, the object being to simplify the work and responsibility of small offices by providing that the correspondence sent to, or posted in, them should pass through, and be included in, the statistical records and accounts of a Head Office. In cases where the Branch offices have direct communication with other offices besides the Head Office, articles fully prepaid are allowed to be sent and received direct, but those on which postage is due must go through the Head offices. This is necessary in order to carry out the object of simplifying the accounts of the Branch Offices, and the public cannot reasonably complain so long as it is in their power to secure transmission by the direct route by prepaying the covers. The great bulk of the Branch offices, however, have postal communication only with the Head Office.

Another measure of importance was the introduction in August 1866 of new rules for the treatment of official correspondence, founded on the English System. Formerly all official correspondence was conveyed under frank without actual payment of postage, a huge list of officials authorized to frank being supposed to limit the exercise of the privilege. None of the enormous number of officials, who franked covers for the post had the smallest idea of the amount of postage charge which they were incurring and consequently no attention was given to the avoidance of excessive or needless use of the post in respect either of the number of covers or the bulk of the despatches sent. All that the Post office did, was to weigh in the aggregate the official covers posted in each office, and to construct from these returns a *proforma* charge, calculated at a fixed rate on the bulk weight. The object of the new system was to limit the correspondence conveyed without actual payment of the postage to that posted by, and delivered to, a comparatively small number of offices, against each of which an account might be kept, and to enforce

the prepayment (by service postage stamps) of all other official correspondence.

On the first introduction of the change, it was deemed expedient, in order to avoid the inconvenience of a too sudden and violent change, to allow the continuance of the former system in respect of what was termed Official District Correspondence, that is, correspondence conveyed within the limits of a single District or Zillah. Before he left India, Mr. Riddell was able to recommend the complete introduction of a new system, and although his proposal was not at the time sanctioned in full, the Government of India intimated its willingness to adopt the measure subject to some minor modifications which experience has shown to be advisable.

The rules for the treatment of official correspondence were also modified ; in the year 1871-72 the privilege of sending and receiving articles by post, without actual payment of Postage, being confined to Governments and administrations and a few other principal officials, all other official correspondence being required to be prepaid by means of Service Postage Stamps. No accounts of Postage were, under the new System, kept against the privileged offices referred to, revenue previously credited to the Government on this account being excluded from the returns. The Post office Department therefore *ceased to raise any claim in account against these privileged offices*, and as a consequence of this change ceased to show, under the head of Revenue, any Postage on account of the correspondence sent to, and received by, the largest Government offices in the country. Further modifications of these rules were made in the year 1872-73 of which we will speak afterwards.

It may here be mentioned that during the year 1869-70 a rule was made, under which complaints against the Post office, certified as such under the full signature and address of the sender and addressed to any officer of the Postal Department, are not chargeable with any postage.

In 1865, representations had been made to Government on be-



half of an increase to the limits of weight allowed for the several rates of inland postage, and after full consideration, the Government decided, in March 1867, on the expediency of the measure, observing that the time when it should be carried out depended on the period when the general revenues of the country could spare the estimated loss of postage without unduly restricting expenditure on the improvement of the post office. Towards the close of 1868 it was determined to introduce the measure, and the limits of weight were accordingly doubled. This change had effect from the 1st. April 1869. This much-needed alteration has proved to be a much less expensive measure than was originally anticipated.

On the 1st. September 1869, the postage rates chargeable on pattern packets, which had till then been the same as those chargeable on book-packets viz., one Anna per 10 *tollaks*, were doubled.

Another change to record is the withdrawal of the previously existing limit of weight (200 *tolas*) for inland books and patterns, the limit of size only (viz, one foot and a half in length and one foot in width or depth) being retained, that limit having been found sufficient for all practical purposes. This limit of size was also made applicable to inland packets of patterns.

The principal alteration in the year 1871-72 consisted of a reduction from one Anna to half an Anna of the postage chargeable on newspapers. Prior to 1866, the postage rate on inland newspapers was one Anna per six *tolas*, and in that year the limit of weight was increased to 10 *tolas*. Retaining this enlarged limit of weight the charge has now been reduced by one half in respect of newspapers registered at the office of the Post Master General, with information as to the language in which the paper is published, the days or dates and intervals of publications, the place of publication, and the name of the Editor or person responsible for the management. This measure came into force on the 1st October 1871, and the number of newspapers registered that year amounted to 130, of which 111 were pub-

lished in the English language, 223 in the Vernacular and 66 in English and the Vernacular.

On the 1st of September 1869 a change was made in the scale of Postage chargeable upon Banghy Parcels. The former scale of Postage varied not merely with weight, but with distance, and the distance limits were so numerous that it was almost impossible for the public to ascertain the rate chargeable upon a parcel without reference to the Post office; and the constant change of routes, as well as the large increase in the number of Post offices, rendered it extremely difficult for the Department to keep its own offices informed of the charges properly leviable. The change made in September 1869 involved a reduction of the distance rates to two, viz, a single and double distance rate. This was a great improvement in the former system.

A further step in the same direction was made by which the system of charge by distance having been totally superceded by an uniform rate of charge irrespective of distance. This rate was fixed at 3 Annas per 10 *tolas*, the previously existing, maximum limits of weight being retained, viz, 640 *tolas* (*ie.* 8 seers) on foot lines and 2000 *tolas* (25 seers) on other lines. One of the results of this measure has been an increase in the number of small parcels entrusted to the Post Office for delivery. The postal organization is well adapted for such traffic, a business which the Railway Companies, by a high minimum rate of charge with a large limit of weight, purposely discourage as troublesome. But in the next year, the limit of 640 *tolas* in weight for a Banghy Parcel when transmitted along any line of road on which the mails were carried by foot runners, was abolished, the larger limit of 2,000 *tolas* being made applicable without reference to the means of conveyance. At the same time the limit of 600 *tolas* was fixed for Service Parcels.

The most important feature of the year 1872-73 was the revisions of the rates and conditions for the transmission of inland correspondence both official and private. As respects official correspondence, it appeared that the existing scale of letter

postage, though perhaps reasonable enough for the comparatively light letters posted by private individuals was wholly disproportionate to the heavy letters sent by officials; that it costs the Post office less on the average to carry and deliver a large official envelope with a legible direction than to perform this work for a minute native letter crowded as respects address, and that recent-railway extensions had rendered the question of weight as affecting correspondence a matter of less importance than formerly. It was also found that the inordinately high charge on official correspondence operated injuriously by promoting on the part of Government officials a disregard of economy in the use of the Post. The imposition of a thoroughly reasonable scale of charge on the official covers was therefore determined on. And with this concession was coupled the absolute abolition of the privilege, formerly accorded to every public office in India, but of late restricted to a limited few, of posting covers under frank without paying any postage at all. The revised rates of postage for official letters are given below, side by side with those that previously prevailed.

#### OFFICIAL POSTAGE.

Former Letter Post Rates	Revised Letter Post Rates
covers not exceeding $\frac{1}{2}$ <i>tola</i> $\frac{1}{2}$ Anna	covers not exceeding $\frac{1}{2}$ <i>tola</i> $\frac{1}{2}$ anna
“ “ “ 1 “ 1 Anna	“ “ “ 10 <i>tola</i> 1 anna
“ “ “ 2 “ 2 Annas	“ “ “ 20 “ 5 annas
	“ “ “ 30 “ 10 annas
For every additional <i>tola</i> 1 Anna	For every additional 10 “ 5 annas

Turning now to private correspondence, the revision under notice comprised the following principal changes:—

(1) The extension to Pamphlets, Trade-Circulars, and in fact any article other than a letter, of the privilege of unregistered newspapers, viz., transmission by letter-post at the rate of one Anna when enclosed in covers open at the ends and not exceeding 10 *tolas* in weight.

(2) The obliteration of all distinction as regards contents and mode of packing between Book Packets, Pattern Packets and Parcels, the sole remaining distinction being between those that are registered (Parcels) and those which are unregistered (packets.)

(3) A reduction in the charge for parcels (or registered articles) from six Annas to four Annas for 20 *tolas*, and in like proportion for heavier weights, the rate for packets (or unregistered articles), prepayment compulsory, being half as much.

These alterations, while simplifying considerably the work of the Post office, are a great convenience to the public not only in providing a cheaper rate of charge for the transmission of Parcels but also in abolishing all restrictions as to contents and mode of packing, including the requirement of open ends, which, especially in the monsoon season exposes the contents to needless risk.

This revision, though arranged in the year 1872-73 did not come into force until the 1st April 1873. A result of this revision will be that a measure, like the present one, which radically affects the classification followed by the department that transfers one section of Book or Pattern Post articles to the category of newspapers and classes another section as parcels, must obviously disturb the statistics of the department and lessen their value for the purposes of comparison with the returns of previous years. Another probable cause of disturbance in future statistical returns, arises from the change of practice in respect to counting inland correspondence a change under which the number of covers of each class received for delivery will, as is the case in England be deducted from periodical returns especially kept for the purpose, instead of being taken from daily reckonings throughout the year.

The rule regarding the compulsory registration of covers containing coin, or currency notes, has been extended to covers manifestly containing Postage or other stamps, or cheques, hoondies, Bank notes and the like.

In 1871, the British Post office declining to have any concern

with the parcel traffic that had grown up in connection with the Overland Pattern Post, restricted its use to *bonafide* samples. A public demand then arose for some ready means of transmitting parcels between India and England, and it became necessary to employ a purely private agency for their collection and delivery in Great Britain. Thus arose a new organization by the Indian Post office of what is termed the Overland Parcel Post which really is a mere extension beyond Indian limits of the Inland Banghy Post. Parcels are now received in any Post office in India for transmission to the United Kingdom, up to a maximum limit of 50 lbs in weight, if fully prepaid at the low rate of three Annas per ten *tolas* ; this was the rate of charge at which *inland* Banghy Parcels were conveyed prior to the introduction, on the 1st April 1873, of the revised rates and conditions for the transmission of inland correspondence. Similarly parcels can be booked in the United Kingdom by the Peninsular and Oriental Steam Navigation Company and their agents for transmission to India, either paid or unpaid. The arrangements above described were not introduced until March 1873, and in that, the first month of the experiment, no fewer than 568 parcels were received and despatched, the revenue derived by the Indian Post office being Rs. 863. Since then the business has largely expanded and promises to be not only a great convenience to the public but a lucrative source of income to the department. Arrangements were concluded for the extension to Canada of the means of exchanging money orders with India. Under the orders of Government the overland money order business has been transferred from the management of the Post Office to that of the Civil Account Department, to whom the Indian Inland Money Order Offices are subordinate.

The great success that followed the acquisition, by Government, in England of all Telegraph property, and the transfer of the management of this new department to the British Post office in 1868, led to a consideration of the advantage or otherwise, of an amalgamation of the Postal and Telegraph

departments in India. A careful examination of the subject shewed the condition of Telegraphic existence in the two countries to differ so widely, that no agreement in favor of the extension of the scheme to India could be deduced from the fact of success in England ; and while some good might fairly be anticipated from the measure proposed, there were also weighty arguments against it. The Government therefore abandoned the contemplated combination of the two departments.

The '*Anche*' which is a local post organization confined to the native States of Mysore. The full prepayment of covers destined for delivery by the *Anche* Post was heretofore compulsory owing to the refusal of the authorities to collect and account for postage ; hence large numbers of unpaid covers found their way to the Dead-Letter-Office, it being impossible even to attempt delivery. In communication with the present administration of Mysore, an arrangement was made under which covers upon which any postage is due are forwarded to destination through certain selected frontier offices of exchange. The arrangement now concluded will probably form a convenient basis for the conduct of future similar negotiations.

An important experiment was made during the year 1871-72, with the object of supplying a want which has long been felt, viz, that of some special detective agency for the investigation of crimes connected with Post Office work. The large use made of the Indian Post Office for the transmission of valuables (coin, notes, jewellery &c), the great temptation thereby placed before every member of a great establishment scattered over the country, and the almost entire absence of effective help in detection from the ordinary Police of the country, make this matter one of special interest. The bulk of Post Office crimes are detected by Postal officials, without any aid from the Police Department, which, partly from an absence of the detective element in its organization, partly from its entire ignorance of Post office work, and partly from the difficulty of carrying on investigations in which different provinces are

linked together, has failed to yield any real assistance in such matters. In England, from the comparatively small area of investigation, the much less use of the Post for the conveyance of valuables and the high detective ability there available, the question of postal investigation is necessarily much simplified. Yet in England there has long existed a special agency for the purpose, and the object of the experiment above referred to was to test the feasibility of a similar organization in this country. The plan was tried in the Punjab, and the result of this experiment led to the organization of effective measures for putting a stop to the crime which no doubt prevails, to a large extent, among certain classes of Post Office employees, who, perhaps, more than any other Government employees of a like grade, are subjected to temptation in their daily work by handling articles of enormous value.

The success of that experiment led to the transfer of Mr. Turton Smith of the Punjab Police to the office of the Director General for a term of three years, his duty being "to collect, examine, and collate the various complaints of missing covers arriving from all parts of the country, to work out therefrom the probabilities of delinquency against each office, to direct and guide the investigation in all important cases, working partly through the Police, partly through ordinary departmental channels, partly through picked officers of the department who are known to possess special detective qualifications, and partly also by direct personal investigation. Mr. Smith was invested with the necessary Police powers, and the various local Governments were requested to give him such occasional assistance as might be necessary. An extensive field for the utilisation of his professional services at once presented itself. A very remarkable case occurred in which Hoondies were abstracted from a posted letter addressed to Bombay. Mr. Turton Smith at once proceeded to the spot and a patient series of investigation, extending over several months, revealed a complex net-work of cases of cheating by personation supported by forgeries,

the work of skilled gangs of dishonest men, with the connivance of such Post-office officials. The area of this fraud was not confined to the Bombay Presidency alone, but spread to the N. W. Provinces, to central India, and also to Madras, and its victims were mainly native bankers and merchants. It cannot be undertaken within moderate compass to give even a brief sketch of the many and intricate cases referred to, and it will suffice to state therefore that they were traced back so far as August 1870, that they contemplated the illicit acquisition of property aggregating in value Rs. 96,300, and that the sum of Rs. 37,000 was actually fraudulently obtained by numbers of the gangs within the period specified. Seven prosecutions were instituted, referring to sixteen distinct offences and including eighteen accused persons; and convictions were obtained against eleven of these persons, the remaining seven being acquitted. The convictions included six life-sentences, of which one was commuted on account of assistance rendered to the prosecution, one of the life-sentences was against a Postal official, another was punished by three years imprisonment, and three more servants of the department having been acquitted by the Court, were dismissed and precluded from further service under Government. Ten persons including two postal officials absconded to avoid being brought to trial.

Another subject of some importance occupied attention during 1871-72, the object being to devise some simpler system of taking security from the various employees of the department. Upwards of 10,000 persons employed in the department have to furnish security for the faithful discharge of their duties and in the case of the majority of such employees it is impossible to furnish it in the form of deposits of cash or Government Paper. In 1868-69, endeavours had been made to meet the increasing difficulty under this head, a principal feature of the arrangement being the recognition of the Security Bonds of the European Assurance Guarantee Society. But the very high rates of premium demanded by that society, even under an arrange-



ment which they regarded as a special concession to the Post Office Department, were felt to be a real hardship, while, as regards, the lower grades of employees, these terms placed this mode of furnishing security practically beyond their reach. It was further felt that, however useful the system of assurance through societies of this kind might be in England, where the societies were able to take real and effective cognisance of the characters of those for whose honesty they became responsible, thus materially aiding the Government in avoiding the employment of doubtful characters, this collateral benefit was wholly wanting in India, where a company with its head-quarters in Calcutta, and with no local agency or connection sufficient to provide it with any real knowledge of persons seeking employment throughout the length and breadth of the country, could in fact do nothing more than accept a pecuniary responsibility on behalf of persons entirely beyond the range of its cognisance, and protect itself from an indefinite risk by an exorbitant rate of premium. The question of substituting a system of departmental mutual assurance had already been under consideration when in August 1871, the news arrived of the collapse of the European Assurance Guarantee Society with which the arrangements above described had been made. A provisional system of mutual assurance among those of the departmental employees who had given bonds of the defunct Society was at once organized, steps being at the same time taken for placing this system on a footing which would make it applicable to the wants of the department generally and would avoid the excessive tax to which its employees had been previously subjected.

It has now been determined to substitute for security,—subscription in the shape of trifling deductions from salary of Peons and other servants attached to non-pensionable grades, who, instead of being subjected to the heavy assessment of Rs.6 per annum, the minimum charge of the late European Guarantee Society, only pay the sum of eight annas each half yearly ; and the contributions of no member of the department can exceed Rs 2 per annum. Arrangements have been made for the return, in certain cases,

to a subscriber of the unexpended portion of his contributions, and suitable provision has been made in the rules against surplus accumulation.

For some years past Mr. Monteath felt the growing necessity for a large amount of radical change in the system under which Post Office work is performed, with special reference to the immense development of the Department within the last few years, and the need which this development has made apparent of avoiding all superfluous work and useless complexity of accounts and forms, so as to secure the concentration of all available time and energy upon what may be called the substantive work of the department. To effect this it was necessary to make a most minute investigation of every one of the multifarious duties performed by each of the numerous classes of establishment in a huge department, and this was a work which could not be performed piece-meal, for the various duties are so linked together that a change cannot be introduced in one without simultaneous changes of the whole structure of Post Office work. Availing himself of the information obtained from the English Post Office, and carefully weighing the various differences of the requirements of the last two centuries Mr. Monteath commenced in the year 1871-72 the task of revising *ab initio* the entire system of Post Office work. The task was completed only recently, and the new system, which has been embodied in a revised Post Office manual introduced at the commencement of the year 1872-73.

The statements of the Indian Post Office are based entirely upon the receipts of the department from private correspondence only. The object is to shew that, so far as the elasticity of a revenue, derived from payments made by the people for the benefit received in return, can be regarded as a test, the Indian Post office has good right to lay claims to a steady and rapid growth of public confidence. Unusual difficulties, arising from the great variety of language, the defective state of road-communication, and the necessity of drawing its establishment from a

comparatively ill-educated community, have beset the progress of Indian Post Office ; but in spite of all these difficulties, the progress has hitherto been great and gives good promise of continuing in future years even in an increasing ratio.

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### CORRESPONDENCE.

The operation of the Postal department shews even more than the normal state of progress. Experience proves that correspondence is on the increase. The total number of letters and newspapers which in 1870-71 was 83,868,397 and in 1871-72 increased to 87,476,768, was 91,055,190 in the year 1872-73 and rose to 107,293,828 in 1873-74. The numbers of newspapers sent by post rose from 6,840, 120 in 1871-72 to 7,928,092 in 1872-73 and 8,762,200 in 1873-74 ; and that of books and patterns rose from 1,409,329 to 1,448,723 in 1872-73 but fell to 1,336,363 in 1874-74 ; and it was expected that there would be a slight decrease in these latter owing to the recent junctions of the great lines of Railway.

There is a fair increase under the head of letters of about  $3\frac{1}{2}$  per cent. during the year 1872-73, and a very large increase (nearly 16 per cent) of newspapers. This year is the first complete year for comparative returns since the reduction by one half in October 1871 of the charge for Registered Newspapers ; and it is satisfactory to find how soon the charge has been followed by an increase in respect to this class of correspondence far greater than has ever yet been recorded. Under Government orders the Post Office refrains from carrying parcels between places connected by Rail, where proper arrangements for their receipt and delivery have been made by the Railway authorities ; and as Railway extensions occur, this order operates more and more in restricting the Parcel traffic of the department ; it has led this year to the decrease which will be detailed under the head of Parcels. There is a small increase of  $2\frac{3}{4}$  per cent of books and patterns.

The most striking features of the year 1873-74 are (1) the unusually large expansion of letters and (2) the fall under the head of books and patterns (now called packets), a class of correspondence which for many years has been steadily augmenting. Although the increase in the estimated number of letters received for delivery is largely attributable to natural growth of correspondence, it can also to a great extent be explained by the operation of the new official correspondence rules which practically caused the transmission by letter post of all service covers not exceeding ten *tolas* in weight and their consequent transfer from the head of banghy-post to that of letter-post. The decline in the number of packets is entirely due to this cause. Notwithstanding the accession of Overland Parcel and the reduction in the rate of charge on inland parcels, the number of parcels transmitted through the post still continues, as in past years, to fall. Signs of a reaction are however already apparent and it is probable that future years will shew a substantial expansion in this class of business.

The correspondence with the United Kingdom increased from 2,607,063 letters and 1,862,176 newspapers in 1870-71 to 2,754,759 letters and 1,973,745 newspapers in 1871-72 and 3,458,056 letters and 1,974,830 newspapers in 1872-73. Thus while India sends to England almost as many letters as she receives from her, she receives more than four times as many newspapers as she sends. The much larger proportion of newspapers to letters in the correspondence with the United Kingdom than with the internal correspondence of the country is also noticeable. It is a curious fact, in connection with the Overland correspondence, that India sends a much larger proportion of her letters via Brindisi than England, thus shewing either a much greater value set by India on quick transmission, or, (which is more probable) a much less regard to economy of transmission.

*The following is an abstract of correspondence returns of the last 12 years:—*

	1862-63	1864-65	1866-67	1868-69	1870-71	1872-73	1873-74
Letters ... ..	44,246,073	51,069,317	58,971,291	68,891,232	77,303,074	83,127,098	98,531,628
Newspapers ...	4,558,581	4,917,329	5,264,066	5,773,585	6,565,323	7,928,092	8,762,200
Parcels ... ..	556,276	591,094	613,988	699,206	694,237	653,401	605,312
Books and patterns	341,454	391,208	440,699	623,594	1,127,189	1,448,723	1,336,363
<b>Total ...</b>	<b>49,702,384</b>	<b>56,968,948</b>	<b>65,290,644</b>	<b>75,987,617</b>	<b>85,689,823</b>	<b>93,157,314</b>	<b>109,235,503</b>

*A more detailed analysis of the letter returns is given below, from which it is satisfactory to find that the rate of increase of paid letters is greater than that of unpaid :—*

	1862-63	1864-65	1866-67	1868-69	1870-71 including service.	1872-73 including service.	1873-74 including service.
Paid ... ..	19,270,039	21,970,586	28,258,129	38,904,155	48,432,295	52,080,653	66,337,653
Unpaid ... ..	15,378,296	18,459,573	21,587,749	24,612,666	27,284,923	29,205,293	29,963,258
Service ... ..	8,950,575	9,722,684	7,928,412	4,017,709	..	..	..
Registered ...	647,163	916,474	1,197,001	1,356,702	1,585,856	1,841,152	2,230,819
Total ...	44,246,073	51,069,317	58,971,291	68,891,232	77,303,074	83,127,098	98,531,628

*The correspondence received during the last 12 years was disposed of as shewn in the following statement:—*

	1862-63	1864-65	1866-67	1868-69	1870-71	1872-73
Directly delivered ... ..	37,220,701	43,537,069	50,032,735	56,258,994	62,574,164	66,482,313
Retained for Reissue ... ..	7,025,372	7,532,248	8,938,556	12,632,238	14,728,910	16,644,785
Total ... ..	44,246,073	51,069,317	58,971,291	68,891,232	77,303,910	83,127,098
Detail of Reissue						
Sent to District Post Office ...	4,061,191	4,613,347	4,431,610	4,698,361	4,320,894	4,151,168
Sent to Dead Letter Office ...	1,067,824	1,600,786	1,611,910	2,065,134	2,264,489	2,519,892
In Deposit or Redirected ...	1,893,357	1,208,115	2,894,976	5,868,134	8,147,527	9,973,425
Total of Reissue ... ..	7,025,372	7,532,248	8,938,556	12,632,238	14,728,710	16,644,785

*The correspondence received in 1873-74 was disposed of as detailed in the following abstract:—*

Given to post office peons or delivered from the window	85,230,483
Sent for delivery to branch post offices ... ..	17,065,664
Ditto ditto the district post ... ..	3,651,176
Given for delivery to rural messengers ... ..	3,227,900
	<hr/>
Total ...	106,235,503
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*Registered letters.*—It is not a matter of surprise, that the number of Registered Letters has increased, and is increasing, so much, when it is borne in mind that the fee has been reduced from 8 to 4 annas. The former fee, in addition to heavy inland postage, was almost prohibitory. A single letter can now be prepaid and registered for 4½ annas, to any part of India, which, under the former rates of postage, could not have been done under a Rupee. The fee of 4 annas is the equivalent of the fee of six pence, fixed by the English Post Office for registering a letter. In England, France, and America, registered letters have increased immensely, and are still increasing. The French Post Office appears to have advanced a step beyond the English Post Office, by establishing a Department for *ensuring* the transmission and delivery of registered letters of value. It is obvious that such an arrangement necessitates (in order to prevent fraudulent claims) measures for ascertaining that the contents are really what the senders describe, and the levying of a charge increasing with, or proportionate to, the risk.

There is one point which ought especially to be adverted to as affecting seriously the efficiency of the Department in India and that is, the great and growing use made of the Post Office as a means of transmitting Currency-notes. Ever since the introduction of the Currency-note system, this practice has been on the increase, and with it there has been placed in the way of the Post Office establishments a strong temptation to dishonesty ; for the public too frequently neglect the precaution of sending only



half notes, and awaiting an acknowledgement for transmitting the other halves, or of registering the letters, or even of placing the currency notes in good substantial covers. The fact that the tampering with covers in transit by post extends not merely to covers containing whole Currency-notes but to covers containing half notes as well as to those which may be supposed to contain notes, shows how necessary it is to take some remedial steps both for the security of the mails and for the avoidance of the temptation tending so much to the demoralization of the Post Office establishments. Since the close of the year 1867-68 proposition was made for the adoption of the English system of compulsory registration in respect of covers containing coin or currency notes, all such covers which may be dropped in to the Letter Box without registration being registered and charged with a double registration fee on delivery. Perhaps also, when increased limits of weight are allowed for the several rates of letter postage, the native public may take more generally to the use of substantial and less transparent kind of paper. One cannot be sanguine of this result, for so long as thin flimsy paper can be purchased at less cost, it will continue to be used to a large extent by the native public in preference to thick paper; but if the increased limits of weight have the effect of inducing, though gradually, a more general use of thick paper, it will be a great benefit to the Post Office.

In France the posting of an *unregistered* letter containing money or other valuable articles is treated as a *penal* offence. By the London Post Office, when an unregistered letter is found to contain coin or other valuable articles, it is selected from the mass of letters, treated as a registered letter and subjected to a double registration fee. Towards the close of the year 1868-69 the registration of letters containing coins or currency notes was made compulsory, in Indian Post Office in imitation of the similar rule in the English Post Office, which had been found to operate very beneficially. The rule may be very efficacious in as much as it might prevent one of the greatest draw-backs

to the efficiency of the Indian Post Office which has hitherto been found in the temptation placed before its subordinates by the common habit of enclosing currency notes in unregistered covers. Provision was also made for the safe transit of such letters and for affording the means of more prompt investigation in cases of apparent tampering. This compulsory system greatly increased the number of Registered letters. But by the Government order No. 1445 Dated 28th February 1873, letters should be registered only at the window. Letters found in the Letter Box marked *registered*, even though fully prepaid, will be forwarded as ordinary letters. Packets cannot be registered, but they may be forwarded as parcels, and parcel postage paid or charged on them. The rule making registration compulsory in respect of letters containing coin and currency notes was extended to letters containing postage stamps, cheques and hundees: by a subsequent modification, this rule applies to the latter class of articles only where, from insufficient protection or otherwise, the nature of the contents is manifest.

A still higher rate of Registered letters during the year 1872-73 was consequent on the orders of Government extending the scope of compulsory registration and on the introduction of five rupee currency notes. It is a remarkable fact that the issue of five rupee currency notes in July 1872 was almost immediately followed by an influx of Registered correspondence so large as embarrassed the Travelling Post office work on the East Indian line of Railway.

Great delay has heretofore taken place in tracing the loss or damage to Parcels or Packets or any article in transit through the Post Office, especially when the loss or damage had to be traced through more than one Presidency or division of the Post Office. This defect in the working of the Post Office has now been remedied by the issue of rules regarding the despatch, receipt and disposal of Telegraph of Inquiry. There are few persons not connected with the Post Office who are aware of the fact that *the posting of an unregistered letter cannot any more*

*be proved than the despatch or delivery*, and consequently that an enquiry instituted to trace the loss of one cannot but be far from satisfactory,—hence not a few of the complaints that appear in the newspapers. The public do not seem to be generally aware that by Section 49 of the Postal Act, Government is not responsible for, and does not guarantee, the safety of a Registered letter, and that registration simply makes a letter more secure by rendering it practicable to trace it from one official to another. But the rules relating to Registered letters, will almost ensure the safety of such letters, provided the public adopt the precautions indicated therein and *always seal them with wax*.

*Bearing letters*.—It is to be observed that the rate of increase of unpaid correspondence continues to be more rapid than that of paid. More than one third of the letters are unpaid or sent bearing ; or if the service letters be separated from private letters, one half of the total private letters are so forwarded, and that notwithstanding the increased facilities for postal communications and the increased care and vigilance now exercised by the department, the tendency is to an increase in “bearing” letters. Mr. Monteath had correctly imputed this result, which has been apparent for several years, to the gradual supercession of the District Post (in which prepayment is compulsory) by the Imperial Post, and to the more rapid increase of native than European correspondence. Letters addressed in English are usually directed to persons whose residence is known, and can be delivered without much difficulty. It is also a well known fact that native correspondence contains a much larger proportion of unpaid cover than European correspondence.

The task of delivering native correspondence is beset with difficulties which do not embarrass Post Offices of other countries and which ought to be considered when the short-comings of the Indian Post Office in this respect are criticised. In the United States of America, no attempt is made to deliver letters from house to house. In Great Britain the population is station-

ary, every house in a town is numbered, and every street named, the great majority of directions are precise and intelligible, there is but one language, and the letter-carriers know every house and almost every individual in their respective beats.

In India letters are posted in more than twenty different languages and written in as many characters; houses are not numbered; the addresses on letters are often illegible and generally imperfect, and the letter-writing population is not a stationary one. Under such difficulties it would not be a matter of surprise if the most intelligent and laborious letter-carrier often failed to deliver the letters entrusted to him for delivery; the temptation to destroy a paid letter is often very great.

It is well known, that an addressee of an unpaid letter can refuse to receive it and the sender can secure himself from discovery; it is therefore we believe that the senders sometimes write on the out side of an unpaid letter the intelligence which it is intended to convey. The letter on delivery is refused by the addressee, and it is generally practically impossible to recover the postage from the sender. This fraudulent use of the permission to send unpaid letters affords an argument in favor of the enforcement of compulsory prepayment of postage, which would have great force if it were not counterbalanced by other considerations which seem to be of greater weight.

There is no doubt that the practice of sending unpaid letters is sometimes used for the purpose of conveying intelligence without payment of postage; but, undoubtedly, in the majority of cases, letters are sent unpaid because the sender thinks that an unpaid letter is more certain of reaching its destination than a paid one: the double postage (one anna) is paid as a kind of registration fee. The posting of unpaid letters is almost entirely confined to the native population, and may, in some degree, but certainly not wholly, be attributed to distrust in the Post Office. By the natives it is commonly believed, and not without reason, that an unpaid letter is more secure, and more speedily delivered, than a paid one. This will not appear strange when

it is recollected that the former must be delivered or be brought back to the Post Office as the postage must be accounted for by the postmen. The additional postage on "bearing letters" fully defrays the cost of the additional trouble which is caused by unpaid letters, and until it is possible to confine the directions on letters to two or three languages and greatly to improve the machinery of delivery, the number of unpaid letters will continue to increase more rapidly than the number of paid ones.

Prepayment, no doubt for obvious reasons, lessens the chance of security, not only *before*, but also *after*, letters are posted. But the chief cause of insecurity is the difficulty of ensuring delivery by the native post-men, as, if inclined, they may, and no doubt from interested motives, occasionally delay the *delivery* of paid letters, or from sheer indolence altogether fail to deliver them. As the postmen perform the chief part of their work out of sight of the Postmaster, it is difficult to watch or control them. They know well that their countrymen seldom or never make complaints, and that in the event of enquiry being made, the posting, despatch, transit receipt, or delivery of an ordinary or an unregistered letter can seldom or never be proved.

*Newspapers.*—During the year 1871-72 there had been no marked increase in the number of newspapers, although for half of this year the postage chargeable on them was reduced to half the previous rate. Mr. Monteath rightly thought that no great increase either in number or in circulation could have been expected in the first six months, and such increase as did actually take place, had probably been neutralized in the statistical returns by the exclusion therefrom of a large number of trade circulars and such like, which, in the absence of a system of registration of periodical publication, were formerly allowed to pass as newspapers. Such articles have, therefore fallen under the more appropriate head of book-post, thus accounting partly for the unusual increase in this class. The newspapers commenced to be registered under the new rules, since 1st October 1871.

At the close of the year 1871-72 there were in all 430 Registered Newspapers in India ; during the next year 48 fresh Newspapers were registered, thus raising the number to 478 and during the year 1873-74, 135 fresh papers were received and 59 discontinued, leaving on the 31st March 1874 a net total of 554 of which 298 are published in vernacular languages, 83 in English and Vernacular, and the remainder 173 in English.

The following analysis exhibits their distribution in the several postal circles:—

Postal Circles.	1871-72				1872-73				1873-74			
	English.	Verna- cular.	English and Verna- cular.	Total.	English.	Verna- cular.	English and Verna- cular.	Total.	English.	Verna- cular.	English and Verna- cular.	Total.
Bengal ... ..	37	48	6	91	35	59	5	99	51	92	14	157
Madras ... ..	36	18	28	82	36	26	22	84	33	26	32	91
Bombay ... ..	30	63	21	114	34	62	22	118	39	67	20	126
North Western Provinces.	7	53	6	66	10	58	5	73	14	58	7	79
Punjab ... ..	10	23	„	33	10	30	1	41	8	31	1	40
Central Provinces and Berars.	2	3	2	7	14	5	„	19	3	3	3	9
Oudh ... ..	4	8	1	13	3	4	2	9	14	2	„	16
British Burmah ...	7	2	„	9	9	3	1	13	8	3	1	12
Siende ... ..	8	3	1	12	5	6	8	19	3	14	4	21
Rajpootana ... ..	„	2	1	3	„	2	1	3	„	2	1	3
Total ... ..	141	223	66	430	156	255	67	478	173	298	83	554

The multiplication even of the worst description of native Newspapers is necessarily attended with a certain beneficial influence and must tend in some measure to form public opinion. How far the opinions of the press can be regarded as a criterion of the views of the masses may roughly be judged by the following calculation. Assuming that each of the 478 Newspapers registered in India attains an average circulation of 700, and that each individual paper is read by 10 persons. It follows that 3,346,000 people obtain intelligence of some sort through the public press. But the population of British India, as given in the Statesman's Year Book for 1873, stands at 190,277,654, so that 186,931,654 persons never see a Newspaper at all. In other words, the Newspaper circulation of India as now developed has not reached even two per cent of the population of the country.

*Book-post.*—The gradual increase in the number of book packets is very large. This result is doubtless owing to the fact that under the Postal Act of 1866, the previously existing restrictions, respecting the articles which might be sent by book post, were removed. The new official correspondence rules led to a less extravagant use of the post by Government officials, who began to transmit by the most economical, though less expeditious book-post, bulky service articles which used formerly to cumber the letter-post.

*Parcels.*—The gradual falling off in the number of parcels is attributed to Railway extension coupled with the junction of the great lines in the three Presidencies of India, and the facility thus offered for the transmission of booking parcels which could formerly be sent only through the Post Office. So long as gaps existed on the arterial Railway lines of this country, the Post Office was resorted to by the public as a convenient agency for the carriage of parcels but now that continuous Railway communication exists between all the chief towns in India, the high single rate, irrespective of distance, charged by the Post Office can hardly compete successfully with the cheaper rates, varying with dis-



tances actually traversed imposed by the Railway. The Post-Office has thus lost and must continue to lose a considerable portion of its parcel traffic. The Post Office does not convey parcels, except such as may be sent on Public Service, between places connected by Railway where the Railway authorities may have intimated their readiness to undertake the conveyance and delivery of them.

We have alluded to the commencement, with effect from the 1st March 1874, of the *Overland parcel post*, a system under which parcels can be exchanged between Great Britain and India through the agency of the Peninsular and Oriental Company on the one side and the Indian Post Office on the other. The British Post Office has no concern with the arrangement. The number of parcels received by each Mail has averaged 256 against 165 despatched, India having thus sent about two parcels for every three received. The revenue derived by the Indian Post Office from this source has averaged Rs. 3,609 per mensem.

The following statement shows the estimated number of letters and newspapers sent to and received from the United Kingdom both by the Southampton and Brindisi routes. It includes not merely correspondence with England itself, but also transit correspondence, i. e., the correspondence between India and other countries the route for which lies through England :—

Detail of correspondence with the United Kingdom			
	Route.	Estimated aggregate number of letters.	Estimated aggregate number of Newspapers.
Despatched from India to the United Kingdom.	Via Southampton	508,240	78,868
	Via Brindisi ...	1,495,176	295,740
Received in India from the United Kingdom.	Via Southampton	419,634	508,292
	Via Brindisi ...	1,196,082	1,102,120
	1873-74 ... ..	3,619,132	1,985,020
Total ...	{ 1872-73 ... ..	3,458,056	1,974,830
	{ 1871-72 ... ..	2,754,759	1,973,745

The increase, as compared with 1871-72, respecting letters, is in a large measure due to the inclusion in the returns of the year 1871-72 of what is termed transit correspondence, i. e. correspondence between India and those countries the route to which lies through England. Notwithstanding the exclusion of transit correspondence, no appreciable increase has occurred under the head of Newspapers. This is the consequence, not of a diminished influx of newspapers from Europe, but of the more extended use of Indian agencies for their distribution. The adverse rates of exchange in the money market drive the public

to vendors in this country, who by packing newspapers together get them out at reduced rates by Bookpost and in other ways, and thus render purchase in India more economical to individuals than direct dealings with England. The most striking point connected with the details of the figures given above is the larger use of the Brindisi route for correspondence coming from England; in 1871-72 only 65 per cent. of the overland letters from England travelled *via* Brindisi, while in the year 1872-73 the proportion rose to 77 per cent. The proportion of newspapers sent from United Kingdom *via* England has risen from 56 to 67 per cent., and that sent by India from 77 to 84 per cent. The adoption of the Brindisi—French route through the Mont Cennies Tunnel, whereby a saving of two days occurred in the transit of overland mails between England and India, doubtless accounts for the increasing popularity of the Italian route in respect to correspondence. Of the total number of newspapers received in India from England, rather more than half travelled by the Brindisi route. More than three fourths of the entire correspondence (letters and newspapers) from India to England is sent *via* Brindisi.

As compared with the previous year, there was an increase of letters to the extent of 31 per cent. in 1873-74, together with a small increase of half per cent. under the head of newspapers. Great Britain sent 69 per cent. of its Indian letters and newspapers *via* Brindisi, while India forwarded three fourths of these classes of correspondence by that route.

The marginal abstract contains interesting statistics in respect to the total number of letters sent in 1873-74 by each of the principal routes used for the exchange of foreign mails with India.

		Sent from and received in India.		
{	By British Packet	Letters exchanged <i>via</i> Italy ...	115,110	It should be explained that the routes called <i>via</i> Italy <i>via</i> Trieste, and <i>via</i> France exhibit only the correspondence exchanged with Foreign Europe to the exclusion of that sent to or received from
		Letters exchanged <i>via</i> France ...	76,162	
		Letters exchanged <i>via</i> Trieste ...	19,604	
		Letters exchanged with Gibraltar,		
		Malta, & Ports east of Suez ...	365,517	
	Letters exchanged by French Packets of the Indo-China Line ...	12,896		
	Total	589,289		

Great Britain. The ports described as east of Suez include Ceylon, Penang, Singapore, Hong-Kong, Japan, Shanghai, Australia, New Zeland and other miscellaneous places. Of the three routes for Foreign Europe, the Italian is, as might be expected, the most popular; next in order comes the French route, and lastly that *via* Trieste. If to the totals given above be added the gross number of letters exchanged with Great Britain, the Foreign correspondence of India i. e. the number of Foreign letters received and despatched in the year, 1872-73 will stand at 3,900,908. Of this as much as 88½ per cent. travels to or through England; of the remaining 11½ per cent. more than half is composed mainly of the correspondence with British possessions in Asia and Australia and the Mediterranean with China and Japan. The Italian route absorbs about 2½ per cent. of the whole correspondence, the French route nearly 2 per cent., and the Trieste route and the Indo-China Line and French Packets each carry about half percent.

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### DEAD LETTER OFFICE.

The speedy conveyance and delivery of letters is the main object of the Post Office. The Dead Letter Office, by showing the number of undelivered letters, may be accepted as a fair index of efficiency of the Department, and the degree of success attending the exertion of each Post Master. The Post Master who has heart in his work spares no exertion in effecting the delivery of letters promptly and safely, and points to the absence of complaints from the public and the small number of letters sent by him to the Dead Letter Office as evidence of his official qualifications.

Attention has been directed to the working of the Dead Letter Offices attached to the several postal circles, and the result is the conviction that, while considerable improvement has been effected, much more remains to be yet done. The efficient performance of the work of these offices is of vital importance to

the public, and, if placed on a more efficient footing, they would form one of the best means available to a Post Master General of knowing the working of almost every office in his circle. There is an inveterate habit among Subordinate Postmasters and Deputy Postmasters of getting rid of covers which they cannot deliver by sending them off to other Post Offices without any sufficient grounds for redirection, and in this way quantities of undelivered letters keep floating about from office to office until at last they reach the Dead Letter Department. In that office they were formerly too often disposed of in a routine fashion, little care being bestowed on the important object of finding out the addressee, and hardly any attempt perhaps being made to discover and report the shortcomings of the various offices through which they passed. Again in some Dead Letter Offices attention is rather directed to the exhibition of good statistical returns than to the honest performance of the important work entrusted to them. In India, perhaps more than in other countries, the work of Dead Letter Offices is surrounded with exceptional difficulties. With a European population the bulk of whom are constantly changing their residences, and too frequently leaving their revised addresses to be ascertained by the Post Office from, at best, imperfect sources,—with a people of so many different tongues and writing in some thirty different characters,—and with a pernicious habit among the great bulk of the native population of writing the most complicated addresses, including strings of names, titles, compliments, routes, presidencies, provinces, districts, villages &c., all compressed within the small space available on the outside of a minutely folded letter,—with all these special circumstances, it cannot be wondered at, that the duties of an Indian Dead Letter Office are unusually difficult and highly important.

The causes which chiefly lead to letters being unclaimed are the following :—

1—Letters are frequently posted with simply the name of the addressee, without any further designation.

2—In addition to the name of the addressee, letters are often found simply with the name of an unknown village or district.

3—Letters are occasionally posted by Europeans, as well as by natives, without any address at all.

4—Letters are posted without the name of the sender inside or outside of the place of residence.

5—Letters are often posted with the Christian and without the surname and residence of the addressee, and when the addressee is not found, they cannot, when opened, be returned to the sender.

6—Letters are frequently refused, particularly by natives, when bearing *postage*, simply because the substance of the contents is often written outside. Many such letters are not meant to be received by the addressee, and when the sender's name is omitted outside as well as inside, they cannot be returned to the sender.

7—Many letters are so illegibly addressed, that the handwriting cannot be deciphered.

8—Letters again are addressed in language or character, which cannot be read by any one where they are posted. This will be more fully understood when it is borne in mind, that throughout the British territories in India there are the following 18 different languages, each having a separate, and some of them varieties of character :—

1. Bengallee	7. Oorya	13. Cannore
2. Persian	8. Arabic	14. Malayalum
3. Hindustanee	9. Malaya	15. Maharattee
4. Nagree	10. Chinese	16. Guzratee
5. Mohajunee	11. Telugu	17. Scindee
6. Burmese	12. Tamul	18. Cingalee.

The Post Master General of the N. W. Provinces has compiled, from the material there available, an interesting collection of specimens of the different characters in which Indian languages are expressed. These characters, including the various combina-

tions which for all practical purposes are separate characters, number no less than 31.

The functions of a Dead Letter Office are two-fold:—First, in its character of an inquiry office, it deals with and disposes of covers, the delivery of which it is possible to accomplish by changing or adding further particulars to the address. Secondly, in its character of a Dead Letter Office, under Sec. 29 of the Post Office Act, it deals with covers the addressees of which cannot be found, or which have been refused delivery, and which it becomes necessary to return to the senders, information regarding their address being found on the covers, or obtained by opening them. Lastly, it is the receptacle, or deposit office, of those dead covers of which neither the addressee nor the sender can be found.

During the year 1872-73, the Director-General of the Post-Office of India reported to Government the difficulties and importance of the Dead Letter Office in view to the entertainment of more effective establishments on a better scale of pay. The sanction of Government having been received the Dead Letter Offices were all revised with effect from the 1st April 1873.

A Dead Letter Office is established at the head quarter station of the circles noted below, and is under the direct control and supervision of the Post Masters General. The duties of a Dead Letter Office are performed by Superintendent assisted by clerks, the Superintendent being responsible to the Post Master General for the entire work of the office in every detail. There are Dead Letter Offices at :—

Calcutta for Bengal

Agra for the N. W. Provinces

Bombay for Bombay

Madras for Madras

Lahore for the Punjab

Nagpore for the Central Provinces

Kurrachee for Scinde

Lucknow for Oude.

N. B. The Dead Letters of the Burmah circle are sent partly to the Calcutta Dead Letter Office and partly to that at Madras. Those of the Rajpootana circle are sent to the Agra Dead Letter Office.

There is also an Enquiry Office at Allahabad in connection with the Railway Travelling Post Office, the object being to provide for a careful examination of letters which could not be readily disposed of by the travelling establishment prior to sending them to the Dead Letter Office of the circle. From the working of these offices it is encouraging to know that the proportion of covers returned to the senders continues to increase. Of the whole number of covers received in all the Dead Letter Offices in India, about 5 per cent. were imperfectly addressed, illegibly addressed, or wholly without address. The officiating Post Master General of the N. W. Provinces has reported, that two-thirds of the letters sent to his office cannot be disposed of, on account of their being incorrectly and incompletely addressed. It may be here observed that by the Annual Report of 1854-55 on the Post Office in the United States of America, the number of unclaimed letters, was 5 millions and a quarter; and according to the report by Post Master General in England, between 7 and 8 thousands letters were posted there without any address that year. It may be assumed that the number of chargeable unclaimed and refused letters that remained undisposed of in 1855-56 was about 333,898 in the Post Office in India.

Too much attention cannot be paid to the unclaimed and refused letter department:—It is so to speak, the index of the Post Office; and if not promptly and vigilantly supervised, many irregularities might be practised with impunity. Important facts have been elicited by this analysis, which, when sifted, will be the means of revealing the weak points of the Post Office.

The proportion of covers returned to the senders continues to increase. Notwithstanding this improvement in the working of the Dead Letter Offices, there is much improvement still to be looked for. As a rule, letters that cannot be delivered are



sent for disposal at the Dead Letter Office of the Postal circle in which they were posted, that being the locality where the language and character are most likely to be understood. The Province of Scinde, including the Offices in the Persian Gulf and Turkish Arabia, gave rise to a number of letters written in languages or dialects (such as Scindee and Hebrew) which could not be satisfactorily disposed of in either of the neighbouring Dead Letter Offices of Bombay and Lahore. Dead Letter Office-work in India is beset with special difficulties owing to the great variety of character, language and dialect ; but even with these difficulties the results are not as good as they might be.

After the money spent and pains bestowed on this branch of postal work it is the reverse of encouraging to find that more than half the covers which reach the Dead Letter Office have to be destroyed. In India, however, the difficulties which beset Dead Letter Office-work are exceedingly great, if not almost insurmountable. Not only have we a European population constantly on the move, but as has already been said, an enormous native population speaking many languages, writing divers characters and for the most part ill-educated. Many native letters bear no signature at all, others are only initialled : the town of origin is frequently omitted, and the more detailed particulars of the writer's address are but rarely given. The similarity of native names is another serious obstacle to the disposal of a dead-cover. For instance the name " Chuni Lall," written in Shikast Urdu, might also be read as " Jhune Lall" or as " Jainee Lall," as " Jaintee Lall" or as " Jaithee Lall." Again the attempt to trace a " Verasamy" in Bangalore or a " Mahomed Bux" in Delhi would be almost a hopeless task. Add to this that India does not, like European countries, possess a Post Office directory or other similar work of reference by which the addresses of the bulk of the native population can be learnt, and some notion may be formed of the difficulties with which the Dead Letter Office in this country has to contend. Yet this work is of such moment to the public that neither expense nor

*The following is a comparison*

	1862-63	1863-64
Letters returned to senders 1,333,463	408,904	420,45
Letters undisposablc 1,138,753	658,920	883,95
Total 2,472,216	1,067,824	1,304,3

It is satisfactory to notice however that a continuous  
Letter Offices with no addresses or with illegi

*The following is a comparison of the result of working of the Dead Letter Offices in India for the last 10 years :—*

	1862-63	1863-64	1864-65	1865-66	1866-67	1867-68	1868-69	1869-70	1870-71	1871-72	1872-73
Letters returned to senders 1,333,463	408,904	420,453	610,848	605,977	607,055	723,266	880,933	971,405	1,100,086	1,407,249	1,619,642
Letters undisposable 1,138,753	658,920	883,939	1,069,938	1,029,467	1,004,885	1,055,982	1,184,201	1,205,920	1,160,403	1,079,963	900,250
Total 2,472,216	1,067,824	1,304,392	1,680,786	1,635,444	1,611,940	1,779,248	2,065,134	2,177,325	2,260,489	2,487,212	2,519,892

It is satisfactory to notice however that a continually increasing proportion of covers returned to senders. The average number of covers received in the several Dead Letter Offices with no addresses or with illegible addresses, amount to 135,836.



trouble ought to be spared towards its proper performance : these are the views which Mr. Hogg has endeavoured to impress on those charged with the working of the department, but it is right, as he says, that the Government should know how hard it is to obtain the desired efficiency.

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## OFFICIAL CORRESPONDENCE.

The reason for the increase of official correspondence may be summed up thus :—

(a) When the new Post Office Act came into force in 1854, it was anticipated that a large reduction in the number of service covers would follow the prohibition of the franking of Sepoy's Letters. The privilege of franking was, however, a few months afterwards, very much restored, inasmuch as Sepoy's Family Remittances, and all correspondence referring thereto, were permitted to be sent through the Post Office under a frank. Sepoy's letters had always been chiefly confined to their Family Remittances, so that there had not been that reduction in such covers as was anticipated.

(b) During the mutiny, the correspondence of the Madras troops with their wives and families serving in the North Western Provinces, was permitted to be franked. The same privilege was conceded to the Punjab Regiments serving out of their own country, and lately all native troops serving in China had the privilege extended to them.

(c) All letters for European soldiers, of which there is a vast number, *when redirected*, are not charged with postage, and are returned in the accounts of the Post Office as *service covers*.

(d) The increase in the official covers can also be accounted for by attributing it to the increase in the number of Public Departments, as a large number of offices have been established in consequence of the annexation of the Provinces of Nagpore and Oudh, the extension of the Education Department, the formation

of the Civil and Military Finance Commission, and the introduction of the Budget System and the Income tax.

(e) The formation of the Telegraph Department, and its progressive extension have also given rise to a large amount of official correspondence, more especially as a copy of every service message is sent by post, owing to the uncertainty of the communication by Telegraph.

(f) There is a very large increase of official covers by the vast number of officials, Civil and Military, who have to move about in the performance of their duty, especially by those who hold their offices during the hot season in the Sanataria or Hill-stations. The officers conducting their duty in the Hills usually have their head quarters, or offices, in the plains, to which their correspondence is directed, so that in reaching them, the covers have to be redirected or forwarded from, and eventually returned to, the office in the plains. The multiplication of service covers that thus results by each redirected cover being treated as a fresh despatch, is very great.

(g) Amongst the chief causes of the increase in the number of service covers, we have to include the reorganization of the Postal Department in 1854. This has arisen chiefly by the establishment of a large number of new offices and by the appointment of Inspecting Post masters, and to some extent in other ways.

(h) Prior to the Post Office Act of 1854, the working of the Dead Letter Office was almost *nil*. A large and increasing number of unclaimed paid covers are now returned to the senders and as they are sent back under *service* covers, we have an explanation of a considerable increase in the number of service letters.

(i) In 1854 the system of fines in force in the Post Offices of the N. W. Provinces, in checking the missending of letters &c was extended to the other Presidencies. The receipts for missent letters or Packets were returned to the detecting offices under *Service* covers. The missending of covers (a certain

percentage is unavoidable in every Post Office) has increased with the correspondence of the country. The system of fines is no longer in force, as it has been superseded by a more simple one which is equally effective in checking the missending of letters and packets without the disadvantage of burdening the mail by increasing the number of service covers.

The Postal Department has no more means of checking the number, weight or bulk of official correspondence than what originates with itself, but it can, and must, set the example, and as soon as the hearty co-operation of all the departments will have been obtained, there can be no doubt the reduction that is feasible in respect to weight and bulk, will probably be not less than 50 per cent.

Any reduction that can be made in the official correspondence without interfering with efficiency of supervision or control, may be regarded as confined to *weight* and *bulk*, and must rest entirely with the officials empowered with the privilege of franking, but more especially with the heads of departments, as they have the power of checking any abuse of the franking privilege by the facilities possessed by them of comparing the postage incurred by their subordinates, and requiring explanation when it appears excessive with respect to that of others holding similar appointments. In short, the heads of departments may, in the exercise of their discretion, have the official correspondence expanded beyond, or contracted below, the degree necessary for supervision and control.

There can be no reason to think that the privilege of franking is abused, except by inattention to weight and bulk of official correspondence. The imperative necessity of minimising the weight and bulk of official correspondence in India, has not, as far as we are aware, ever been properly or prominently pointed out; when fully recognized, the desired result will doubtless be attained, more especially if those who needlessly burden the mail be held responsible for the postage unnecessarily increased. It is almost incredible that an enormous quantity of enclosures

or annexures unnecessarily is sent through the Post office by all, but chiefly by large offices, especially in the Vernacular Departments. There can be no doubt that there would be no such waste of stationery and clerical labor, if the correspondence of all public offices were conducted on the principles of banking and mercantile firms. That the service of Government would be equally well performed, if a little more than half the quantity of stationery, heretofore allowed for correspondence, be withheld; but in order that such a reform may take effect, the system of correspondence by *docket* on all trivial or less important matters, would have to be introduced throughout India, as has been successfully done in the Punjab.

It is to be observed that the number of service letters continues to increase at a rate far beyond that at which private correspondence increases. During the year 1865-66, the increase had been no less than 17 per cent. The number of official covers sent through Post became in 1865-66 considerably more than double that which passed through the Post Office in 1854. There can be no reasonable doubt that the almost unrestrained license to frank letters on the public service, which was given to so many officials, tended to increase unnecessarily the number and bulk of official despatches. The heads of the several departments did not perhaps take notice of the expense caused by themselves and their subordinates an account of the conveyance of their correspondence. The weight of articles unnecessarily sent through the Post may be reckoned by tons.

During the year 1865-66, the Government of India with the approval of Her Majesty's Secretary of State for India, sanctioned the introduction of the system in force in England under which the postage chargeable on the correspondence of each department appeared as a charge against it. The public accounts had to show the real amount of postage collected through the agency of the Post Office Department, except in respect to local district correspondence which were temporarily excluded from the general scheme. The official postage of India is nominal or *proforma*,



but nevertheless the Post Office is as fully entitled to claim credit for it as for the postage realized on private correspondence sent through the Post Office ; the Office and Road establishments are maintained as much, and not unfrequently more, for official, than private, correspondence. In England, the postage on service letters is paid in cash by each department, so that the credits thereof are real, no portion of them being nominal or *proforma*.

As heads of departments had to keep down the charge against their several departments, a check was put upon the increase of official correspondence when Act XVII of 1854 was passed, as it was generally believed that each public officer would be charged with the postage on all letters franked by him. The result of this was seen in the reduction in the number of official covers posted in 1854. The reduction in Bengal in the month of October 1854 amounted to 54.82 per cent as soon as it was found that the expected change was not made, the number of service letters &c. began rapidly to increase. In the year 1865-66 the number received monthly was upwards of a million.

The Postal Department as has been stated above has no means of checking this evil (this large increase in official correspondence), the power to do so resting entirely with the officials vested with the privilege of franking. This was constantly extended ; and so long as official correspondence was allowed to pass without actual payment of postage, it was not possible to fix any limit to its extension. The only measures which hold out any hope of effectually stopping the continual and rapid increase of official correspondence passing through the Post Office, is the entire abolition of franking, and enforced prepayment of official covers by stamps, to be charged as a contingency of the offices despatching. The system of actual payment having already been introduced in the Electric Telegraph Department, there is no sufficient reason why it should not be enforced with regard to the service covers passing through the Post Office. Officers invested with the power of franking can never be induced to take the necessary steps to restrict within reasonable

limits, the amount and weight of correspondence with which they do not scruple to burden the Post Office Department, until the postage leviable thereon is made to appear as an item in their monthly Contingent Bills. The considerable increase in the number of service letters in 1867-68 arose from the inclusion of service covers prepaid by Service Stamps in the head of "paid.",

Another set of official correspondence rules were introduced in April 1870, the main features of which were the withdrawal of the exemption previously given in respect of official correspondence conveyed by the General Post within the limits of a District and the provision of greater accuracy of accounts. Notwithstanding great obstacles, these rules have, on the whole, worked with considerable success; but they were suspended by another code of rules bringing the Indian system of treating official correspondence in accordance with the English system. The operations of these rules affected materially the income of the Department. The large increase in the official postage and sale of Service Stamps is due partly to the fact, that, prior to 1870-71 the system of bringing official postage to account was incomplete and resulted in a large amount of official postage being omitted from account; it is also partly owing to the inclusion in the accounts of the postage upon what is termed "District Correspondence," *i. e.* official correspondence conveyed by Imperial Post lines within the limits of a District. As regards the increase on account of District Correspondence, it may be remembered that prior to 1866 all official correspondence conveyed by the Imperial Post, whether passing within the limits of a District or otherwise, was included in one general account when calculating the revenue of this Department from official sources. In 1866 the new system of charging official postage was introduced, and, as that system could not readily be applied to official postage on District Correspondence conveyed by the Imperial Post, it was thought better for a time wholly to exclude that correspondence from account. But in April 1870 a scheme was introduced under which all difficulties in the way of bring-

ing District Correspondence to account under the new system were overcome by a provision for the grant of tickets carrying local privileges to officials in the interior of Districts, the postage due on the correspondence conveyed thereunder being included in the postage account kept at the head quarters of the District.

In supercession of the rules published in Financial Notification No 1865 Dated 10th March 1870, the Governor General in Council was pleased to direct the publication of a revised code of rules for the treatment of official correspondence, the provisions of which will apply to all official correspondence posted in India on and after 1st January 1872. With reference to these rules the Governor General in Council was pleased to prescribe that all charges incurred by public officers for Service Postage Stamps must be supported by the receipt of a Treasury Officer or of some other Public Officer authorized to retail Service Stamps, and similarly all charges for postage paid on the covers, whether "Service Bearing" or "On Her Majesty's Service" must be supported by the covers with the amount of the charge marked on them under the initial of the Post Master or Deputy Post Master who received the payment. In connection with these rules it is worth noticing that :—

1st—They apply to all official correspondence posted on or after 1st January 1872.

2nd—The list of privileged officers has been greatly reduced.

3rd—All office not contained in that list must, from 1st January 1872, prepay their covers by Service labels, *except* covers addressed to privileged officers. Such covers may be posted, under frank, without prepayment of postage.

4th—No accounts of official postage are to be kept.

5th—They in no way affect the existing practice with reference to the Departmental Correspondence of the Post Office.

6th—Post Masters and Deputy Post Masters are bound to attest by their initials all charges for postage paid on covers whether a "Service bearing" or "On Her Majesty's Service."

## DISTRICT POST.

The District Post, or as it is sometimes called, the Zemindary Dak, is an institution quite distinct from the Imperial Post. It consists of lines of communication between Police and Revenue Stations in the interior of districts, and is maintained primarily for the purpose of conveying official reports &c. It was originally, and is still in some parts of Madras and Bengal, under the control of the local Judicial or Revenue Authorities, but in other places this control has been transferred to the officers of the Imperial Postal Department. Even in those provinces, however, the transfer is one merely of control, there being no amalgamation of the District and Imperial Posts, and the primary object of the former, *viz.*—the conveyance of official reports and correspondence, is equally kept in view, although the arrangement of course admits of a more free utilization of the District Post for the conveyance of private correspondence. As a general rule, all unpaid and insufficiently paid letters and other articles posted in a District Office are forwarded to the Imperial Post Office at the head quarters of the District for transmission thence to their destination, prepaid articles only being sent direct. Private letters, &c. delivered through the agency of the District Post are subject to a delivery fee of  $\frac{1}{4}$  anna per cover when the delivery is effected otherwise than by rural messengers or ordinary letter-carriers.

One of the most obvious and necessary measures for extending the usefulness of the Post Office, and improving its resources, is to make the Zemindary Daks (maintained formerly under section 10, Regulation XX of 1817, for the conveyance of official correspondence between the Magistrates and their subordinate police), available for the private correspondence of the community.

The Zemindary Daks are maintained by the Zemindars; and it was deeply and naturally felt as a hardship that they and their dependants, and the public in general, were precluded entirely from making use of these Daks for their private correspondence

even on payment of the customary postage, although the runners never had a full load to carry, and the public correspondence would not in the least degree be impeded if they had to carry private letters besides.

The law requires the Zemindars to keep up the necessary number of runners to carry the public despatches between the Thannahs, and from the Thannahs to the magistrate's Court, and render them liable to fine if they fail to do so. But this system was found to work extremely ill, to remedy which the Zemindars resigned the management of the District Daks and agreed to a fixed assessment, for the purpose of maintaining the necessary establishment of runners under the Magistrate's control.

In the North-Western Provinces, where the law for maintaining the District or Zemindary Daks was the same as was in Bengal, these Daks were thrown open for the transit of private correspondence in 1838, but they were not put on a proper footing, nor was the fact of their being so available made generally known until 1846. In Madras and Bombay also, these Daks had for some years been open to the public, which were maintained at the expense of Government. It was proposed by Mr. Taylor in 1848 that the plan should be tried experimentally in some of the Districts of Lower Bengal.

The District Post, as has partly been explained before, is designed primarily to provide means of intercommunication between the principal revenue, magisterial and police authorities at the head quarter stations and their subordinates in the interior of the district. In Madras and Bombay it is entirely supported by grants from the imperial revenues; in Bengal it is maintained by a local cess levied for the purpose; in the North-Western Provinces, the Punjab, the Central Provinces and Oude, the cost of the District Dak is defrayed from special local cesses supplemented by contributions from the imperial revenue. These charges upon the imperial revenue for District Dak maintainance have hitherto been regarded as grants for specific establishments; but, with the object of giving local

Governments greater latitude in the disposal of the money, grants were added to the several provincial assignment, with a stipulation that this addition would only be continued so long as it was really required to supplement the local cess income.

The District Post is always managed under the direction of the local Government, sometimes through the Collector and Magistrate or other district officer, sometimes through the Post Master General acting as an Agent for the local Government; this latter system whenever tried has always proved successful, and is therefore gradually superseding the older but less efficient plan. In Bombay, in the North-Western Provinces, the Punjab, Oude, and the Central Provinces, the transfer of District Dak management to the Post Master General or officer exercising the powers of a Post Master General has been complete. Omitting those districts which contain no special District Post organization, the Post Master General of Madras now manages the District Dak in ten districts out of a total of twenty one. The Bengal Postal Circle contains 42 districts, of which 30 have come under the management of the Post Master General, the remaining 12 still resting in the hands of the Magistrate. The transfer of management of the District Post from the Magistrate to the Post Master General was suddenly stopped by order of His Honor the Lieutenant-Governor in the early part of 1872-73, and one effect of the measure is thus described by the Post Master General of Bengal:—

“Of village letter boxes again, a much smaller amount were opened in 1872-73 than in 1871-72, the numbers in the last year being 290, and in the year before 828. This is explained by the fact that in 1871-72, many of the District Daks were made over to the Postal Department, and in these a large number of letter boxes were at once opened, whereas any further transfer of these Daks was stopped in 1871-72 (10th July) by an order of the Government of Bengal.”

There is reason to believe that this order has recently been relaxed; for in October last the Post Master General was direct-

ed by His Honor the Lieutenant-Governor to assume charge of of the Zemindary Dak in the Purneah district.

The District Post is an organization intended to provide for the conveyance of local official despatches and reports in accordance with the requirements of each District. It is maintained primarily, as has been stated before, for the purpose of conveying official correspondence, the expense being met in some parts of the country from the proceeds of a special cess levied for the purpose and in other places by the Government, as a charge on the general revenue of the country. A subordinate object of the District Post is a provision for the collection and distribution of private correspondence in outlying towns and villages. Where the District Post is supported by a local cess, an imperial grant is ordinarily given for the purpose of maintaining establishments, which the local cess revenue would be unable to provide without such aid. These imperial grants were for the maintenance of specific establishments, but it may probably be found convenient hereafter to convert them into additional provincial assignments, thus leaving the local Governments more unfettered in the disposal of the money. In this way the District Post arrangements will become divided into two grand classes viz (1) those supported by local cess revenue with, in most cases, the addition of imperial grants-in-aid, and (2) those supported entirely by imperial grants. Mr. Monteath suggested that in the case of Bombay, which now forms the only province coming under the second of the above mentioned classes, it might be well to obliterate altogether the distinction heretofore existing between Imperial and District Posts, the establishment of the latter being treated as an integral portion of the former. It will of course be impossible to obliterate altogether the distinction in the other cases where a local cess income forms the main support of the District Post. In these provinces, including Bengal, the North-Western Provinces, and Madras, the policy must be, as hithertofore, to place the management of the District Post under the control of the officers of the Imperial

Post, so as to obtain, as far as possible, the advantage and economy of combined control, and avoid the anomalies which necessarily arise under a system of separate organization and management. This object has already been attained in the great bulk of the Bengal districts, in the whole of the North-Western Provinces, the Punjab, the Central Provinces and Oudh, and in five districts of Madras, and will doubtless ere-long be attained in the remaining districts of Bengal and Madras. During the year 1871-72 the transfer of management was carried out in the Punjab and Oudh, the result in both cases giving promise of great additional facilities to the rural population for the transmission of correspondence and of leading to a development which will soon, if not even in first stages, remunerate the Government for all expenses connected with the arrangements.

Originally, the District Post throughout India was managed by District Officers, or other local officials, quite independently of the Imperial Post, but within the last few years the management of many of the District Post-establishments were transferred to the officers of the Imperial Post. This measure was not an incorporation of the District Post with the Imperial Post, but a mere transfer of the management of the former, the Post Master General undertaking to relieve the District officers of the control of the establishment, and acting, *quoad* his new office of manager of the District Post, under the order of the local management.

The District Post, being primarily, for the official correspondence of the local authorities of Government, and secondarily, for that of the public, its organization and supervision must chiefly, if not wholly, rest with the Magistrates, or Deputy Commissioners. Amongst the rural populations, and by the medium of the District Posts, there is a wide field for the expansion of the correspondence of the country. The returns of each District Post Office may be accepted as a fair criterion of the interest taken by the Magistrate or Deputy Commissioner, in seeing that every facility is afforded for posting, and also for the prompt delivery,



of letters. The Commissioners of revenue, if required, in their Annual Reports, to notice the progressive work of the District Post in their divisions, would be the means of stimulating supervision by the Magistrates and Deputy Commissioners and of our having their earnest co-operation in improving the District Post as an auxiliary to the General Post.

Before May 1855, no separate account was kept of the letters passing from Thanna to Thanna, and independent of those sent from the General, for delivery by the District Post in Madras and Bombay, so that no comparison, under that head can now be given for 1855 and 1856.

Many Post Offices have been opened in Bengal and the N. W. Provinces which must withdraw considerably from the *intra* Thanna correspondence, but with reference to the geographical limits and populations of the several Presidencies, the proportion of *intra* Thanna correspondence in Bengal and the N. W. Provinces, appears small, when compared with Madras and Bombay.

It has always been an object of the department to secure a really efficient management of the District Post, for it forms an important auxiliary to the Imperial Post Office. It conveys to, and receives from, the Imperial Post, a considerable amount of private correspondence originating, or intended for delivery, in the interior of districts; and the facilities, however imperfect, which it affords to the inhabitants of small towns and villages in the interior, of communicating by post, are often the means of developing a correspondence which in time becomes sufficient to warrant the extension of Imperial Postal Lines and Offices. A very large amount of extension in this way has of late years been accomplished, which doubtless, before many years passed, produced a marked effect on the postal revenue. The usefulness of the District Post continues to increase, notwithstanding the irregularity and delay which so materially affect its efficiency.

In Lower Bengal the basis of the institution rested, until recently on the provision of Regulation XX of 1817, under

which land-holders were required to maintain an agency for the transmission of correspondence from the Magistrate of the District to his Police officers in the interior,—a responsibility which in many instances they were glad to discharge by a money-payment to the Magistrate, who undertook the organization of the requisite agency ; but an effort has recently been made to improve the above system by the passing of Act VIII of 1862 under which the reorganization of the postal communication and the control of the establishments are vested in the Magistrates, who have powers to raise the necessary fund.

In order to improve the District Post arrangement during the year 1864-65 the entire management of the District Post of N. W. Provinces was undertaken by the Post Master General acting under the orders of local Government, thus relieving the Magistrates and Deputy Commissioners of a work generally disliked by them and for which often they had not the requisite means and time. The improvement which has resulted from this change of the controlling agency has been fully admitted by the local Governments. A similar transfer occurred in the same year in Bombay, a complete reorganization of the District Post being effected in the ensuing year. These changes were followed by an improvement so marked as to lead in the year 1867-68 to the transfer of the entire District Postal arrangements in the Central Provinces to the control of the officers of this department and to the experimental assumption of the management of the District Post in one District in Bengal ( the 24 Pergunnahs ) and in one District in Madras ( Trichinopoly.)

With the permission of the Lieutenant Governor of Bengal, the control of the District Post in the 24 Pergunnahs was taken over as an experiment by the Imperial Post Office in October 1867. The result has been all that was expected : The number of letters in the General Post Office in the District has increased nearly *two-fold* : Regularity in the Receipt and Despatch of letters has been ensured : And the speed of the mails has been increased from  $1\frac{1}{2}$  and 2 miles an hour to  $4\frac{1}{2}$  and even to 6 miles on some

of the lines. There is perhaps no province in India where improvement in the District Post arrangements is more urgently called for than in Bengal.

In the Central Provinces the entire District Postal arrangements have, during the year 1867-68, been placed under the management of officers of this Department and there has been a large increase in the amount of correspondence sent to and received from the District Post. Negotiations were then entered into with the Punjab Government, with whom it was arranged in the year 1869-70 that the control of the District Post in that Province was to be undertaken by the Imperial Post Office on the completion of the revenue settlement of each District and in the same year a similar transfer of 17 Districts was effected in the Province of Bengal and was attended with very great improvement both in the development of private correspondence and in an acceleration of the speed at which the mails were carried. During the year 1870-71 the District Post arrangements in 7 additional Districts in Bengal have under the orders of the Lieutenant Governor, been added to the charge of the Post Master General who reports that "safety, speed and punctuality have increased under the management of Postal Department."

In the Punjab, the management of the District Post was transferred by the local Government to the Post Master General in respect of some districts in August 1871, and, in respect of other districts in December of that year, having at the end of that year only the four Frontier Districts of Dera Ismael Khan, Dera Gazee Khan, Cohat, and Edwardesbad, of which the management still remained to be transferred. Many District lines, the correspondence of which could be carried by the Imperial Post, were abolished and others, required for the greater convenience of the localities concerned, were organized. The collection and delivery of correspondence was taken out of the hands of Police subordinates and village watchmen and entrusted to a special agency, consisting mostly of Head Peons and of rural messengers with circuits so arranged that every town and village

within the transferred Districts have the means of Postal communication either daily, twice a week, or weekly. The Post Master General reports that already the rural population have begun to appreciate the facilities thus made available, the rural messengers having taken out for delivery 901,865 covers, bringing back as undeliverable 83,681, and bringing also 317,395 covers collected by them for transmission to other localities. This measure will surely ere long bear good fruit, and that the rural population of the Punjab, who have heretofore enjoyed but small postal facilities, will recognise in a fairly increasing proportion, the benefits now made available. It may be mentioned that, under the old arrangements, 15 per cent. of the covers sent to the Police subordinates for delivery in interior villages, were returned by them as undeliverable, whereas the first few months' working of the new system shews a corresponding proportion of little more than 9 per cent. Much of the success of the arrangements now made and in progress is due to the great interest manifested and cordial help afforded in the matter by the local Government.

In Oudh, the obstacle to the transfer of the District Post management to the postal department consisted in the fact that Oudh was portion of the postal circle of the North-Western Provinces, and that, under this circumstances, the local administration could not have in the same degree that facility for communication with the representative of the Imperial Post, which is so essential in a matter largely affecting local interests and provincial arrangements. This was in part the reason for constituting Oudh a separate postal jurisdiction, with effect from the commencement of the year 1871-72. Mr. Dillon, the newly appointed Chief Inspector of Post Offices in Oudh, applied himself at once, in communication with the district officers, to the collection of the needful data on which to base a formal proposition for assuming the management of the local District Post. The measure was carried into effect in October 1871; the arrangements thus introduced during half of the year have met with the cordial approval of the local administration.

The large extension of the Imperial Post in Oudh during the year 1871-72 in as much as the number of Imperial Post Offices was doubled, makes it of course a difficult matter to compare the quantity of correspondence conveyed by the District Post under the old and new arrangements, for the more populated areas, formerly served by the district agency, were served for a greater or less portion of the year 1871-72 by Imperial agency. A very fair estimate, however, of the working of the new system can be obtained from the fact that during the last half of the year the postage due upon correspondence forwarded as undeliverable to the Dead Letter Office was less by Rs. 1,500 than in the first half. Thus, apart altogether from any increase in the amount of correspondence, the Government obtained in one half year postage to the extent of Rs. 1,500 which it would otherwise have lost through failure of delivery; and when it is remembered that this postage represents about 24,000 letters, the benefit to the community to whom these letters belonged will be apparent.

From what has been said above, it will be seen that the only parts of India in which at the close of the year 1871-72, the management of the District Post had not been made over to this Department, consisted of a few districts of Bengal, one of which viz, Chittagong, has since been transferred; of four districts in Punjab, all of which have since been transferred, and of the great bulk of the Madras Presidency. In that Presidency one district (Trichinopoly) was experimentally transferred, to the management of this Department in 1867-68, and ever since there has been a controversy between the Post Master General and the district officials as to the results of the change. It was not till the year 1871-72 that the Madras Government became satisfied of the existence of a real improvement, and two more districts (Tinnevely and Madura) were accordingly made over. Since the close of that year a further instalment of two districts (Nellore and North Arcot) has been granted and the district of Coimbatore came on the 1st April 1873 under the management of the Post Master General who now controls ten districts out of a total of

twenty one, and Major Bourke the Post Master General reported an expressed desire on the part of many Collectors to make over to him the management of their District Post arrangement, it is hoped therefore that ere long all the districts in that Presidency will come under the management of a department to which the existence of a good District Post is of essential importance. So marked is the success of the transfer both in respect to increase of correspondence and rapidity of transit of the mail. Credit is due to Major Bourke for the labor bestowed by him on this important branch of Postal work.

Experience shows that the transfer of the management of such local posts to the Imperial Post Office is an improvement, mainly, perhaps, owing to the greater attention bestowed on them by a department which, of all others, is most interested in their efficiency. District officers have rarely sufficient time at their disposal for the effective supervision of the District Post. If the system is to work well, it must be carried out by a hearty co-operation between the civil authorities and Post Office officials; antagonism between the two would be fatal to success.

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### POST OFFICES, LETTER BOXES AND RURAL MESSENGERS.

The Post Offices in India are divided into the following classes :—

- (1) Branch Post Office.
- (2) Non disbursing Post Office.
- (3) Disbursing Post Office.

A Branch Post Office is attached to, and forms part of, the subordinate delivery of a Head Office. The head Office may either be a Disbursing Post Office or a Non-disbursing Post Office. A Non-disbursing Post Office is subordinate to a disbursing Post Office which latter is the office of Account for all the postal establishments attached to it.

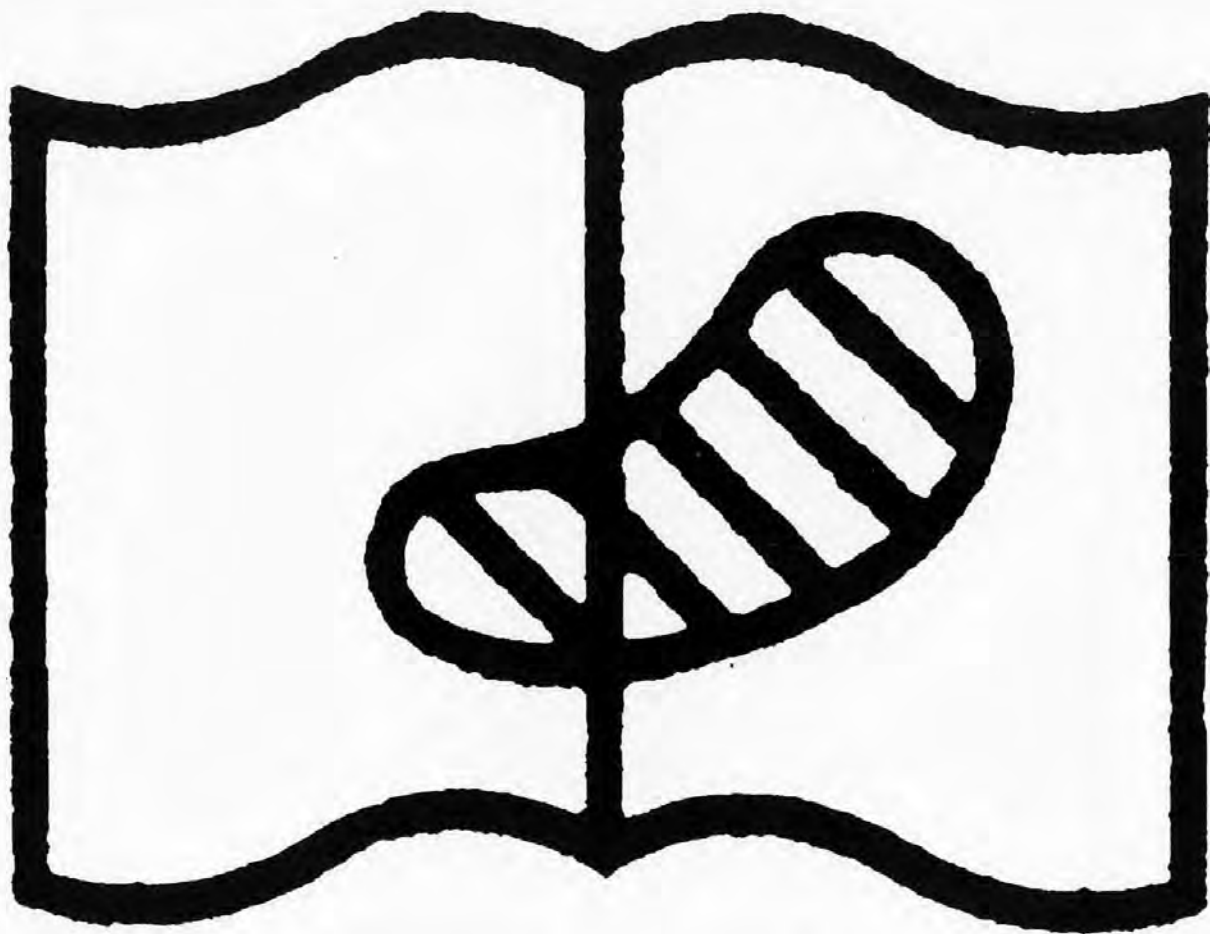
The establishment of New Post Offices has been very much



*ivered from the Imperial Post are*

1870-71	1871-72	1872-73
4,567,873	5,351,039	4,498,358
483,819	532,714	416,430
2,837,827	3,827,063	2,761,707







facilitated by distinct declaration of the condition under which the Government is prepared to recognise the expediency of the measure. The condition is that half the postage on correspondence despatched and received, shall, at least, equal the cost of the new offices. The rule is a fair one in itself, as the other half of the postage is required to cover the expenses attending the newly created correspondence in the offices from which it comes, or to which it goes, as well as the expense of its transit from one to the other. The great advantage, however, consists in having a definitely recognised condition by which to test the claim of an experimental office to permanent establishment.

From the year 1854-55 to 1862-63 the number of Post Offices and rural Receiving Houses has increased from 700 to 1018, the increase being 318 or more than 45 per cent. In the five years from 1862 to 1866 no less than 796 new Post Offices and 778 new Letter Boxes have been established in India; and of this development about 70 per cent. belongs to the last two years. The principle kept in view in regulating this extension is, that the Post Office ought never to be behind hand in supplying increased postal facilities, wherever the correspondence is sufficient, on a liberal calculation, to warrant the measure. New Post Offices are always placed on an experimental footing for the first six months, returns of the correspondence originating in, and delivered by, them being kept for that period, in view to a consideration whether the amount is sufficient to warrant the permanent establishment of the offices.

On the whole, there has been a very fair extension of postal facilities; for on the 31st March 1873, the number of Post Offices in all India stood at 3006, and the number of Letter Boxes at 2168, making a gross total of 5174. On the same date, the number of rural messengers or district letter carriers in the service of the department was 1132. Besides this there were 418 rural messengers entertained in the Punjab alone in connection with the District Post in that province of which the management passed into the hands of the Post Master General.

On the 31st March 1874 the number of postal receptacles in India stood at 6,805 as compared with 6,305 on the corresponding date of the previous year, giving a net increase of 500. During that year 189 rural messengers were newly entertained and 69 dispensed with, the total number of servants under this class retained on the 31st March 1874 being 1,253.

The following extract from the report by the Post Master General of Bengal is not devoid of interest as evidence of appreciation on the part of Bengalis for a local post Office :—

“The inhabitants of Lower Bengal are quite alive to the  
 “advantages and conveniences of a Post Office and  
 “numerous applications for the opening of fresh offices  
 “are received. They have by this time become aware of  
 “our rule that a new Post Office may be started experi-  
 “mentally but cannot be put on a permanent footing  
 “unless it pays for itself, and a curious instance of their  
 “devices to ensure a permanent sanction being given  
 “came quite recently to light. On an inspection of  
 “Pangsha Post Office, three letters addressed to private  
 “persons were discovered in a pegion-hole, undelivered  
 “(though posted more than a fortnight back). It  
 “appears that an experimental office was opened at  
 “Baliakandy, and the good people of Baliakandy by way  
 “of increasing the revenue of that office had been post-  
 “ing letters there addressed to people in the neighbour-  
 “hood whose names they knew, but with whom they  
 “were not acquainted. The covers contained generally  
 “a farrago of nonsense. The desire however of Balia-  
 “kandy for a Post Office, though powerful enough to  
 “induce the writing of these letters, was not strong  
 “enough to induce Baliakandy to pay for them, and  
 “they were all posted bearing. The addresses, already  
 “annoyed at the receipt of these dummy epistles, were  
 “still more displeased at being called on to pay postage  
 “in order that another place might have a Post Office,



*The subjoined Table shows the number of Post Offices and Letter Boxes opened and Rural Messengers entertained during each of the last 10 years :—*

	1862-63	1863-64	1864-65	1865-66	1866-67	1867-68	1868-69	1869-70	1870-71	1871-72	1872-73	1873-74
Post Offices ...	69	80	100	347	200	467	384	262	226	218	200	234
Letter Boxes ...	89	71	28	302	288	134	167	515	255	288	322	514
Rural Messengers	.....	.....	.....	.....	.....	127	227	165	237	147	151	189
Total ...	158	151	128	649	488	728	778	942	718	653	673	937

*Offices and Letter Boxes opened and Rural Messengers entertained during each of*

	1866-67	1867-68	1868-69	1869-70	1870-71	1871-72	1872-73	1873-74
7	200	467	384	262	226	218	200	234
2	288	134	167	515	255	288	322	514
.	.....	127	227	165	237	147	151	189
9	488	728	778	942	718	653	673	937

“and desired the Deputy Post Master to forward no more of these letters, a hint which he appears to have taken.”

*Camp Post Offices.*—Postal services were organised in connection with the temporary camps of exercise established at Bangalore, Chinchand (near Poona) and Roorkee; and this work was discharged to the full satisfaction of the military authorities for whom the arrangements were made. In Madras, the Post Master General introduced a novel measure, having for its object the extension of postal facilities to pilgrims. This class assemble in large masses at fairs and holy places in various parts of Southern India, and Major Bourke has arranged for the attendance at such localities of a special agency whose duty it is, not only to collect and deliver correspondence, to provide and sell postage stamps, but also to furnish cheap stationery and writing materials, for which a trifling additional fee is levied sufficient to cover the cost of original outlay. A correspondence was thus created which, Major Bourke thinks will soon develope into large proportions.

The number of new Post Offices, of course, represents the extension of the Post Office to new localities; the number of new Letter Boxes is a measure of additional facilities for posting letters in places where a Post Office already exists. The number of letters posted at the Letter Boxes is increasing which may be accepted as evidence that the native public appreciate the convenience. The number of new Post Offices opened in each year is greater than the number opened in the previous years. All new offices were from 1867-68 placed on an experimental footing for the first six months and are not permanently sanctioned unless the revenue, calculated on a liberal principle, is sufficient to defray the cost. A large proportion of these new offices is on a very expensive footing, although many of them are in charge of the village school-masters, who, receive small allowances for discharging postal duties. It is to be admitted that the multiplication of small offices of this kind, superintended



by officials whose qualifications are in most cases of a very lower order, has its evils as well as its advantages, for it increases the number of irregularities resulting from ignorance or stupidity, but at the same time there can be no doubt that the advantages far outweigh the evils, for it is only by bringing the Post Office to the doors of the native population that a free resort to it can be expected. The Post Master General of Bombay has noted the great use made of Letter Boxes on the Great Indian Peninsula and Baroda Railway lines ; the number of letters posted therein during a single month in 1867-68 having been 4,998 for the Great Indian Peninsular Railway and 9,031 for the Baroda Railway. In Madras, although there is no Railway Travelling Post Office, a plan has been introduced of attaching Letter Boxes to the Mail Guard's compartment, and the results have been most satisfactory, the number of covers posted in these boxes during the year 1867-68 having been 123,648 for the Madras Railway, and 8578 for the Great South Indian Railway. It may be mentioned also that the Letter Boxes attached to the Mail trains on the Madras lines of Railway have been extensively used, the total number of covers posted in them having risen from 233,637 in the year 1869-70 to 301,010 in 1870-71, being an increase in number of 67,373. It is satisfactory to find this practical proof of appreciation by the public of the postal facilities tendered by the department. As regards the new Post Offices, the number opened during the year 1869-70 is considerably less than the number opened in either of the two preceding years, the reason of this being the necessity, resulting from financial pressure, of confining the extension of the department to moderate limits, only those cases being provided for where the need of additional postal facilities was most urgent and where the prospect of increased revenue was most certain. The number of Letter Boxes opened during the year 1869-70 was much larger than in the previous year. This mode of extending postal facilities costs but little, and could therefore, be freely resorted to even during a year when the most rigid eco-

mony had to be enforced as in the year 1869-70 ; the exercise of great economy in the extension of its operations was forced on the Post Offices, in consequence of the recent financial pressure, and encouragement was not given to those measures which entailed enhanced expense with no prospective certainty of a corresponding increase of revenue. Although the number of new Post Offices and Letter Boxes opened in 1870-71 is less than the number opened in the preceding year, the result cannot be regarded as unsatisfactory, especially when it is remembered that 237 additional Rural Messengers were employed ( the great majority in the Bengal Postal Circle ) as contrasted with 165 entertained in the previous year.

Out of the whole number of 200 new Post Offices opened in the year 1872-73, no less than 95 or nearly one-half were opened in the Punjab. This was the natural consequence of the transfer in the previous year (1871-72) by the local Government of the District Post to the management of the Post Master General. It was found in some places in Bombay that the multiplication of Post Offices, instead of creating fresh correspondence, had merely diverted the previously existing stream to other channels, and thus the abolition of several Post Offices was called for : therefore we find in that postal Circle 34 old Post Offices closed and 21 new ones opened. Again in Bengal, where the transfer of the District post to the management of the Post Master General has not even yet been completely effected, it came to knowledge that Imperial and District Post Offices sometimes existed at one place. Measures were taken to put a stop to this unnecessary expense, and the result was that in the Bengal postal Circle 18 Post Offices were closed against 25 new ones opened.

The extension of facilities for posting letters is not confined to the opening of new Post Offices and Letter Boxes, but efforts have also been made to extend the benefits of the Post Office to a considerable extent by the employment of what are called Rural Messengers or District Letter Carriers *i. e.* agents who visit the

different villages according to prescribed routes. Rural messengers are Peons employed to deliver letters &c. beyond the limits of the usual beats of the Delivery Peons and for the purpose not only of delivering but also of collecting letters. A rural messenger is required to visit each of the villages in his circuit for the purpose of collecting letters, even if he has no letters to deliver and in proof of his visit he is required to shew in his book the signature of the Patwaree or other recognized village official or resident. Each rural messenger is supplied with a bag or box, having a locked compartment, in which letters can be posted, the key of the compartment remaining with the Post Master of the office to which he is attached and he is also required to carry about with him for sale a supply of Postage Labels. The above is a brief description of the duties of Rural Messengers. The system was made use of during 1867-68 to a much larger extent than formerly. In that year 127 such messengers were entertained and in the next 227 were added. This system is one of the best means that has yet been devised of extending postal facilities and bringing the benefits of the Post Office to the doors of the rural population. It is hoped to be largely developed in future years.

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### POSTAL LINES.

Mails are conveyed from one Post Office to another :

By steamers or Inland mail packets.

By Railway.

By Mail carts and Parcel Vans, under supervisions of  
Postal Officers.

By.....do.....do.....under contract.

By Boats.

By Runners.

By Banghy burdars.

The mails conveyed under contract by Indian mail Packets are made over to and received from the Commander or one of the

officers under receipt. They are packed in bags or mail boxes, the *challan* invoicing the contents being placed inside. The time occupied in the voyages between Post Offices is regulated by the terms of the contract, and is checked by a time-bill which start from the first office of despatch, is filled in at intermediate Post Offices, and is ultimately completed at the office of final destination. These time-bills are used by the agents of the contracting company in preparing their monthly Bills.

Mails are conveyed by Railway in charge of the clerks of the Travelling Post Office, and in closed packets in charge of mail guards. It is not necessary to check the speed on Railways, and therefore these mails are not accompanied by the bills.

Letter and parcel mails are in some lines conveyed in mail carts and Parcel Vans and the establishment employed is under the control of the Superintendent of mails. The letter and parcel mails are made over to the mail cart mohorirs or clerks in closed bags and packets, the *challans* invoicing them being placed inside. The mail carts mohorir gives a receipt for the transit bags, packets and parcel bags made over for despatch and obtains a receipt for those that arrive. The mails are also accompanied by a road time bill to check the time occupied by the mail in transit.

Letter and parcel mails are conveyed under the same rules by mail-carts and parcel-vans under contract, with this difference that the contractor's agent gives and takes receipt for the mails received and delivered and not the mohorir or clerk as stated in the previous case.

Where the communication between Post Offices is difficult or impracticable, mails, in closed bags, are conveyed in boats in rivers. The establishment is supervised under the orders and control of the Inspector of the division, by overseers who are held responsible that the mails are safely conveyed, and that the prescribed speed is attained and for which road time bills accompany.

Letter mails conveyed by Runners are despatched in closed mail bags, the *challans* detailing the contents being placed inside. A road time bill accompanies and the date and hour of arrival

and departure are written in it at each intermediate Post Office; the office of destination make up the several totals and forward to the Inspector. The runner's stages should not ordinarily be more than 5 or 6 miles in length. A runner can ordinarily carry 10 seers or 20 pounds, and with this weight an average speed of 5 miles an hour should be attained.

Banghy burdars are employed to carry the parcel mails only. They are almost invariably placed on the same line of road as the runners who carry the letter mails and are under the same supervision. The stage will ordinarily be 10 or 12 miles in length *i. e.* double the length of an ordinary runner's stage. The weight carried by a Banghy burdar will ordinarily be from 20 to 30 seers and Banghy mails ought to travel at an average speed of 3 miles per hour.

The subjoined table shows the distance over which the mails are conveyed throughout India by Railway, Mail-cart, Horses, Runners and Boats. The total number of miles of Mail Road in India was 52, 263 $\frac{3}{4}$  in 1870-71, and 51, 857 $\frac{3}{4}$  in 1871-72 and 51, 183 $\frac{3}{4}$  in 1872-73.

It may be interesting to note that the use of bi-cycles was introduced in the N. W. Provinces in connection with the mail service. On the Agra and Muttra Road an average speed of 7 miles in the hour was attained by bi-cycle riders carrying a mail weighing 40 lbs; but night travelling was found impracticable over a road blocked with traffic in country carts, and the experiment, therefore, was abandoned. Bi-cycles are, however, found useful in clearing outlying Letter Boxes and are employed with success for that purpose in Allahabad.

66	1866-67	1867-68	1868-69	1869-70	1870-71	1871-72	1872-73	1873-74
$\frac{3}{4}$	3,658	3,994 $\frac{3}{4}$	4,234 $\frac{3}{4}$	4,433 $\frac{3}{4}$	4,993 $\frac{3}{4}$	5,063 $\frac{3}{4}$	5,368 $\frac{3}{4}$	3,738 $\frac{3}{4}$
	4,851	5,140 $\frac{5}{8}$	5,460 $\frac{5}{8}$	5,333	4,175	4,278	3,915	4,003
	33,976	34,930	34,973	35,498	36,911	36,149	35,533	32,947
	5,444	5,613	5,613	5,613	6,184	6,367	6,367	11,928
	47,929	49,678 $\frac{3}{8}$	50,281 $\frac{1}{8}$	50,877 $\frac{3}{4}$	52,263 $\frac{3}{4}$	51,857 $\frac{3}{4}$	51,183 $\frac{3}{4}$	54,616 $\frac{3}{4}$

e of railway communication and a decrease in the distance over which the mails  
 ncrease of mileage under the head of "Railway" is due mainly to the extensions  
 of "Sea" is attributable to extensions of the local steam services under contract

	1862-63	1863-64	1864-65	1865-66	1866-67	1867-68	1868-69	1869-70	1870-71	1871-72	1872-73	1873-74
Railway ... ..	2,382	2,473	2,904	3,275 $\frac{3}{4}$	3,658	3,994 $\frac{3}{4}$	4,234 $\frac{3}{4}$	4,433 $\frac{3}{4}$	4,993 $\frac{3}{4}$	5,063 $\frac{3}{4}$	5,368 $\frac{3}{4}$	3,738 $\frac{3}{4}$
Mail Cart, horse and Camel Dak.	5,247	5,156	5,319	4,967	4,851	5,140 $\frac{5}{8}$	5,460 $\frac{5}{8}$	5,333	4,175	4,278	3,915	4,003
Runners and Boats	34,318	33,853	33,310	33,311	33,976	34,930	34,973	35,498	36,911	36,149	35,533	32,947
Sea ... ..	5,137	5,137	5,332	5,444	5,444	5,613	5,613	5,613	6,184	6,367	6,367	11,928
Total ...	47,084	46,619	46,875	46,997 $\frac{3}{4}$	47,929	49,678 $\frac{3}{8}$	50,281 $\frac{3}{8}$	50,877 $\frac{3}{4}$	52,263 $\frac{3}{4}$	51,857 $\frac{3}{4}$	51,183 $\frac{3}{4}$	54,616 $\frac{3}{4}$

It will be seen that there has been an increase of railway communication and a decrease in the distance over which the mails are carried by horses or camels and by runners. The increase of mileage under the head of "Railway" is due mainly to the extensions of Railway lines. The large increase under the head of "Sea" is attributable to extensions of the local steam services under contract with the British India Steam Navigation Company.





## ESTABLISHMENT.

Appointments of officers for service of Post Office are regulated by Section 7 of the Post Office Act, which authorizes the Governor General of India in Council to invest such officers with and delegate to them such powers, not inconsistent with the provision of the Act, as may be deemed expedient. Generally speaking appointments to the service of Government in the Postal Department are made by :—

- (1.) Independent Post Masters *i. e.* those Post Masters who correspond direct with the Post Master General.
- (2.) Inspectors of Post Offices.
- (3.) Presidency Post Masters.
- (4.) Post Masters General.
- (5.) The Director General.

On the 31st March 1873 the entire staff of the Post Office comprised of 25,220 persons of all ranks. Exclusive of the letter-carriers, the chief officers of the department may be classified thus :—

Director General of the Post Office	{ A.M. Monteath Esq. F.R. Hogg Esq.(offg.) }	Rs. 3000
Deputy Director General	{ E. R. Douglas Esq. (offg.) }	1750 to 2000
Post Master General, Bengal	{ F.R. Hogg Esq. T.W. Gribble Esqr.(offg.) }	1750 to 2000
do. Madras, Major the Honble	E. R. Bourke	1500 to 1750
do. Bombay,	{ Lt. Col. G. M. Battye T. Mc.Farlan Esq. (offg.) }	1750 to 2000
do. N. W. P,	C. W. Hutchinson Esq.	1500 to 1750
do. Punjab	{ Major W. M. Lane Lt. Col. G. M. Battye (offg.) }	1500 to 1750
Compiler of Post Office accounts and personal assistant to the Director General	{ H.A. Brown Esq. }	800 to 1400

Chief Inspector of Post Offices, Central Provinces	{ E. R. Douglas Esq. W. H. Megowan Esq. (offg.)	} 600 to 1000
do. British Burmah	T. W. Barwise Esq.	
do. Scinde and Persian Gulf	W. A. Hoghton Esq.	
do. Oude ... ..	J. Dillon Esq.	
do. Rajpootana ... ..	C. E. Miller Esq.	
Post Master, Calcutta ...	W. H. Megowan Esq.	
do. Madras ... ..	M. Percy Esq.	
do. Bombay ... ..	{ C. A. Stuart Esq. E. C. George Esq. (offg.)	
Chief Inspector, Frontier Travelling Post Office, Allahabad	{ E. C. George Esq. P. Sheridan Esq. (offg.)	
Inspecting Post Master Rawul Pindee Division and Superin- tendent, Punjab Military Van Dak	{ A. G. Faichnie Esq.	
Chief Inspector of Assam	E. A. Roussac Esq. (offg.)	

Inspector of Post Offices and Superintendent of Mails-

1st grade ... Rs 400 to 500.

2nd grade ... ,, 300 to 400.

3rd grade ... ,, 250.

4th grade ... ,, 200.

Sub-Inspectors

1st grade ... ,, 120.

2nd grade ... ,, 100.

3rd grade ... ,, 80.

4th grade ... ,, 60.

(a) The Chief Inspectors of Post Offices exercise the powers of Post Master General.

(b) Supernumerary Inspectors were provided at the headquarters of each of the Postal circles, viz Bengal, Madras, Bombay, N. W. Provinces and the Punjab; so as not merely to provide for temporary vacancies but to be available for deputation on special duty to any part of the province.

(c) Independent Post Masters are those who correspond direct with the Post Master General and are not immediate subordinates to the Inspectors.

*Post Office Department in British India on*

	Central pro- vinces.	Scinde.	Oude.	Rajpu- tana.	Total
Director <sup>1</sup>	...	...	...	...	1
Deputy	...	...	...	...	1
Assistan	...	...	...	...	1
Compile	...	...	...	...	1
Post Ma <sup>1</sup>	1	1	1	1	12
Inspecto <sup>1</sup>	7	3	6	3	153
Post Ma <sup>9</sup>	166	68	85	61	2,784
Clerks (34	85	33	37	34	2,258
Postmen <sup>6</sup>	338	141	155	142	6,329
Road Es <sup>4</sup>	938	254	276	640	13,822
5	1,535	500	560	881	25,362

We give below a statement shewing the staff of Officers, Clerks and others of the Post Office Department in British India on the 31st March 1874 :—

Specification of staff of officials.	Bengal and Assam.	Madras.	Bombay	N. W. P.	Punjab.	Burma.	Central provinces.	Scinde.	Oude.	Rajputana.	Total.
Director General of the Post Office of India ... ..	1	...	...	...	...	...	...	...	...	...	1
Deputy Director General ... ..	1	...	...	...	...	...	...	...	...	...	1
Assistant Director General ... ..	1	...	...	...	...	...	...	...	...	...	1
Compiler of Post Office accounts ... ..	1	...	...	...	...	...	...	...	...	...	1
Post Masters General and Chief Inspectors ... ..	2*	1	1	2	1	1	1	1	1	1	12
Inspectors and Sub Inspectors ... ..	41	20	16	38	18	1	7	3	6	3	153
Post Masters and Deputy Post Masters ... ..	809	360	422	442	362	9	166	68	85	61	2,784
Clerks (English and Vernacular) ... ..	618	330	437	381	269	34	85	33	37	34	2,258
Postmen and other servants ... ..	1,991	815	953	1,124	624	46	338	141	155	142	6,329
Road Establishment, Runners &c ... ..	3,567	2,738	1,805	1,629	1,891	84	938	254	276	640	13,822
<b>Total ... ..</b>	<b>7,032</b>	<b>4,264</b>	<b>3,634</b>	<b>3,616</b>	<b>3,165</b>	<b>175</b>	<b>1,535</b>	<b>500</b>	<b>560</b>	<b>881</b>	<b>25,362</b>

\* Including Chief Inspector of Assam

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(d) The duties and responsibilities of an Inspector extend to every detail of the Post Offices placed under his control. He should visit the Post Offices under him as frequently as necessary, and inspect thoroughly every Post Office and every Mail Line in his division at least once in 12 Months.

(e) A Sub Inspector is directly subordinate to the Inspector of the division, being in immediate charge of minor Non-disbursing offices as well as the Branch and District Post Offices, the Rural messengers and the District Dak Lines. He should visit the Post Offices under him when necessary and inspect every Post Office and every Mail Line in his sub-division once every quarter or once every half year as may be ordered by the Post Master General.

(f) The appointment of Candidate Inspectors of Post Offices is one of probation and training, and in no case should it be held as a permanency.

(g) Post Masters, Deputy Post Masters and Clerks in the office establishment of Post Offices are allowed liberal salaries on a scale rising by length of service.

The abstract given below comprehend the establishment in all grades. The reduction of the establishment whenever occurred is solely due to the supercession of road establishment by railway extension. In other respects the number of postal servants has increased and most necessarily continues to increase year by year in proportion to the extension of the operations of the Post Office consequent on the increase of correspondence and the establishment of new Post Offices.

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## INDIAN POSTAGE STAMPS

It was not until about 13 years after the first introduction of Stamps in England for the payment of postage on letters that Government decided on their employment in India to relieve the Post Office from cash transaction and thereby obviating embezzlement to which it might be liable. Postage Stamps were introduced in England on the 6th May 1840. In 1853 Postage Stamps were ordered to be prepared in the Calcutta Mint and it was then that handsome Stamps were designed and made. These, however, were never doomed to come into use : and delay occurring in cutting the steel die, the Governor General, Lord Dalhousie, became impatient and called on the Surveyor General to report if Stamps could not be prepared in his office more speedily. Accordingly, rough and hurried engravings were made on copper plates, from which Stamps were struck off and issued to the Post Office.

In 1854 the half-anna Stamp was first printed in black color and sent to the Post Office for distribution, but before it was issued to the public, it was discovered that a large packet of the Stamps had been purloined ; to prevent these Stamps being used, the remainder was withdrawn and the stamp was reissued in red color. The supply of vermilion running short, these red Stamps ( after only few had been issued to the public ) were also called in, and the Stamp was printed in blue, and this has remained the distinguishing color of the half-anna Stamp to the present day. This Stamp was followed by one, two, four, and eight anna Stamps.

In 1855 new Stamps were indented from England, engraved by Messrs. De la Rue and Co. London, and printed under the supervision of an officer of the Revenue Department. These Stamps were executed with perfect finish and in the highest style of steel engravings.

The Postage Stamps at present used in India are as follow,  
*viz* :—

#### POSTAGE STAMP.

½ anna.	...	Rectangular ( perforated )	crowned head to the left in an oval, blue.
9 pie.	...	Octagonal ( perforated )	crowned head to the left, lilac.
1 anna	...	Rectangular ( perforated )	crowned head to the left, in an oval, brown.
2 annas.	...	Rectangular ( perforated )	crowned head to the left, in an oval, orange.
4 annas.	...	Octagonal ( perforated )	crowned head to the left, in a round border, green. slate.
8 annas.	...	Rectangular ( perforated )	crowned head to the left, in an oval, rose.

#### EMBOSSSED ENVELOPES.

½ anna	...	Round Stamp, Queen's head crowned to the left, in relief or white paper, blue.
1 anna	...	Round Stamp, Queen's head crowned to the left, in relief on blue paper, dark brown.

Stamps can be purchased by the public in 2 ways, *viz* :—

(a)—From any local depot ( all Government treasuries are local depots ) in quantities of the value of not less than Rs. 5 worth of the labels at a time, and not containing any fraction of a Rupee.

(b)—From any Post Office, Receiving House, Tehseldaree, Thannah or Police Station where letters are received for despatch, or from any Rural Messenger whose business is to collect as well as to deliver letters, or from any licensed Stamp-vendor. In this



case the Stamps are sold in any quantity, however small, at the value denoted thereon.

The sale of embossed envelopes is regulated by the same rules, the cost being the value of the stamps borne by them. But in purchases of embossed envelopes from local depots only whole packets ( of 16 envelopes each ) can be obtained.

Prepayment of Postage can only be made by means of Stamps adhesive or embossed. By using embossed envelopes all risk of the Stamp being detached may be avoided. Indian Postage Stamps only are regarded in India in payment of Indian postages. Receipt or other inland Revenue Stamps cannot be used in place of Postage Stamps, nor can Postage Stamps which have been torn out, or otherwise rendered imperfect by previous obliteration or defacing, or cut out from embossed envelopes or paper, be used, and Post Masters are not allowed to affix Postage Stamps to letters brought unstamped to the office.

The officer in charge of a Post Office is required always to have in store a supply of stamps of every description sufficient to meet the requirements of the public. They must purchase these stamps with their own money obtaining the authorized discounts on each purchase.

Each sheet of half-anna note paper weighed one quarter of a *tola* ( little more than one tenth of an ounce ), that being the former unit of weight for letters. It was found to be saleable with difficulty, and now that the unit of weight for letters has been raised to half a *tola*, there is no demand for it. The first supply, now almost exhausted, will not, it is believed, be renewed, as the demand for it is small and the paper soon deteriorates. Embossed envelopes were made of thicker papers as it was rendered desirable by the doubling in 1869 of the limits of weight for the several rates of letter postage.

Eight pie Stamp was specially required for the prepayment of soldier's half-ounce letters to the United Kingdom and British Colonies, the postage chargeable on which is fixed by Act of Parliament at one penny each, equivalent to 8 pies in Indian

currency. It is now used also in combination with other Stamps for various *foreign post* rates. There have been numerous changes in the rate of overland postage, superseding eight pie by nine pie labels.

Six anna and eight pie Stamps were obtained at a time when the postage chargeable on letters for the United Kingdom *via* Marseilles was six annas eight pie. It is now comparatively of little use, and will probably be replaced by a stamp of the value of six annas.

The advantages of the use of Postage Stamps in India are manifold. Not only would they have the effect of rendering the realization of postage on all letters more secure and certain, but they would tend, in a still greater degree, to ensure the safety of letters once posted, and likewise protect them in their passage to the Post Office from the dishonesty of servants. They would materially facilitate the transaction of business at the Post Office by simplifying the accounts and obviating the necessity of giving receipts for any letters except for those registered on payment of a fee. Letter boxes have been universally substituted for the former cumbersome and tardy method of receiving letters at a window, while the operations of weighing, taxing and despatching letters, as well as of re-sorting and delivery, much more expeditiously performed.

The gross revenue of ordinary Postage Stamps sold has, in the year 1872-73 risen from Rs. 30, 40, 791 to Rs. 31, 26, 699, being an increase of nearly Rs. 86,000. The sale of service Postage Stamps shewed an increase in the gross value of Stamps sold from Rs. 6, 49, 324 to Rs. 10, 63, 847. This increase followed on the new rules for the treatment of official correspondence that came into force on 1st January 1872, under which the privilege of sending and receiving correspondence by inland letter or packet post, without actual payment of postage, was withdrawn from a large number of public offices, the use of Service Postage Stamps being substituted. On the whole, however, there has been a large loss of revenue derived from official

correspondence as will be explained in the chapter under the head of Financial Result.

In the early part of the year 1872-73 some anxiety was experienced owing to the detection of counterfeit Postage Stamps of the value of eight annas and four annas in circulation in Calcutta. The imitations were, however very clumsy and easy of detection. It was found that the fraud originated not through any idea of defrauding the postal revenue but in an enlarged demand for spurious Court-fee Stamps. Sanction was unfortunately given a few years ago to the conversion of service postage labels into Court-fee stamps; the defacement to which these labels were thus subjected, in the erasure of the word "Service" the substitution of the words "Court-fee" and ultimately the punching of the stamp in Court, rendered fraud almost impossible of detection, but genuine service stamps could not be stolen from Government offices in sufficient quantities, and ordinary Postage Stamps were thereupon forged for the special purpose of conversion, first into service Stamps and then into Court-fee stamps. An endeavour to pass off the original unconverted imitation as ordinary Postage Stamps was immediately detected by the Calcutta Post Office; the Police were communicated with, the gang discovered, their apparatus seized, and their leaders prosecuted and sentenced to heavy terms of imprisonment.

In September 1873 the "Dhoolia," a canal steamer, was wrecked in the Red Sea near Suez. She had on board several cases containing Indian postage stamps and embossed envelopes bearing a gross value of nearly £ 2,000, together with Indian one-anna receipt stamps, aggregating in value about £ 5,000. Some of these stamps recovered from the wreck fell into the hands of Arab hawkers who retailed them at largely depreciated rates to Indian passengers and other persons. In communication with Government, the British Consulate Authorities in Egypt were telegraphed to, the Custom House Officers in Bombay authorised to recover at cost price purchases made by the public, and no efforts spared to lesson the

effect of the mischief wrought. The extent of loss to which the Indian revenues were subjected by this unfortunate accident can never accurately be learnt, but it could not have been great. So far as we have been able to learn, none of the receipt stamps have been offered for sale, and of the postage stamps some were so injured by exposure to sea water that they never could have been used, and many were either recovered in Egypt or obtained by the exertions of the Government in Bombay.

One of the gravest evils with which the Indian Post Office has to contend consists in the deep-rooted native habit of using for purposes of the post the flimsiest of paper and of folding it so minutely as to leave no room for the direction : these directions, which generally contain much superfluous matter, are often spread over the whole space available on both sides of the cover, and the confusion is enhanced by the post marks which, for want of space, have to be impressed on the address itself. It was hoped that the enlargement in 1869 of the unit of letter weight from one quarter to one half of a tola would work good ; but the measure was not followed by any marked improvement in the description of paper or size of envelope used by the native public. As a remedy therefore, envelopes embossed with half-anna and with one-anna stamps were offered for sale at the value of the stamps they bore, no charge being made for the paper. This change commenced from July 1873 and at once became very popular. The demand for embossed envelopes far exceeded the most sanguine estimate, so much so, that in four months the Superintendent of Stamps at Calcutta exhausted a supply which would otherwise have lasted over a quarter of a century. Since then Messrs. De la Rue and Company have been busy in making envelopes for India, and though for many months they have been turning out this class of stationery at the rate of 57 reams a day, the required quantities have not yet been stored in the several local depots. It is encouraging to find that the demand for these envelopes springs largely from

the principal up-country centres of native commerce, a fact which tends to shew that the envelopes are being used by the class for whose benefit this concession was introduced.

Coupled with the above, the rules for the custody, distribution and sale of postage stamp labels were revised, the principal features of change consisting in the abolition of discount previously granted to the public on the larger purchases of postage stamps made from the Treasury and in the case of Post Masters and other retail vendors, a reduction from one anna in the rupee, or  $6\frac{1}{4}$  per cent, to half an anna in the rupee, or  $3\frac{1}{8}$  per cent. ( See page, 145. )

The gross value of stamps sold in 1873-74 has increased by 4.27 per cent. as compared with a corresponding increase of 2.82 per cent, in the previous year. Notwithstanding the enormous sales of embossed envelopes, it is a noteworthy fact that the disposal of half-anna labels still exhibits some advancement.

The sales of service postage stamps have fallen from Rs. 10,63,847 in 1872-73 to Rs. 10,54,294 in 1873-74. This loss is explained by the operation of the new official correspondence rules, a subject which will, in its financial aspect, be treated at greater length hereafter.

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## NON-POSTAL BRANCHES OF THE DEPARTMENT.

There is nothing much important to notice respecting what have been termed the Non-Postal Branches of the department. They have no necessary connection with Postal Department though it has been found convenient to administer them through its agency. There can be little doubt that the purely postal administration is not benefitted by its connection with the business of laying Daks for travellers, of supervising Staging Bungalows, and of managing a carrying trade. The agency of the Post Office is no longer made use of for the accommodation of the public in laying Palankeen Daks for travellers and the officers

The following comparative abstract shews the sales of various classes of postage stamps viz :—

	8 pie labels.	$\frac{1}{2}$ -anna labels.	1-anna labels.	2-anna labels.	4-anna labels.	6-anna-8 pie labels.	8-anna labels.	$\frac{1}{2}$ -anna note papers.	$\frac{1}{2}$ -anna envelopes.	1-anna envelopes.
1871-72 as compared with 1870-71 ...	Decrease per cent. 14.21	Increase per cent. 13.58	Decrease per cent. 19.64	Decrease per cent. 6.92	Increase per cent. 2.78	Decrease per cent. 71.91	Increase per cent. 14.35	Decrease per cent. 53.34	Decrease per cent. 11.59	Decrease per cent. 35.36
1872-73 as compared with 1871-72 ...	17.78	12.86	24.83	3.07	0.22	Increase. 3.33	5.34	42.48	7.04	18.47
1873-74 as compared with 1872-73 ...	Increase. 2.62	1.31	3.50	3.36	2.78	14.04	4.79	99.90	Increase. 2529.2	Increase. 487.72

of the department have been relieved of an irksome duty which it was not possible to perform satisfactorily, owing to the absence of an agency adapted for the purpose of the large money transactions which it involved.

The Staging Bungalow department involved, besides the general duties of supervision, a considerable amount of miscellaneous works; such as the supply and renewal of furniture, the execution of small repairs to the buildings, the sale of Bungalows which have ceased to be useful, and the consideration of the claims of new or improved lines of traffic, to have the system extended to them. It had been laid down as a rule that wherever a private Hotel, able to supply the requisite accommodation to travellers, exists, the Dak Bungalows should be closed.

The Government Bullock Train is an organisation for the conveyance of box and bale goods or in other words, is an agency for the booking and conveyance of passengers and packages. The agency is under the management of the Post Office department and the agency offices are under the charge of the local Post Masters or Deputy Post Masters. Formerly the traffic was very large, but owing to Railway extension the business is fast disappearing, and is now limited to a few localities. The total number of Bullock Train offices in India now is 52 only.

In Bengal the Bullock Train establishment extended in 1855-56 from Calcutta to Benares and was under the supervision of the Post Master General of Bengal. From Howrah to Raneegunge a distance of 122 miles, all packages were conveyed by Railway, and thence to Benares a distance of 300 miles, the packages were conveyed partly by carts and partly by waggons. In the N. W. Provinces, the Bullock Train establishment extended over a distance of 1262 miles. The aggregate distance of the Bullock Train establishment in Bengal and N. W. Provinces together was 1562 miles. The net profit in the transactions of the current year was Rs 142,014, which may be considered very satisfactory.

The operations of the Bullock Train department have been

contracted considerably by the extension of lines of Railway. This branch was largely increased during the year 1868-69 by the re-establishment of the Government carrying agency, commonly known as the Government Bullock Train, the offices for which at the close of the year numbered 67. Considerable alterations took place during the year 1869-70 consequent mainly on extensions of Railway; the number of Bullock Train offices that year were 63. On the 1st April 1871 there were 59 Bullock Train offices in India, on 1st April 1872 there were 62 and on 1st April 1873 there were in all 52 offices with lines of communications, consisting of a main line from Calcutta to Peshwar, with branches to Jubbulpore, Lucknow, Fyzabad, Futtehgurh, Gwalior, Landour, Simla, Ferozepore, Bahawlpore (through Mooltan), Scalkote, and Murree. The branch lines from Caragola to Darjeling and from Lucknow to Fyzabad were abolished, it being found that they were maintained at a loss. With the solitary exception of the Calcutta office, the Government Bullock Train has now ceased to exist in Lower Bengal.

The Passenger Service by Mail Cart and Parcel Van has been included in the non-postal duties of the department, though there is great difficulty in distinguishing its results from those of a purely Postal kind. In 1843-44 when the Mail Cart establishment was organized in the N. W. Provinces, trucks and Palankeen carriages for passengers were added to the establishment. The receipts from passengers very soon materially exceeded the expense of the establishment. On the 1st May 1854 the carriage Daks in the N. W. Provinces ceased to run by order of Government.

In October 1870, the Mail Cart Horse Establishment was increased on the Umballa and Kalka line so as to meet more fully the requirements of passengers on that line. The arrangement proved a great convenience to travellers, while the increased expense entailed has been more than met by the additional fares collected. During 1871-72 the increased establishment has had full work with very good results, the net cost of



the mail service being considerably reduced by this profitable adjunct.

It may also be mentioned that on other lines where Mail Cart communication exists, passengers are allowed to travel with the mails. Passengers are conveyed by the Post Office where it is convenient to allow of their proceeding upon the carriage upon which the letter or parcel mails are conveyed; but no special establishment is maintained for a passenger service except in the case of Military Van Dak from Peshwar, which, hitherto though managed by Post Office servants, has not been considered as appertaining to the Post Office. The passenger service has decreased, by degrees, as private persons or companies are now more ready, than in former times, to undertake the Mail Cart Service, contracting usually to convey the mails at a rate of remuneration equivalent to the net expenditure now incurred by the Government. Such arrangements, when the persons tendering for them give reasonable grounds for the expectation of a satisfactory performance of the work, are always acceptable to the Postal Department, in as much as they tend to relieve it of duties and cash transactions, which must always, in some degree, interfere with the discharge of purely postal business.

The Punjab Military Van Dak Service is intended for the conveyance of passengers by means of horsed conveyance. During the year 1865-66, the Post Office had formally undertaken the management of this Dak; it had from its establishment been organized and managed by officers of the Post Office department, but not having received the sanction of Government of India, it was carried on under provisional orders from the Government of Punjab. Considerable alterations were made, owing partly to Railway extension and the consequent diversion of the establishment to other lines. The lines of Passenger traffic belonging to the military Van Dak are as follow :—

Mean Meer to Peshwar.

Wazecrabad to Sealkote.

Rawul Pindee to Murree (during the summer months only)

Umritsur to Pathankote. (during the summer months only)

A large Military Transport Train was also organized by the desire of Government during the winter season of 1868-69 between Jubbulpore and Nagpore for the purpose of conveying the annual Military Reliefs. This train, consisting of about 30 carts per diem each way on a road of 164 miles in length, was organized on very short notice, and gave entire satisfaction to the Military authorities. The train being managed by the Post Office, the whole cost has been debited to this department, although it is, of course, in reality a military charge. It continued for the next year, but it was not required any more owing to the subsequent completion of the Railway communication between Bengal and Bombay; accordingly the military transport train was abolished in March 1870.

A Passenger Service is also maintained on the Simla road between Umballa and Kalka, on the Darjeeling road between Caragola and Shiligori, on the Nyneetal line from Moradabad to Kaldooongu and in Central India between Indore and Khandwa.

In the Government Resolution No 3021 of the 31st October 1868, it was stated that the contracts entered into by Government with the British India Steam Navigation Company although based to a large extent on grounds independent of postal consideration, should as a matter of convenience, be brought under the supervision and control of the Post Office Department and this was accordingly done from the commencement of the year 1869-70. These lines of steam communication have already formed the subject of remark in a preceding chapter.

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## COMPLAINTS.

There have been not a few instances of carelessness and dishonesty by the servants of the Post Office, but they have been promptly investigated and punished. They have been confined with few exceptions, to the peons, a class of servants whom it is

difficult to watch or control. But while complaints have been made, and at first sight apparently with reason, against the servants of the Post Office, it has been shewn to the satisfaction of the complainants that blame, in very many instances, rests on themselves, or their servants. It is ascertained from a report on the working of French Post Office that the missorted letters in the 10 postal *arrondissements* of Paris are in the proportion of 6 per cent. Mr. G. Paton, the then Director General of the Post Offices in India who had a personal knowledge of the French Post Office, was of opinion that the proportion of missent covers in the Post Office of India is not nearly so high as in the sorting department of the capital. Through the Post Office in India, there is much more valuable property in transit than in any other Post Office in the world. Some hundred thousand Pounds worth of Cashmere shawls, gold, silver, jewellery and precious stones of all kinds, besides the Judicial and Postage Stamps averaging many lacs of Rupees annually, are transmitted. Considering the great temptations to dishonesty by the immense value of the parcels, and the senders of them or their servants being occasionally instrumental by collusion in undermining the honesty of the servants of the Post Office, it is very creditable to the department that only 54 instances of robbery have taken place, e. g. in the year 1855-56 notwithstanding the number of parcels posted that year was 477,348.

Formerly it was difficult to induce natives of India to bring forward complaints, and consequently the most serious cases of neglect of duty and misconduct on the part of the Post Office officials often passed without notice, while complaints were made in those cases in which none but the complainant himself might be blamed. If the assurance that their complaints are carefully inquired into, induce the public to bring their grievances, real or fancied, to the notice of the Post Master General, many irregularities and defects, which now escape notice may be corrected. The public press might be of great service, if its conductors bring forward specific acts of carelessness or

neglect which may come to their knowledge. The press is not unfrequently useful in suggesting improvements, as well as in indicating mismanagement and irregularities in the working of the Post Office ; it is therefore obviously a duty on the part of the officials not to disregard the criticism of the press, however exaggerated or occasionally wrong.

The number of complaints of various descriptions, made by the public and recorded by the Post Master General, are more or less connected with enquiries respecting missing or missent letters, overcharge on covers, and a delay in the delivery of them. A large number of these are groundless or have, on enquiry, been found not to be the result of any fault on the part of the Post Office. The practice of sending whole currency notes by post has led to many losses. The temptation which this practice throws in the way of delivery peons and other Post Office subordinates, is very great and undoubtedly in some cases, the notes alleged to be lost, were never enclosed in the letters from which they were stated to have been abstracted, in other cases the servants of the senders would appear to have been concerned in the thefts. In a large number of cases no blame could be attached to the Post Office.

The statement of complaints made by the public, affords no material for any reliable conclusion as to the working of the department, excepting in so far as it gives evidence of the fact of enquiry having been made on the subjects of the complaints made. Complaints respecting parcels or registered letters can generally be made the subject of a thorough, or more or less satisfactory enquiry, but the case is different as respects the great bulk of complaints in regard to the loss or non-delivery of unregistered letters, and this naturally makes the public indifferent about preferring complaints in such cases. This is the main reason why the recorded number of complaints is of so little use as a criterion of the working of the department and of the amount of dissatisfaction caused to the public. With the permission of the Government the statement showing the complaints

has however been discontinued from Post Office reports. Notwithstanding the increase in the number of Post Offices opened the total number of complaints is falling off proportionally. There is every reason to believe that the complaints made by the public receive the most careful attention from the several Post Masters General and Chief Inspectors.

It is satisfactory to find that the number of well-grounded complaints against the Calcutta Post Office, which in 1871-72 had risen to the high figure of 365 fell to 119 in the year 1872-73. Much yet remains to be done to improve the working of the Calcutta Post Office, but it is well to find evidence of success in respect to efforts already made. Under the head of complaints from the public the principal point for remark consists in an increase from 989 to 1,318 in 1874 in the number of well-grounded complaints against the Department; this increase has for the most part occurred in the mofussil of Madras and Bengal, those being the two postal circles where expansion has mainly taken place. As the department extends, irregularities will occur, and the encouragement of complaints from the public by courteous notice and prompt attention, is an important duty on the part of the supervising officers of the Post Office. An increase in the number of such complaints is not a bad sign, the more so when, as in some years they have originated in these very localities where new Post Offices were called into existence.

The offences committed by Post Office officials are punished judicially and departmentally. The offences for which punishment is generally inflicted are stealing parcels, abstracting currency notes from letters, delivering a forged letter and realizing bearing postage on it, fraudulently receiving an extra fee, removing stamps from letters, drunkenness on duty, neglect to deliver letters, neglect of duty, theft and embezzlement.

It is a matter worthy of notice here that there is a decrease in the highway robbery of the mails each year. The great bulk of the highway robberies during the year 1869-70 probably resulted in some degree from the severe pressure of the famine.

The reduction in the number of robberies in foreign territories is mainly due to the exertions of the political authorities in the Madras and Bombay circles, and specially to those in Hyderabad and Kattiwar, where such robberies ordinarily are most frequent. The number of highway robberies of the mail, which fell from 36 to 25 in 1873 has again risen in the year 1874 to 32, the increase being restricted to British territory. Twelve of these cases were punished by convictions; the mails were wholly recovered on fourteen occasions, and partially recovered nine times.

In noticing the shortcomings of the Post Office department in India, the public are apt to overlook the special difficulty which the Post Office in this country labours under from the want of efficient agents as sorters and letter carriers; and it may also be said that they equally overlook the points in which the Indian Post Office is superior to that of other countries.

The Indian Post Office is in an advance of the Post Office of the United States of America and of many of the minor States of Europe, in that there is a free delivery of letters from house to house, whereas in the United States nothing of the kind is attempted, or where provision does exist, it is made the ground of an additional charge. The rate of postage charged for the conveyance of a single letter in India is however less than in any country in the world: The Book-post rate in India is also lower than in other countries: While the convenience to the public, which is afforded by the Parcel Post, is not given in any other country.

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## FINANCIAL RESULTS.

The financial progress of the Indian Post Office is more rapid than that of Great Britain. This probably arises from the fact that by the adoption of the uniform Penny Postage, a great reduction was made in the postage duty levied on the majority

of letters ; out of 77,500,000 chargeable letters passing through the Post in Great Britain in 1858, only 8,000,000 were Penny Post letters, while 57,000,000 were charged at rates varying from 4 pence to 9 pence. Whereas in India from 1839, the uniform charge on a  $\frac{1}{4}$  *tola*-letter conveyed less than 100 miles was  $\frac{1}{2}$  an anna, and therefore the alteration in the system in 1854, did not affect any letters conveyed for a distance of less than 100 miles, that is to say, nearly, half the private correspondence of the country was unaffected by the change.

Since the adoption of the Penny Postage in England, all franking has been abolished, and the Post Office there receives full credit for the postage chargeable on official correspondence. Since sanction was accorded to the reform of the Indian official franking system in 1866-67 the injustice done to the Indian Post Office has been greatly remedied. The change in the system under which service correspondence is brought to account, and in the rules regulating the transmission of service covers by post has produced a large decrease in the official postage receipts. If the whole of the postage chargeable on *official* and *franked* correspondence be deducted, the postage collected on private correspondence alone is sufficient to cover 83 per cent of the total expenditures of the department.

The revenue from official postage was violently affected by the introduction in 1866 of a change in the rules regulating the transmission of service covers and the mode of bringing the postage thereon to account. As the new rules were in operation during the whole of 1867-68, it may be assumed that the reduction reached its limit. And it ought here to be explained that the present returns do not include the postage chargeable on official correspondence conveyed by the imperial post within the limits of the same district and sent by or addressed to a privileged office. Such correspondence is under the present rules exempted from charge ; and to this exemption is attributable the greater portion of the apparent reduction in the amount charged as official postage. The new rules have unquestionably operated

to reduce the weight of the official correspondence transmitted by those offices which have to prepay their letters by means of service stamps, or against which separate postage accounts are kept : but the enormous reduction in the official postage charges must, as already stated, be attributed, in a very large degree to the exemption from charge of official covers transmitted by the Imperial Post within the limits of the same district. To explain more clearly the nature of this exemption, we may take the instance of an Inspector in the Education Department, whose office is not one with which the Post Office keeps an account : A letter addressed by such an Inspector to any office with which the Post Office keeps an account (e. g. the office of the Director of Public Instruction ) is charged in the Postage account of the office which receives it ; and if addressed to any office with which the Post Office does not keep an account, it is to be prepaid by means of Service Stamps, *unless the office of address is within the limits of the same district, in which case it is not charged at all.* This exemption is only temporary, but while it lasts it obviously prevents any precise estimate of the actual reduction in the chargeable weight of official correspondence, resulting from the new system.

The new official correspondence rules, introduced with effect from the 1st January 1872, excluded altogether from account the correspondence received by or sent to the largest Government offices of the country, and the operation of this change was the nominal reduction of the receipt of the Post Office Department under the head of official postage to the extent of Rs 7, 14, 178. This change of system, while it influenced only the last quarter of the year 1871-72, of course affected the whole of the following year, and the natural result was therefore a still further nominal reduction of official postage to the extent of Rs 24, 31, 721. The net revenue of the department during the year 1868-69 was ( notwithstanding all the increased expenditure ) actually greater by about 1½ lacs than in the previous year.

The Government views the Post Office as an institution *de-*



*receiving a revenue from the public only, in return for services rendered both to the public and to the Government.* This point of view is a useful one, and it may also be a reasonable one in respect of some countries, such as England, where the service rendered to Government forms but a small fraction of the total operations of the Post Office. It appears from the last English Report that what is called official postage has for the first time been excluded from the revenue returns ; but this exclusion is merely partial, for it applies only to some forty privileged offices in London, and not to other Government correspondence which is paid for, like that of private persons, in ordinary postage labels. But even if this exclusion had been complete instead of being partial, the principle could hardly be regarded in the same degree applicable to India ; for in England, the Government service, forming but a fraction of the whole operations of Post Offices, put the department in reality to hardly any appreciable additional expense the case is far otherwise in India, penetrated as it is by State Administrations and State Agencies in every province, District, Pargunnah, town and village, where the Government constructs buildings, roads, railways, canals, telegraphs &c. not through private contractors (who pay their own postage) but through its own agency, where education, surveys, and even municipal matters, are to a large extent, controlled or undertaken by Government,—and, where consequently, a greater portion of the expenditure is increased directly on account of the service rendered to Government.

The Indian Post Office once, in recent years reached very nearly to the point where it could be said that the revenue from private correspondence alone paid all expenses. This was in 1864-65. After several years of an almost Stationary Scale of expenditure and a steadily increasing income, the revenue from private correspondence gradually fell short of the total expenditure by Rs 5,13,999 and then by Rs 12,61,497. It again in the year 1868-69, somewhat increased, for the revenue suffered by the increased limits of weight allowed for letters. But

allowing all this, the deficit to be made up, so as to regain the position of 1864-65, was after all but small.

With the increase of revenue the expense of Indian Post Office increased also. In 1866-67 the expenditure rose in a greater rate than the revenue from private correspondence. Increased expenditure judiciously laid out on the establishment of the department will not in the long run be a loss, but a gain, for in India, quite as much as in other countries, the business of the department depends on the confidence placed on it by the people, and on the facilities which are placed within their reach. The revenue has long shewn, and continues to shew, an amount of elasticity which makes it a matter of true policy to place the establishment on a footing in respect of pay which will make the department not the resource of the ill-educated and the dishonest, but a sphere in which those who are able and willing to do good service may look forward to obtain the reasonable emoluments and rewards of their service.

The increase of the expenditure during 1868-69 was partly due to the cost of special and express trains for Overland Mails, for which no payments had been made in the previous year. The trains were employed at the express wish of the Government and under its orders all payments were held in abeyance. The question was settled in 1868, all arrear charges being then adjusted, and the cost thrown upon the year 1868-69. Further it was in 1868, that the Government made the Post Office pay for the *haulage* of sorting carriages by railway : for which no charge had been made previously. Payments were made on this account during the latter part of the year 1868-69 to the extent of Rs 49,628. During the last five months of the year, heavy charges were increased on account of famine allowances, which it is quite impossible to avoid in a department like the Post Office, the work of which is largely carried on by runners who must be enabled to feed themselves, and by horses, camels, &c, the keep of which varies directly with the price of food. Further, the year commenced with expensive additions to several

of the chief Mail-cart-lines, consequent on the institution of *weekly* Overland Mails, and the necessity of conveying the whole of them from Bombay, instead of having them distributed by Mail Steamer to Bombay, Madras, and Calcutta, as formerly. There remains another special cause of increase, viz, the general revision of Post Office establishment proposed by Mr. Riddell in the early part of 1867, but not sanctioned till 1868. This revision, the necessity of which had been apparent for many years before, took effect in the latter part of the year 1868-69.

The above-mentioned circumstances explain the unusual increase of expenditure. The Railway haulage charges appertaining to the latter part of 1868-69 was still higher when computed for the next whole year; and the general revision of salaries opened also in a similar manner as the revised scale came into force during the latter part of the year 1868-69, and was moreover of a progressive character, the emoluments rising in almost all cases, with length of service.

The expenditure in the purely Postal department during the year 1869-70 has increased by somewhat above two lacs. The expenses resulting from the severe famine of 1869 were necessarily heavy, as increased pay was in many cases given to the runners as well as to the house-owners on some of the principal Mail-cart-lines. Further, the payment of the charges for haulage of Railway Sorting Carriages, for the first time in the middle of the previous year as ordered by the Government, had of course been greater during the year 1869-70, the amount being one lac for 1869-70 as compared with half a lac for the previous year. This addition of half a lac to the expenditure was of course more nominal than real, the interest payments to the guaranteed Railways being correspondingly reduced. Yet, notwithstanding all these circumstances, the increase of expenditure was very moderate. It would have been much larger but for the strenuous efforts made during the year to curtail additional expenditure in every possible way. These efforts had a very appreciable effect upon the expense of the year

1869-70, but many of the measures resulting from them had effect only from the latter part of the year.

The year 1869-70 forms an exception to the long list of years in which the expenditure of the department has increased, and shews, instead of an increase, a very considerable decrease. Financially, therefore, the present prospects of the Post Office are better than they were ever before. For with the increase of revenue here is also a decrease of expenditure. The discount on the sale of stamps ( Rs. 138,429 ) was for the first time in 1869-70, deducted from the receipts shewn in the accounts, thus shewing an apparent decrease of revenue to that extent.

It ought to be noted here that there are items of free service rendered to the Post Office which have never been noted in connection with Post Office accounts. Under this head comes the carriage of the mails under contract free of charge by the various Railway companies in India. Payment is only made for special Trains, for the conveyance of non-service Banghy Parcels, and ( under recent orders ) for the haulage of sorting carriages ; and the free service rendered in the way of carriage of ordinary mails may be roughly estimated at about 2 lacs. In the same category may also be placed the Steam Contract Services of the British Indian Steam Navigation company, the subsidies o which are not charged in the Post Office accounts. It is not that the whole of these subsidies form a proper charge against the Post Office, for, in point of fact, the contracts are entered into on grounds, to a great extent, independent of postal considerations, and contain conditions about the conveyance of troops, Government stores, &c, with which the Post Office has nothing to do. Eventually, perhaps, when the postal traffic on the lines in question becomes considerable, the whole subsidy payments may form a reasonable charge against the Post Office, and any how, it is proper to bear the matter in mind, by acknowledging, on the part of the Post Office, that it gets the benefit of such services without paying for them.

Under the head of disbursements an increase of Rs. 1,34,994

is found during the year 1872-73 ; of this about half a lac of Rupees is nominal, being composed of items that heretofore have not appeared as charges against the department, *e. g.* the District Dak charges which formerly were debited against the Bullock Train, a non-postal branch of the Post Office, and the invalid pay and allowance of Major Fanshawe, Chief Inspector of Post Offices, British Burmah, which now for the first time have, under Government orders, been exhibited as a civil charge. Nearly half a lac of the increase was caused by the departmental expansion in the opening of new Post Offices and Lines and the remainder ( about Rs 39,000 ) mainly by the revision of some large offices. Nevertheless, if the expenditure of the department during the year 1872-73 be contrasted with the average disbursements of the preceding four years, the result is a saving as shewn below : average expenditure of the Post Office department for the

	Rs.
four years ending 1871-72 ... ..	53,10,560.
Aggregate expenditure of the Post Office department during the year 1872-73 ... ..	52,32,680.
Saving ... ..	77,871.

From a variety of causes which have been noticed above, the expenditure of the Post Office department has been growing year by year, and the annual deficit, excluding official postage, has been steadily on the increase. It is therefore eminently satisfactory to be able to record an increase of revenue, together with a decrease of expenditure.

The revenues derived both from official and private correspondence has increased by more than 11½ lacs, and would have increased by more than 15½ lacs but for a heavy payment of £ 40,000 ( or 4 lacs of Rupees ) made to the London Post Office in adjustment of an outstanding steam postage account for British postage, the discharge of which has hitherto been delayed by the difficulty experienced in the settlement of fair rates. Excluding official postage, there is a decrease of Rs. 1,84,612 which would have been an increase of Rs,15, 387 but for the de-

duction specified above. Thus the doubling of limits of weight allowed for inland letters, introduced on the 1st of April 1869, had, in the second year of its experiment, proved beneficial to the department even in a strictly financial point of view.

Towards the close of the year 1871-72, Mr. Monteath submitted to Government a final protest against an erroneous apportionment of the charges of the Eastern Mail Service, whereby India was made to pay more than her proper share. The subject had been represented by Mr Monteath as early as February 1868, when the distribution of charges first became known ; and it formed the subject of much correspondence since that time, the British Treasury refusing to acknowledge the Indian claim, and only repeating that refusal when the claim was re-urged. While he was in England, Mr Monteath communicated personally with the English Post Office authorities on the subject, and obtained their recognition of the justice of the claim, and a re-submission of the matter to the Lords of Her Majesty's Treasury. The result was a third refusal. But a fourth attempt was made, and this time the British Treasury gave way, reducing the Indian share of payment by £ 6,600 per annum ; but the admission was accompanied by an intimation that it would apply to the future only, and not to the four years of excess charge which had already passed.

The financial result of the operations of the department during 1871-72 was a revenue, from private correspondence only of Rs 42,38,763 against an expenditure on account of both official and private correspondence of Rs 50,97,695. In 1869-70 the revenue was Rs 38,28,283, the expenditure Rs 55,96,779 ; and in 1870-71, the revenue was Rs 40,43,771, the expenditure Rs 51,77,567. Thus, there was a large increase in the revenue during the year 1871-72, notwithstanding the reduction made in the Newspaper postage.

The revenue derived from private correspondence in 1873 shews an increase of Rs 1,13,499. In point of fact, however, the increase was less than Rs 2,13,499, the receipts of the year

1871-72 having been swelled to the extent of one lac of Rupees by the re-adjustment of a special account with the English Post Office, the causes and effect of which have been fully detailed elsewhere. The year 1872-73 was the first complete year affected by the reduction of newspaper-postage, and if the receipts of this year obtained from private correspondence only, are compared with those of the previous year ( 1870-71 ), during which the former newspaper-rates operated, the result is an improvement to the extent of more than four lacs of Rupees as given below :—

1870-71	...	Rs 40,43,771	Newspaper postage rate one anna per ten <i>tolas</i> .
1872-73	...	Rs 44,52,262	.....half anna per ten <i>tolas</i>
Excess	...	Rs 4,08,491	

The net loss of the operations of the department has been diminished during the last three years about one-half, and may be expected to disappear altogether in the course of the next 3 years. In 1873-74, the revenue derived from private correspondence exhibits an increase of Rs. 72,102. In truth, however, the improvement is nearly double that amount. For under the new system of accounts commencing from the 1st April 1873, transfer entries were discontinued, actual receipts and payments alone being dealt with : thus items composing fines and savings, instead of being shewn as assets, have, during the year under report, been deducted from the bills and never appeared at all in the account. Had the former system of account prevailed, the decrease of Rs. 20,000 now observable under the head miscellaneous would not have been found. For a proper comparison therefore the income of last year should be reduced to the extent of Rs. 20,000. Again, the postage credited by the British Post Office shews a decrease of no less than Rs. 50,468. It should, however, be explained that the entries under the head of steam postage relate no longer to amounts due by the London Post Office, but are confined to accounts that have actually been adjusted, the object of the change being to bring the accounts of the Post Office in harmony with the figures produced by the Comptroller General. Therefore, for the purposes of comparison, the amount due by the

London Post Office in the year 1873-74 ( Rs. 2,28,298 ) should be compared with the corresponding item of the previous year ( Rs. 241,747), and the receipts of the year under report will thus be enhanced by about Rs. 50,000. If this addition be made and the income of the year 1872-73 diminished by Rs. 20,000 as explained above, the net improvement in the revenue derived from private correspondence will be, not Rs. 72,102 only but Rs. 1,42,000.

Turning now to expenditure it will be seen that the charges of the department in 1873-74 have increased to the extent of Rs. 1, 88,562. More than half a lac of this increase was caused by ordinary departmental extension, nearly half a lac was spent in revising the Dead Letter Offices and other large establishments, while the remainder consisted for the most part of contingent expences. This was to be expected indeed had not much of the work required been postponed to the following year, the contingent expenditure would have been far greater. With the year under review came into operation a radical revision of the entire system of Post Office work, requiring the printing of new sets of books and forms, the cutting of fresh stamps and seals and the introduction of improved mail bags. An extensive measure of this kind requiring the requipment of more than 3,000 offices in an enormous department must cost money, and the fact that this is the first general revision of the kind attempted since the reduction of postage in the year 1854, is a sufficient explanation of the need for such an expenditure, as clearly stated by the Director General of Indian Post Office.

The new rules for the treatment of official correspondence, which came into force on the 1st April 1873, comprised two principal features of change, viz, (1) an extensive reduction in the letter post rates, and (2) a total abolition of franking, the secretariat and large military offices who previously enjoyed this privilege being required to prepay their covers by means of service stamps. Thus the correspondence of the largest offices in the country, which under the recent system were never charged



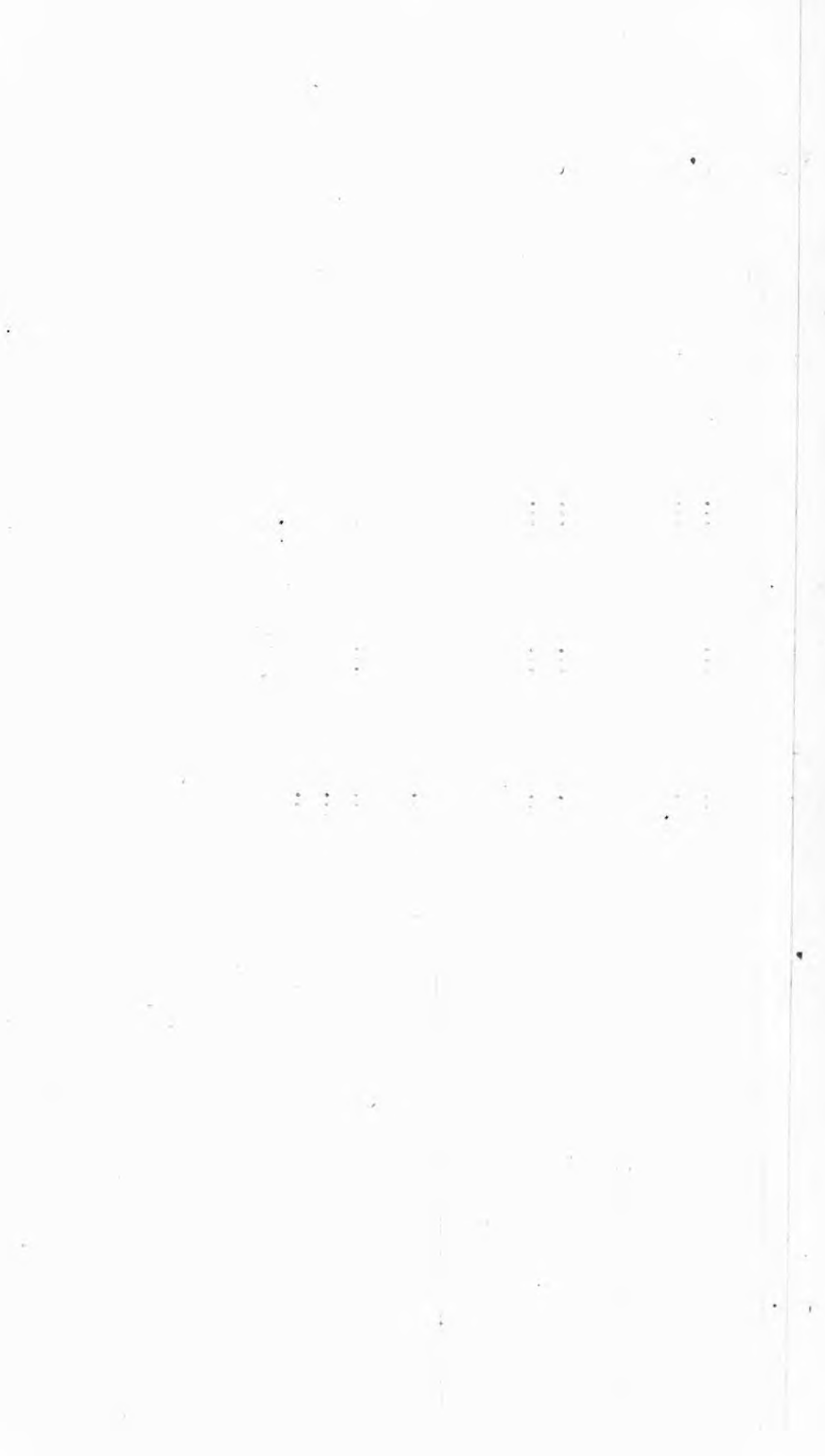
at all, now appear again in the accounts, and the revenue thus obtained has proved nearly sufficient to counterbalance the large reduction in the rates of the letter postage. Instead therefore of the enormous fall in official postage which otherwise would have resulted, a loss of only Rs. 9,553 has taken place.

Mr. Monteath remarks "thus in the three last years, in which have taken place two very important reductions in postage rates, the revenue has nevertheless increased by about 3 $\frac{3}{4}$  lacs; and during the same period the expenditure has fallen by 2 $\frac{3}{4}$  lacs, the net improvement in the finances, i.e., in the relation of yearly expenditure to yearly income from private correspondence being nearly 6 $\frac{1}{2}$  lacs." The Director General may well speak with pride of the success of his administrations of the Postal Department. On the whole the public have good reason to be satisfied with the working of the Post Office of India.

The following extract from the Annual Reports for 1868-69 gives a recapitulation of annual increments.

"For the nine years from 1858-59 to 1867-68, the yearly increase in the revenue from private correspondence varied considerably, the average increase being 1 $\frac{1}{2}$  lacs, and the greatest increase (in 1862-63) Rs. 2,15,836. In the year 1868-69 the increase is 3,31,097."

During the last four years, comprising the largest changes of postage rates and conditions which have occurred since the constitution of the department in 1854, its financial position has greatly improved. The doubling in 1869 of the limits of weight carried for the several rates of letter postage was a measure from which the Government had shrunk on financial grounds for many years, and the reduction by one half of the rate of newspaper postage was a step, which in itself, and still more as following so closely upon the preceding change above described, was calculated to raise similar apprehensions. But the results prove the wisdom of the Heads of the department in anticipating rather than following financial consideration. In these 3 years, looking on the one hand to the entire expenditure of the department, and



The following abstract exhibits the financial results in an abstract form, viz :—  
Review of financial results.

	1872-73.		1873-74.	
	Rs.	A. P.	Rs.	A. P.
<b>PURELY POSTAL SERVICE.</b>				
Receipts including sale of service postage stamps ...	55,16,110	7 4	55,78,658	5 2
Do. excluding do. do. ...	44,52,262	13 4	45,24,364	0 8
Disbursements ...	52,32,689	3 1	54,21,251	11 1
Net revenue including sale of service postage stamps ...	2,83,421	4 3	1,57,406	10 1
Net deficit if service postage stamps be excluded ...	7,80,426	5 9	8,96,887	10 5
<b>NON-POSTAL BRANCHES.</b>				
<i>Bullock Train.</i>				
Receipts ...	8,11,149	3 3	7,62,519	5 9
Disbursements* ...	7,83,406	7 5	6,78,017	11 4
	surplus 27,742	11 10	surplus 84,501	10 5
<i>Punjab Military Van Dak.</i>				
Receipts ...	3,16,817	3 3	3,08,587	0 8
Disbursements ...	2,50,751	1 4	2,67,651	14 10
	surplus 66,066	1 11	surplus 40,935	1 10
<i>Passenger Service on mail cart lines.</i>				
Receipts ...	1,26,393	4 10	1,16,687	11 11
Disbursements ...	1,26,393	4 10	1,16,687	11 11
<i>Contract subsidies to local Steamers engaged primarily for Non-Postal Branches.</i>				
Disbursements ...	6,48,686	9 10	7,69,963	10 9

	1872-73,		1873-74.	
	Rs.	A. P.	Rs.	A. P.
* Purely Bullock Train ...	7,16,198	6 4	6,25,512	0 6
Road Steamer charges debited to Bullock Train ...	40,867	15 4	51,143	7 3
Postal ditto ditto ditto ...	25,503	13 8	1,362	3 7
Camp of exercise ditto ditto ...	836	4 1		
<b>Total ...</b>	<b>7,83,406</b>	<b>7 5</b>	<b>6,78,017</b>	<b>11 4</b>

Briefly stated, the results shew—

(1.)—A net revenue in the purely Postal Department of ...	Rs. 1,57,406	}	If sale of service postage stamps be included.
(2.)—A net deficit in the purely Postal Department of ...	8,96,887		
(3.)—A net surplus in the Bullock Train Department of ...	84,501	}	Including charges not purely Bullock Train.
(4.)—A net surplus in the Punjab Military Van Dak of ...	40,935		

The non-postal branches of the Department have worked very well indeed. What is called the Bullock Train has yielded a monthly profit of more than Rs. 7,000 and the Punjab Military Van Dak has been earning on the average about Rs. 3,400 per mensem.

As respects contract subsidies to local steamers, it should be explained that the increase is only nominal, as the disbursements include arrear payments due for the latter months of the previous year.

The following is an abstract of items which are not included in the regular accounts.

	Rs.
Railway free service (estimated value) ...	2,00,000
English stores (estimate) ...	31,325
Value of service rendered to the Post Office by the Government Press ...	57,716
Rent of Government buildings occupied by Post Office (estimate) ...	1,74,041
<b>Total ...</b>	<b>4,63,082</b>

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Total ... ..	4,63,082

on the other hand to the revenues derived from the conveyance of private correspondence alone, the financial position of the Post Office has improved to the extent of nearly  $6\frac{1}{2}$  lacs ; or in other words, the revenue from private correspondence alone approaches to the extent nearer to the total expenditure of the department. The revenue from private correspondence alone now falls short of all expenses connected with the conveyance and disposal of the entire mails of the country, including both private and official correspondence by  $8\frac{1}{2}$  lacs. And this would be saying not a little where regard is had to the vast amount of Government correspondence in a country like India, where State administration and State agency penetrate every province, district, town and village, where the Government constructs buildings, roads, railways, canals, telegraphs, &c., not through private contractors ( who pay their own postage) but through its own agency, where education, surveys and even municipal matters are, to a large extent, controlled or undertaken by Government, and where consequently a very large proportion of the expenditure incurred by the Post Office is incurred directly on account of the service rendered to Government

*The financial results of the Post Offices are highly satisfactory. We re-produce the following statement from Mr. Montleth's report of 1871-72 :—*

Year.	Whole expenditure of the Post Office both for official and private correspondence.	Revenue from private correspondence only.	Remarks.
1868-69	Rs. 53,70,201	Rs. 38,67,076	.....
1869-70	„ 55,96,779	„ 38,28,383	{ Fall caused by doubling the limit of weight allowed for the several rates of letter postage.
1870-71	„ 51,77,567	„ 40,43,771	{ Again rise.
1871-72	„ 50,97,695	„ 43,38,763	{ Shews a large increase notwithstanding the reduction of newspaper postage during half the year.
1872-73	„ 52,32,689	„ 44,52,262	{ Again rise, „ Do. &c. during the whole year

The non-postal branches of the Department have worked very well indeed. What is called the Bullock Train has yielded a monthly profit of more than Rs. 7,000 and the Punjab Military Van Dak has been earning on the average about Rs. 3,400 per mensem.

As respects contract subsidies to local steamers, it should be explained that the increase is only nominal, as the disbursements include arrear payments due for the latter months of the previous year.

*The following is an abstract of items which are not included in the regular accounts.*

Railway free service (estimated value) ... ..	Rs.
English stores (estimate) ... ..	2,00,000
Value of service rendered to the Post Office by the Government Press ... ..	31,325
Rent of Government buildings occupied by Post Office (estimate) ... ..	57,716
... ..	1,74,041
Total ... ..	4,63,082

on the other hand to the revenues derived from the conveyance of private correspondence alone, the financial position of the Post Office has improved to the extent of nearly  $6\frac{1}{2}$  lacs ; or in other words, the revenue from private correspondence alone approaches to the extent nearer to the total expenditure of the department. The revenue from private correspondence alone now falls short of all expenses connected with the conveyance and disposal of the entire mails of the country, including both private and official correspondence by  $8\frac{1}{2}$  lacs. And this would be saying not a little where regard is had to the vast amount of Government correspondence in a country like India, where State administration and State agency penetrate every province, district, town and village, where the Government constructs buildings, roads, railways, canals, telegraphs, &c., not through private contractors ( who pay their own postage) but through its own agency, where education, surveys and even municipal matters are, to a large extent, controlled or undertaken by Government, and where consequently a very large proportion of the expenditure incurred by the Post Office is incurred directly on account of the service rendered to Government

*The financial results of the Post Offices are highly satisfactory. We re-produce the following statement from Mr. Monteath's report of 1871-72 :—*

Year.	Whole expenditure of the Post Office both for official and private correspondence.	Revenue from private correspondence only.	Remarks.
1868-69	Rs. 53,70,201	Rs. 38,67,076	.....
1869-70	„ 55,96,779	„ 38,28,383	{ Fall caused by doubling the limit of weight allowed for the several rates of letter postage.
1870-71	„ 51,77,567	„ 40,43,771	{ Again rise.
1871-72	„ 50,97,695	„ 43,38,763	{ Shews a large increase notwithstanding the reduction of newspaper-postage during half the year.
1872-73	„ 52,32,689	„ 44,52,262	{ Again rise, „ Do. &c. during the whole year

*We give below an account shewing the gross Revenue, Cost of management, and net Revenue of the Post Office Department in India from 1853-54 to 1873-74.*

Years.	Receipts.	Official postage.	Total.	Disbursements.	Excess of receipts.	Deficit, deducting official postage.
1853-54	20,48,454	24,71,168	45,19,623	24,37,209	20,82,413	3,88,755
1854-55	19,86,912	13,00,000	32,86,912	27,39,376	5,47,536	7,52,463
1855-56	15,90,524	1,62,662	32,11,186	29,44,501	2,66,685	13,53,976
1856-57	18,50,844	18,62,006	37,12,851	29,03,289	8,09,561	10,52,445
1857-58	17,49,814	18,53,210	36,03,025	35,92,848	10,176	18,43,034
1858-59	24,14,952	25,25,189	49,40,141	35,20,092	14,20,049	11,05,139
1859-60	25,92,233	27,47,012	53,39,246	37,37,911	16,01,334	11,45,678
1860-61	27,34,279	23,84,734	51,19,014	38,60,798	12,58,215	11,26,519
1861-62	28,04,846	28,68,833	56,73,679	37,99,755	18,73,924	9,94,908
1862-63	30,20,682	31,92,983	62,13,666	37,37,535	24,76,130	7,16,852
1863-64	32,07,045	35,58,546	67,65,591	38,76,162	28,89,428	6,69,117
1864-65	34,16,579	41,20,822	74,37,402	39,30,579	35,06,822	5,13,999
1865-66	35,59,268	50,08,003	85,67,272	41,88,625	43,78,646	6,29,357
1866-67	36,71,578	28,97,738	65,69,317	43,95,798	21,73,519	7,24,219
1867-68	37,74,607	23,09,839	60,84,447	47,54,940	13,29,506	9,80,333
1868-69	41,05,704	27,55,016	68,60,720	53,70,201	14,90,518	12,64,497
1869-70	39,28,333	28,87,627	68,16,010	55,96,779	12,19,230	16,68,396
1870-71	37,43,771	42,39,124	79,82,895	51,77,567	28,05,325	14,33,795
1871-72	43,38,763	34,95,568	78,34,331	50,97,695	27,36,636	7,58,932
1872-73	44,52,262	10,63,847	55,16,110	52,32,689	2,83,421	7,80,426
1873-74	45,24,364	10,54,294	55,78,658	54,21,251	1,57,406	8,96,887



General review of the progress of Indian Post Office since 1854.

*The statement below shews the number of letters and newspapers received for delivery in the several successive years as compared with the number received in the year prior to the introduction of the Post Office Act of 1854:—*

Years.	Number of letters and newspapers received for delivery.	Proportion.
A year before Act XVII of 1854 came into operation.	19,082,676	100
1854-55	28,796,600	100
1855-56	32,301,960	112
1856-57	37,260,420	129
1857-58	42,307,980	146
1858-59	50,978,035	177
1859-60	47,788,105	165
1860-61	46,977,410	160
1861-62	46,576,474	161
1862-63	48,804,654	169
1863-64	51,556,504	179
1864-65	55,986,646	.....
1865-66	59,931,904	314
1866-67	64,235,357	336
1867-68	67,978,365	356
1868-69	74,664,817	391
1869-70	83,032,957	435
1870-71	83,868,397	439
1871-72	87,476,768	458
1872-73	91,055,190	477
1873-74	107,293,828	509

In sixteen years from 1854 to 1870 the correspondence of the country has more than quadrupled itself, and yet, while in England each person receives an average of 27 letters annually, the 77 millions of letters delivered in India in the year 1870-71, if distributed throughout a population roughly estimated at 200,000,000, would give an average of only about one third of a letter to each

individual. In 1873 the total number of letter being 19,082,676 the number of letters to each 1000 person of the whole population was 478 or nearly 500.\* From this it may be concluded therefore that a considerable further development of the correspondence of India may be anticipated.

It may be interesting to add that  $2\frac{1}{2}$  millions of articles were sent by newspaper post in 1854-55 against  $6\frac{1}{2}$  millions in 1870-71, the Book packets which, in the year 1854-55 numbered only 133,000 have in the year 1870-71, when included with pattern packets increased to more than a million, while the annual number of Banghy parcels which in 1854-55 stood at 463,000 has now risen to 694,000.

*The following is a statement shewing the progress of purely postal revenue derived solely from private correspondence from 1853-54 up to date. The revenue of 1855-56 being represented by 100, and that of the other years proportionately.*

Progress of purely postal revenue.

Year.	.....	Percentage
1853-54	Last complete year of former rates	128
1855-56	First complete year ... ..	100
1856-57		116
1857-58		110
1858-59		151
1859-60	Fifth complete year ... ..	162
1860-61		171
1861-62		176
1862-63		189
1863-64		201
1864-65	Tenth complete year ... ..	214
1865-66		222
1866-67		251
1867-68		237
1868-69		258
1869-70	Fifteenth complete year ... ..	246
1870-71		235
1871-72		272
1872-73		279
1873-74	Nineteenth complete year ... ..	284

\* Giving an average of half a letter to each individual, which in 1853 was only one-tenth.

*The following table gives the corresponding results of the English Post Office so far as they are available, the revenue of 1840 being represented by 100 and that of the other years proportionately.*

Years.	Proportion.
Last complete year of the old system (1839)	172
First complete year of the new system (1840)	100
Second to 6th complete year of the new system	120
7th to 11th do	156
12th to 16th do	188
17th to 21st do	229
22nd do	258
23rd do (1863)	267

It may be observed that development of the revenues of the Indian Post Office has been very much more rapid than that of the English Post Office. The Indian revenue has already, in the 9th year after the introduction of the new system, more than doubled the revenue received in the 1st year, a result which was not attained by the English Post Office till the period shewn as the 17th to 21st year.

The annual Reports of the Indian Post Office are documents which are always looked forward to with peculiar interest, not only because the statistics they contain are the most trustworthy and suggestive of Indian administrative statistics, but because, of all the departments of Indian administration, the Post Office is believed to be that which has, comparatively speaking, the greatest future before it. If education were as widely diffused

in India as in England, the Post Office, as a source of revenue would be only less productive than the opium monopoly ; and there is no reason to despair of our attaining to this condition sometimes afterwards. The operations of the department shew even more than the normal state of progress.

Here we close our protracted survey. It affords not a few topics for comment and further elucidation, which cannot, however, find present place. One reflection will probably have suggested itself to many readers during this retrospect of Post Office annals : few subjects give more encouragement for steady perseverance to the practical reforms in the field of social science than Postal History. What has been achieved, with great toil and difficulty and after long delay in one country, speedily works its way into other countries, and produce results of world-wide magnitude. Even when improvements are borrowed with an ostentation of jealousy at the progress they have facilitated amongst those who originated them, they cannot fail to add some strength to the ties which give to different countries an undefeasible interest in their common prosperity, whatever may be the prejudices or animosities of the passing moment. The History of Postal improvements is eminently a History of international progress.

The portrait of the post man as vividly delineated by Dr. Lichfield " is an every day picture of life, and yet not easy to paint. He is the very incarnation of alacrity, the embodied spirit of regularity and precision. Day by day, hour by hour he is to be seen traversing with rapid steps the limits of his own narrow district. The heavens may smile, or frown, revolution may shake the land, or peace and prosperity may gladden its children, disease may wave its pestilent torch, or sudden calamity may sweep away its victims—but the Post man is still at his post. A diurnal dispenser of news, a kind of hope in the Queen's livery, visiting every one in town, and welcomed by all. A messenger of life and death ; of gratified ambition or disappointed desire of gracious acceptance, or harsh refusal—he is still welcome,

for his presence and which he brings at least, puts an end to the most cruel of human sufferings—uncertainty.

“ He is the chief link which unites the past to the present, the present to the future.—The mysterious which whispers its secrets in every ear, and touches every heart, like Fortune he is blind ; and like her he dispenses unconsciously pleasure or pain. The sharp summons communicated by his dexter finger and thumb to the knocker causes emotion in every heart. All doors are open to him ; all hands stretched forth. Each ear is on the alert to learn for whom the missive is intended. And, if emotion comes with him, it likewise precedes and follows follows him. And if today he brings despatches from a near part of the empire, full of little passions, little anxieties, and little coquetries, to-morrow this universal plenipotentiary, which has mastered time and space, may be the bearer of more profound and heart stirring intelligence, wafted on Post office pinions from the furthest ends of the earth.

“ But the visits of the *two penny post* man are usually clothed with a less important character than those of his colleague, the General post man. The latter may bring the news of distant battle and of death ; of fortune lost by ship-wreck, or gained by successful enterprise. The labour of the former consists chiefly in being the bearer of the thousand trifles which constitute the business of ordinary life ;—invitations to the ball and concert ; notes of congratulation and enquiry ; *billets doux, couleur de rose*, perfumed with the sweet breath of flowers, folded into fantastic forms, and sealed with devices which let slip the secret they try to confine. But still the two penny post man is the small smart, assiduous, and steady character, as he of the general. No labour is too heavy for him ; the letter of the merchant, bearing a bank order of large amount, is as light as the letter of his clerk, full of love and protestation. Like the general post man, he is the master of every secret, without knowing any thing of the mystery himself. He has all private affairs in his keeping, but never betrays them. He reads by instinct the character of a

letter without opening it. He witnesses, nay, is a party to, every intrigue, every emotion, every passion of life ; but is so discreet and silent that he never alludes to the one or the other. He is equally the bearer of the request and the reply ; causes the wound, and cures it ; carries at the same time consolation and despair, and is accompanied in his progress by a clamorous concert of complaints, prayers, praises, and entreaties ; which however, do not in the slightest degree disturb his equanimity.

“The post man is also a man of general information. He knows precisely our standing in society, according as we are rich or poor, celebrated or unknown, wise or otherwise. He finds all this imaged in our correspondence ; and in the same clear mirror beholds reflected the extent of our influence, and the character of our understanding, until we are laid bare to his observation in all our native beauty or deformity. Such is the drama of life so enterprising, so striking, so profound, which is played by the post man every day ; and afterwards complicated and renewed at each succeeding turn of duty.

“We may finish the portrait of the post man in a few words. He is active and merry ; for he has no time to be idle and sad. He is honest and trustworthy ; for his reputation, and that of his department, depend upon these qualities. He is civil and obliging ; for the new year must needs come round, with its gratuities and rewards ; and, to crown all, he is faithful and true ; for, though entrusted, as we have seen, with all the secrets of the town, he never dreams of divulging them.

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We cannot refrain from reproducing the lines of Cowper :—

“He comes, the herald of a noisy world,  
 With spattered boots, strapped waist, and frozen 'locks ;  
 News from all nations lumbering at his back.  
 True to his charge, the close-packed load behind,  
 Yet careless what he brings, his one concern

Is to conduct it to the destined inn,  
 And having dropped the expected bag, pass on.  
 He whistles as he goes, light hearted wretch,  
 Cold and yet cheerful : Messenger of grief  
 Perhaps to thousands, and of joy to some ;  
 To him indifferent whether grief or joy.  
 Houses in ashes and the fall of stock ;  
 Births, deaths, and marriages ; epistles wet  
 With tears that trickled down the writer's cheeks,  
 Fast as the periods of his fluent quill,  
 Or charged with amorous sighs of absent swains,  
 Or nymphs responsive, equally affect  
 His horse and him, unconscious of them all."

Or more fully as H. R. Addison describes :—

I.

Then ! speed thee on, oh ! Postman, speed,  
     Pause not to draw a breath ;  
 On passing sighs bestow no heed  
     Thou bearest life or death.  
 Each step conveys a nearer knell  
     Of joy to many a heart ;  
 While many a line shall sorrow tell  
     And bid e'en hope depart.  
 Then speed thee on, oh ! Postman speed,  
     Pause not to draw a breath ;  
 On passing crowds bestow no heed,  
     Thou bearest life or death.

II.

Yon little note with mourning seal  
     A tale of joys shall bear,  
 The uncle's death, its line reveal  
     To his imprisoned heir  
 The miser's gone, the spendthrift now  
     Shall soon destroy his health ;  
 His task, his only ardent vow

To waste thy hoarded wealth.  
Then ! speed thee on, oh ! Postman, speed,  
Pause not to draw a breath ;  
On passing crowds bestow no heed,  
Thou bearest life or death.

III.

Those ill-directed line shall bear  
To yonder widow's heart  
A tale of grief and deep despair  
Beyond the healing art.  
Her only son, a soldier brave  
His mother's prop and pride,  
On foreign shores has found a grave  
In victory's lap he died.  
Then ! speed thee on, oh ! Postman, speed,  
Pause not to draw a breath ;  
On passing crowds bestow no heed  
Thou bearest life or death.

IV.

Yon sweetly scented little note  
Which wafts a lover's sighs,  
A ruined rake in anger wrote  
Beneath a rival's eyes—  
That rival who has brought him low  
His pride and yet his curse,  
Who bids him woo, since, she must know  
She'll share the victims purse.  
Then ! speed thee on, oh ! Postman, speed,  
Pause not to draw a breath ;  
On passing crowds bestow no heed  
Thou bearest life or death.

V.

Yon well-directed folded sheet  
Contains no jocund fun,  
It talks of "claims compelled to meet"



It speaks the flinty dun.  
 The little crumpled dirty thing,  
 Which you aside have laid,  
 Shall tidings joyous, happy bring  
 To yonder country maid.  
 Then ! speed thee on, oh ! Postman, speed,  
 Pause not to draw a breath ;  
 On passing crowds bestow no heed  
 Thou bearest life or death.

## VI.

The rich man's prayer for bartered health  
 The broker's deep-laid scheme,  
 The poor man's cry for misplaced wealth,  
 The school girl's early dream,  
 The base seducer's luring tale,  
 The falsehood of a wife,  
 Dishonest dealers going to fail,  
 And sharper's gambling life.  
 Then ! speed thee on, oh ! Postman, speed,  
 Pause not to draw a breath ;  
 On passing crowds bestow no heed  
 Thou bearest life or death.

## VII.

Thy little burden bears more woe,  
 More joy, more hopes, more fears,  
 Than any living mind can know  
 Or learn in fifty years ;  
 For thoughts unbreathed are wafted there  
 And minds, though far apart,  
 Shall tell far more than language *dare*,  
 Or utterance *can* impart.  
 Then ! speed thee on, oh ! Postman, speed,  
 Pause not to draw a breath ;  
 On passing crowds bestow no heed  
 Thou bearest life or death.



## APPENDIX.

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### THE EXISTING RULES AND RATES OF THE INDIAN POST OFFICE.

The Indian Post Office is governed by the provisions of Act XIV of 1866, entitled, "The Indian Post Office Act, 1866"—an Act to amend the law for the management of the Post Office, for the regulation of the duties of postage and for the punishment of offences against the Post Office. By section 5 of the above-mentioned act, the exclusive privilege of carrying letters is vested with the government of India and penalties are prescribed in Section 46 of the said act for any infringement of this privilege. Section 5 of the said act lays down that wherever postal communication is established in British India, the government has the exclusive privilege of conveying by post, from one place to another, all letters, and of performing all the incidental services of receiving, collecting, sending, despatching and delivering all letters, except in the following cases:—

(1) Letters sent by a friend without reward.

(2) Letters sent by a special messenger.

(3) Letters solely concerning goods or other property, sent either by sea or land, to be delivered with the goods or property which such letters concern, without reward for carrying or delivering such letters. But it is unlawful to make a collection of such excepted letters.

The conveyance of letters by private persons, except as above specified, is illegal and punishable, under section 47, by a fine of Rupees 50 for every letter. The making a collection of letters to transmit in clubbed packets by post, is punishable by a similar penalty. Under Section 6, the following persons are expressly forbidden to carry, although they may not receive hire or reward for so doing.

(1) Common carriers of passengers or goods, and their drivers, servants or agents, except letters solely concerning goods in their carriage.

(2) Owners or commanders of ships, steam boats or other vessels passing on any river or canal, or to or from any post in British India and their servants or agents, except letters solely concerning goods on board. The above prohibition does not extend to newspapers or books, the means of sending them being optional to the sender.

The existing rules and rates of the Indian Post Office are governed by Notifications by the government of India in the Financial Depart-

ment Nos. 1445 and 1446 dated 28th February 1873 under provision of the Post Office Act.

The mails consist of the following classes of articles, viz :—

- |                                     |   |   |
|-------------------------------------|---|---|
| I. LETTER MAIL.                     | { | 1. Letters.                                       |
|                                     |   | (a) Inland letters.                               |
|                                     |   | (b) Foreign post letters.                         |
|                                     |   | 2. Newspapers.                                    |
|                                     |   | (a) Registered inland newspapers or proof-sheets. |
| (b) Unregistered inland newspapers. |   |   |
|                                     |   | (c) Foreign post newspapers.                      |
| II. PARCEL MAIL.                    | { | 3. Parcels.                                       |
|                                     |   | (a) Parcels (inland).                             |
|                                     |   | (b) Packets (inland).                             |
|                                     |   | (c) Foreign post Book or Pattern packets.         |

*Prepaid postage rates for inland correspondence.*

	Letter Post.						Banghy Post.			
	Letters.		Registered newspapers and proof sheets		Unregistered Newspapers &c.		Parcels.		Packets.	
			Open covers prepayment compulsory.		Open covers prepayment compulsory.				Open covers prepayment compulsory.	
	A.	P.	A.	P.	A.	P.	A.	P.	A.	P.
Not exceeding $\frac{1}{2}$ tola in weight ...	"	6	"	"	"	"	"	"	"	"
Exceeding $\frac{1}{2}$ tola and not exceeding 1 tola in weight ...	1	"	"	"	"	"	"	"	"	"
Ditto 1 tola and under 2 tolas in weight ...	2	"	"	"	"	"	"	"	"	"
For every additional tola ...	1	"	"	"	"	"	"	"	"	"
Not exceeding 10 tolas in weight ...	"	"	"	6	1	"	"	"	"	"
Ditto 20 ditto ...	"	"	1	"	"	"	4	"	2	"
Exceeding 20 tolas and not exceeding 30 tolas in weight ...	"	"	1	6	"	"	6	"	3	"
For every additional 10 tolas ...	"	"	"	6	"	"	2	"	1	"

*Letters.*—Any article, not coming under the condition prescribed for registered news-papers, proof sheets, or unregistered news-papers, which does not exceed 10 *tolas* in weight, and which is not specially superscribed for transmission as a parcel or a packet, is treated as a letter, and any article not coming under the conditions prescribed for registered news-papers or proof sheets, which exceed 10 *tolas* in weight, and which is superscribed for transmission by letter-post, or is prepaid at the letter post rate, or is judged from outward appearance or other considerations to be intended for transmission by letter post, is also treated as a letter.

Closed covers not exceeding 10 *tolas* in weight, which are intended to be sent as parcels, should have the word "*parcel*" superscribed on the address side of the cover. In the absence of such superscription, they are forwarded by Letter Post and charged at letter rates.

Postage is chargeable on letters and newspapers according to weight and irrespective of distance.

Prepayment of postage by stamps on letters is optional ; but on unpaid letters double postage is charged.

Postage can be prepaid only by means of a proper stamp or stamps, adhesive or embossed.

Letters insufficiently stamped is charged with double the amount less paid by stamp.

*Registered newspapers.*—Periodical publications, published at intervals not exceeding 31 days, which have been registered for transmission by post in the office of the Post Master General (or officer exercising the powers of Post Master General) of the postal circle in which they are published, and which fulfil the under-mentioned conditions are treated as registered newspapers.

N. B.—The registration of a paper expires at the close of the calendar year following that in which the registration was effected, and must be renewed if a continuance of the privilege beyond the time is desired.

The postage rates given above are chargeable upon each registered newspaper ; but an extra or supplement to any registered newspaper, and transmitted therewith under the same cover, is deemed part of the newspaper.

Registered newspapers can be forwarded by the letter-post at the above mentioned rate only if the postage be fully prepaid. A registered newspaper posted unpaid or insufficiently paid will be forwarded to the Dead Letter Office.

Registered newspapers can be forwarded by a letter-post at the above mentioned rates only if the following conditions be observed, *viz* :—

(1) It shall be without a cover or a short cover open at the ends.

(2) There shall be no word printed on such newspapers after its publication, or upon the cover thereof, nor any writing or mark upon it, or upon the cover of it, except the name and address of the person to whom it is sent, and the name and address of the sender.

(3) There shall be no paper or thing enclosed in or with any such newspaper.

(4) The newspaper must bear in print immediately above the address the word "registered" followed by the registration number given by the Post Master General.

N. B. The word "registered" followed by the number may be printed on the paper itself or on its cover, but must in all cases be immediately above the address.

(5) The newspaper must be posted at the place of publication.

N. B. It is immaterial whether the paper is posted by the publisher or by any one else, or whether it is posted on the day of publication or on a subsequent date. When a registered newspaper is redirected, "forward" postage is charged at the lower rate, even though the redirection may take place at an office other than that of the place of the publication. Registered newspapers when reposted are treated as if posted for the first time, and are entitled to transmission at the lower rate only if the conditions be fulfilled.

*Proof Sheets.*—Proof Sheets, marked as such, may be sent by the letter post either without covers or in covers open at the ends at the rates prescribed for registered newspapers, provided that the contents be correctly certified on the cover by the signature in full of the sender.

*Unregistered Newspapers.*—Any cover not exceeding ten *tolas* in weight which is posted with the ends open (so as to admit of examination of contents) and prepaid with one Anna postage, and which does not contain any letter or communication of the nature of a letter, unless the whole of such letter or communication be printed, is treated as an unregistered newspaper. Such covers shall be forwarded by the Letter-Post.

*Parcels and Packets.*—All articles committed to the Post Office, which are superscribed for transmission as parcels and packets, or which do not fall to be treated as letters, registered newspapers, proof sheets or unregistered newspapers under the preceding paragraphs, are transmitted by banghy post as parcels or packets. The distinction between parcels and packets is (1) that packets must be packed in open covers, while parcels may, at the option of the sender, be packed in closed covers; (2) that packets have a limit of size, while the limit in respect of parcels is by

weight ; (3) that parcels are transmitted under a system of registration, while packets are not—e. g. the addresses of parcels are detailed in the registers and *challans*, while packets are not so detailed and (4) that for parcels prepayment of postage is optional, while for packets full prepayment is compulsory ; (5) the parcel rates of postage are double the rates chargeable on packets. Any article of this class, which is posted fully prepaid at parcel rates, or superscribed by the sender for transmission as a parcel, or presented at the Post Office for that purpose or which, owing to deficient prepayment, or excess of size, or mode of packing, cannot be forwarded as a packet, is treated as a parcel, and all other articles of this class are treated as packets.

Not more than one letter, or communication of the nature of a letter may be enclosed in any parcel, and no letter or communication of the nature of a letter may be enclosed in a packet, nor may a packet contain anything closed against inspection ; but with these exceptions and with the exception also of dangerous substances and other articles which cannot be sent by post in any form, there are no restriction as to the contents of parcels and packets.

The full prepayment of postage chargeable on packets shall be compulsory and every unpaid or insufficiently paid packet shall be treated and charged as a parcel.

Unpaid parcels are charged on delivery at the same rates as would have been chargeable if the postage had been prepaid : insufficiently paid parcels are charged on delivery with the deficiency.

Cash shall not be received at any post office in prepayment of parcel postage.

A person tendering a parcel at a post office within the prescribed hours is entitled to get a receipt for it, provided that the parcel so tendered is securely packed in cloth, wax-cloth, or tin ; and if it is packed in cloth or wax-cloth, provided further that it bears seals with distinct impressions of some device (not that of a current coin) at intervals not exceeding five inches along the lines of sewing.

The addresses of parcels are required to sign receipts for them on delivery.

No parcel exceeding 25 seers (2000 *tolas*) in weight can be received at any post office for despatch.

Parcels received by post from seaward, exceeding the above weight are made over to the Collector of Customs for publication in his list of unclaimed packages.

No packet may exceed one foot and half in length or one foot in

width or depth, and if any such packet be posted, it will be treated as a parcel and charged accordingly.

Between places connected by railway where the railway authorities may have intimated their readiness to undertake the conveyance and delivery of parcels, the post office does not convey parcels, except such as may be sent on the public service. Of course, if either the place of address or the place of despatch be not on the line of railway, the above rule does not apply.

*Registration.*—Letters and newspapers may be registered at any Post Office for transmission by inland post, provided that the registration fee of 4 annas, together with the postage, be fully prepaid by means of stamps.

There shall be no separate registration of packets, but any packet may be transmitted by the sender as a parcel under the system of registration applicable to parcels.

*Prepayment.*—Inland letters, newspapers, bookposts and Parcels cannot be prepaid in money but must, when prepayment is compulsory, be done so by means of stamps, either adhesive or embossed. Prepayment is compulsory with respect to Registered letters.

*Redirection.*—Every redirected article is liable to an additional postage (at the prepaid rate) for each redirection, unless the redirection be made by an officer of the Post Office, and both the original and the second address be within the same free delivery.

*Delivery.*—Letter Carriers, Delivery Peons and Rural Messengers are prohibited from distributing any letters, newspapers, &c., except such as have passed through a Post office, whether before beginning their rounds, whilst on their rounds, or after they have completed them. Nor are they allowed to receive any payment beyond the postage for the delivery or collection of any letter &c; nor to deviate from the route laid down for them.



## OFFICIAL POSTAGE RATES.

	LETTER POST.		BANGHY POST.	
	Letters	Registered gazettes	Parcels	Packets
	closed covers.	open covers.	closed covers.	closed covers.
	Prepayment optional.	Prepayment compulsory.	Prepayment optional.	Prepayment compulsory.
	A. P.	A. P.	A. P.	A. P.
Covers not exceeding $\frac{1}{2}$ tola.	0 6	0 0	0 0	0 0
„ Exceeding $\frac{1}{2}$ and not exceeding 10 tolas.	1 0	0 6	0 0	0 0
„ „ 10 20 „	5 0	1 0	4 0	2 0
„ „ 20 30 „	10 0	1 6	6 0	3 0
„ „ 30 40 „	15 0	2 0	8 0	4 0
For every additional 10 „	5 0	0 6	2 0	1 0

*Note.*—The following rule may facilitate the calculation of postage on letters exceeding ten *tolas* :—Find the weight in *tolas*, take the next lower multiple of ten and divide it by two ; the result will be the number of annas chargeable. Thus for a cover weighing (say) 38 or 40 *tolas*, the next lower multiple of ten will be 30, which, divided by 2 gives 15, being the number of annas chargeable.

Official covers from Government offices should be prepaid by means of Service Postage Stamps purchased at the Government Treasury or other local stamp depot. These stamps when used in payment of postage must be supported by the superscription on the cover “ On Her Majesty’s Service,” under the full signature and official designation of the Government officer who sends the cover, or of the Head clerk or Superintendent of his office or of other responsible officer, to whom the duty of despatching is confided. The particular officer who signs the cover must enter in full his official designation, in order that his individual responsibility may be enforced in cases of doubt and fraud.

Official Gazettes should be registered at the Post Master General's Office, and when so registered are eligible for transmission at the lower rates above given under the same rules and conditions as apply to ordinary registered newspapers.

Official letters and parcels properly superscribed, but without stamps, are charged with postage on delivery at prepaid rates.

In cases where it is not thought advisable to entrust postage stamps to a subordinate official, who has to correspond with, or send returns to, a superior, he may be allowed by his superior to address official covers to him under this rule, and the same course may be adopted in other cases, where it is found convenient or proper to make the postage charge fall on the receiving office.

Government Officials should be careful not to incur needlessly the higher charge on account of the transmission of heavy covers by letter post. Similarly, the transmission of heavy covers as parcels (which are conveyed by post under a system of registration) is more expensive than their conveyance as packets, and the parcel post should not therefore be needlessly used by Government Officials.

No official cover exceeding 600 *tolas* in weight can be received by the Post Office and no official cover exceeding the limit of size (one foot and a half in length by one foot in width or depth) prescribed for ordinary packets can be forwarded as a packet, though it may be forwarded as a parcel, if within the limit of weight above mentioned.

Letters and parcels superscribed "Service Bearing" sent by Government Officers in their official capacity, which relates nevertheless to the private interests and concerns of the individuals addressed, should be endorsed under the full signature and official designation of the person by whom they are sent. Letters and parcels so addressed are regarded by the Post Office as private covers, but are charged on delivery, with Bearing Postage at "forward" (*i. e.* prepaid) rates, and not at double rates as in the case of ordinary letters. Under this head come replies sent to communications which Government officers may make to individuals (whether private persons or Government Officers) relating to the private interests of the addressees.

Letters and parcels superscribed "Service Bearing" sent by private persons to Government Officials relating to the affairs of Government and endorsed under the full signature of the sender are charged, on delivery at the rate to which they would have been liable if prepaid by stamps, and not at double rates as in the case of ordinary letters. This rule is intended to provide for cases of Zemindars reporting the occurrence of

crime to a Police Officer, of employers of labourers sending returns required by the Protector, and of any similar reports or returns authorized to be so sent.

Official covers are not liable to additional postage on account of redirection.

The amount of postage marked as due on covers delivered under the superscription of "Service Bearing" or "On Her Majesty's Service" will be initiated by the Post Master or Deputy Post Master of the office of delivery.

Government Officers are bound to receive and pay any postage which may be due on covers addressed to them under the superscription "On Her Majesty's Service".

The rules and conditions for the registration of ordinary covers sent by letter post govern the registration of similar official covers, the service labels affixed to them being supported by the prescribed superscription and signature.

Officers in charge of Telegraph Offices, when posting telegraph messages for onward transmission by Post, are entitled to get receipts for them. Such receipts must be presented ready written in the form ordinarily used by the Telegraph Offices when delivering telegraph messages to the addressees. The Post Master will compare the receipt so presented with the address of the cover accompanying it, and, if correct, will affix the Post Office Stamp in acknowledgment of receipt. All covers for which receipts are claimed under this rule must be superscribed with the word "Telegram" (in addition to the usual official superscription) and must be fully prepaid.

Government Officers, when on leave, and those who have retired from the service of Government, can correspond only as private individuals.

Any irregularity or incompleteness of the address, superscription, or signature on a cover renders it liable to be treated as an ordinary unpaid cover, any service stamps which it may bear not being recognised.

The above rules relate exclusively to official inland correspondence, *i. e.* correspondence conveyed between one Indian Post Office and another by Her Majesty's Indian Post.

Official correspondence with places abroad, or between Indian Post Offices when conveyed by British or French Mail Packets (*e. g.* between Bombay and Aden) is governed by the same rules as ordinary private correspondence, and must either be prepaid by service stamps under full superscription and signature, or, when prepayment is optional, be forwarded as unpaid, subject to the levy of postage on delivery.

The only exception to the above has reference to official letters (not newspapers or book or pattern packets) sent by British Packet to or from the public functionaries or departments in London having special accounts for overland letter postage with the London Post Office. Official letters intended for such offices need not be prepaid if superscribed as "On Her Majesty's Service" under the full signature and official designation of the sender.

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### FOREIGN POST,

The term "Foreign Post" includes the posts under the control of the Government of India named below :—

India and the Straits ...	{	British India Steam Navigation Company <i>via</i> British Burmah. Opium Steamers direct to or from Calcutta.
India, China, and United States of America <i>via</i> Hongkong.	{	... Opium Steamers <i>via</i> the Straits.
India and Ceylon ...	{	British India Steam Navigation Company. Coasting Steamers between Calcutta and Bombay.

It also includes the land dak between India and Ceylon : Also all mails sent by private ships or vessels, whether from one Indian Post Office to another, or to and from places abroad : Also all mails sent by Her Majesty's British packets (Peninsular and Oriental Company) or by the French mail packets, whether from one Indian Post Office to another, or to and from places abroad.

*Foreign Post Schedule of Rates.*

Place and route.	Letters.				Newspapers prepayment compulsory 4 oz	Book Packets.			Regis- tration fee.
	¼ oz	½ oz	¾ oz	1 oz		1 oz	2 oz	Every addition- al 4 oz	
Great Britain ...	} via Southampton				6	9	1 6	0 2 9	4
	} via Brindisi				2	1 6	2 9	4 9	4
United States of America.	} via Southampton				2			4 6	8
	} via Brindisi				3 6			6 6	8
Norway ...	}								
Russia ...	}								
Sweeden ...	}				13	1 10	27	3 4	
Turkey ...	}								
Holland ...	}								
German States ...	}								
Italy ...	}								
Portugal ...	}				7	14	1 5	1 12	
Prussia ...	}								
Switzerland ...	}								
Belgium ...	}								
Denmark ...					9	1 2	1 11	2 4	
Austria ...					8	1	1 8	2	
France ...					5 6	11	1 0 6	1 6	
					} Indian Inland rate only ... .. 8				

ix.

The rates of postage Straits Settlement, Malta, Japan, Ceylon and Aden, is 4 annas and for Suez and Greece 6 annas

## SCHEDULE OF FOREIGN POST RATES OF SOME PRINCIPAL PLACES.

The route by which a cover is intended to be sent, should be marked on the upper left hand corner of the address side.

Letters may be registered to those places abroad to which registration is available, provided that the postage is fully prepaid as well as the full amount of the registration fee.

It is to be understood that registration to places abroad applies only to letters and packets prepaid at letter rates, except in respect of the United Kingdom, the United States of America, and British Colonies to which newspapers, books and patterns may also be registered when sent by British packets.

Unpaid and Insufficiently paid foreign covers posted in India and addressed to any place abroad other than the United Kingdom, cannot be forwarded where prepayment of postage is compulsory ; but where prepayment is optional, they will be forwarded, the insufficiently paid covers being treated as if wholly unpaid. When addressed to the United Kingdom, the insufficiently paid letters are forwarded charged with the deficiency *plus* a fine of 9 *d.* each, and unpaid letters are forwarded charged at prepaid rates *plus* a fine of 9*d.* each, or 1*d.* each in the case of soldier's letters ; newspapers insufficiently prepaid, but bearing a stamp or stamps to the value of at least 8 pies are, forwarded *via* Southampton (whatever be the route marked on them) charged with the deficiency, together with a fine of 1*d.* Packets of books and patterns, if wholly unpaid are forwarded charged with double postage, and if insufficiently paid are forwarded charged with the deficiency, together with a fine of 4*d.* each.

*Overland parcel post.*—Under arrangements made with the Peninsular and Oriental Steam Navigation Company, parcels are received at any Post Office in India for transmission to the United Kingdom under the following conditions viz :—

(1) Every parcel should be securely packed in a closed cover, and should bear the name and address of the person in the United Kingdom for whom it is intended.

(2) Every parcel should be accompanied by a separate paper headed with the address of the parcel, and containing a declaration of its contents and value under the signature and the address of the sender.

(3) The parcel so addressed and the separate paper above referred to should then be closed in a substantial outer cover. This outer cover

should be superscribed "Overland Parcel Post" and addressed to the Post Master of Bombay.

(4) It must be fully prepaid by means of postage stamps at the rate of 3 annas for every 10 *tolas* or fraction of 10 *tolas* in weight, care being taken that the stamps adhere firmly to the cover. The parcel so made up must not exceed 25 seers in weight, or two feet in length and one foot in breadth and depth; it will be received at any Post Office at the hours fixed for the receipt of ordinary Baughy Parcels, the usual receipt being given to the sender without reference to the mode of packing prescribed in the case of inland parcels for which receipts are claimed.

(5) On arrival at Bombay, the Post Master will take off the outer covering and forward the inside parcel and accompanying declaration through the Bombay Agency of the Peninsular and Oriental Steam Navigation Company.

(6) The prepayment above described will carry the parcel to London, any additional charge which may become due on account of British custom duty or carriage beyond London being realized from the addressees by the Peninsular and Oriental Steam Navigation Company or their local agent.

(7) No parcel will be forwarded containing opium, jewellery, precious stones, and such like, or liquids, oils, spirits, or any explosive, dangerous or offensive substance, such as gunpowder, matches, percussion caps, assa-faetida &c.

Arrangements having been made for the booking of parcels in the United Kingdom by the Peninsular and Oriental Steam Navigation Company and their agents, for transmission to destination in India, persons in this country, desirous of obtaining parcels, may advise their friends or agents at home to send them by the "Indian Parcel Post" either prepaid or unpaid.

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## MISCELLANEOUS REGULATIONS AND SUGGESTIONS TO THE PUBLIC.

Facility is given to the Post Office in the discharge of its daily duties, and greater security afforded to the public, by careful attention to the following regulations and suggestions:—

(1) Letter-boxes remain open day and night; the hours at which each letter-box will be cleared will be marked upon it.

(2) Letter-boxes marked for letters only must not be used for posting newspapers, packets or parcels, and any such cover found in them will be subject to detention. Letter-boxes are so marked only when, as in the

case of some boxes, attached to or cleared by railway travelling Post Offices, the facilities supplied for the posting of letters (the disposal of which constitute the primary business of the Post Office) cannot be extended to other articles.

(3) Official references and personal applications must be made between the hours of 7 A. M. and 8 A. M. and between noon and 5 P. M., except on Sundays, when Post Offices will be opened for this purpose from 7 A. M. to 8 A. M. and one other hour.

(4) All letters should be posted as early as practicable specially when sent in large numbers as is frequently the case with newspapers and circulars. The trouble of the Post Office is much diminished if newspapers &c., before being posted, be tied in bundles with the addresses all in one direction.

(5) The covers of newspapers should be fastened firmly, so as to prevent the contents from slipping out.

(6) Every letter, newspaper, or other packet sent by post should be securely folded and fastened; owing to neglect of precautions many postal packets burst open, causing much trouble to the department and risk to the owners, it being sometimes impossible to determine to what packet a particular article belongs.

(7) When dropping a letter, newspaper, or other article into a letter box, it should always be seen that it falls into the box and does not stick in its passage.

(8) Every letter should contain the full address of the writer, in order to ensure the return of the letter if the person to whom it is directed cannot be found.

(9) The name of the sender of any article cannot be demanded but in the case of registered letters and parcels it should be asked, and if given, recorded. The record will be useful if the addressee cannot be found, or if the cover be lost or tampered with in transit.

(10) "Late letters" will be received at any Post Office till fifteen minutes before the despatch of the mails, by the extra payment of the *Late letter fee* of half a rupee, which and the ordinary postage must be fully prepaid by means of stamps.

*N. B.*—"Late letters" are such as are posted after the hour fixed for the closing of any mail.

(11) The address on a cover should be legible and complete; it should contain the Post-town from which delivery is intended which should generally form the last part of the address. Owing to the similarity of names of Post-towns in different parts of India it is proper to add *in brackets*



the name of the district in which the Post-town is situated. Letters posted in one Presidency of India and intended for another, should always have the name of the presidency added.

(12) In the case of letters for places abroad, the name of the *country* as well as the *town* or *city* should be given in full. If the route by which the cover is intended to be sent be given by the sender, it should be written on the upper left hand corner, and if the name of the sender be given it should be written on the lower left hand corner.

(13) Owing to the frequent inclusion in the address, of both name and official designation, doubt arises whether the cover is intended for the individual or the official. The delivery of covers superscribed by a public officers as *On Her Majesty's Service* is governed by the *official designation* (if given) of the addressee, the name being regarded only when given without the official designation: and the delivery of covers *not so superscribed* is governed by the *name* (if given) of the addressee, an official designation being regarded only when given without name.

(14) Letters addressed to different parties cannot be enclosed in one cover, and parties collecting, conveying, and delivering clubbed packets are liable to heavy penalty it being an infringement of the law.

*N. B.*—A 'clubbed packet' according to the definition given in the Post Office Act is 'a packet containing a collection of letters not made by an agent of the Post Office, transmitted through the Post Office with the view of the enclosed letters being delivered to more than one person through the agent of the person by whom the packet is made up.'

(15) Persons changing their place of residence should leave written instructions at the Post Office of their previous residence and should send written instructions to the Post Office of the place to which they may be going. A separate instruction is required for every change of address, and no instruction is attended to for more than three months after its receipt. Forward postage is chargeable on such redirected letters.

(16) A registered letter when redirected is only liable to the same additional charge as an ordinary redirected letter.

(17) Applications are sometimes made by the public to intercept letters passing through a sorting office: but it is inconsistent with the proper working of the department to comply with them. Except, therefore in very immergent circumstances, or under the special leave of a Post Master General, such applications must be refused.

(18) Letters are sometimes sent under cover to a Post Master with a request that they may be posted for delivery at the station or for despatch to another Post-town. The Post Master should write on the cover the name

of the Post-town it was received from, and the name of the sender (if given) and attach his initials. The cover should then be thrown in the Letter box and disposed of according to address on it when the mails for despatch are made up.

(19) The person to whom any unpaid letter or other article shall be delivered, shall not be bound to pay the postage if he forthwith returns the same unopened ; it will then be recovered from the sender.

(20) The postage charged on any letter or other article maliciously sent for the purpose of annoying the addressee may be remitted.

(21) An unpaid letter or other article rejected unopened by the addressee, and if the sender's name and address are written on the cover, is returned to the posting office (through the Dead Letter Office) in order that the postage due, may be recovered from the sender ; but when the sender's name and address are not on the cover, such articles are opened at the Dead Letter Office, to recover the postage from the sender, and if the sender's name and address cannot be ascertained the cover is destroyed.

(22) A list of all letters &c. addressed to persons who cannot be found, is prepared daily in every Post Office and is exposed to public inspection ; and all such unclaimed articles after remaining unclaimed for three weeks in any Post Office are sent to the Dead Letter Office where disposed of as stated above.

(23) A letter or other article once posted in an office, can only be returned to the sender through the Dead Letter Office, if it be refused by the addressee, or if the addressee cannot be found, or under an express order of the Government or the Director General of the Post Office or a Post Master General.

(24) Covers received from the Dead Letter Office, enclosing letters to be delivered, should be regarded as letters posted by the public and on no account can be opened by any official of the Postal department.

(25) If any person shall refuse to pay any postage which he is legally bound to pay for any letter, the same may be legally recovered as a fine under the Post Office Act ; and it is lawful for the officer in charge of any Post Office to withhold from the person so refusing until such postage be paid, any other letter or article addressed to such person not being 'On Her Majesty's service.'

(26) At all Post Offices registered letters and banghy parcels will be received every day, Sundays excepted, for despatch, from 7 A. M. to 8 A. M. and from noon to 5 P. M. But in the Bombay Post Office the hours have been specially fixed as from 10 A. M. to 4 P. M. On Sundays they will ordinarily be received from 7 A. M. to 8 A. M. and one other hour.

(27) Money or any other article of value should never be sent through the post, except either by means of a banghy parcel or a registered letter well secured with sealing wax, as the currency office declines to correspond on the subject of lost notes unless the rules, of Post Office as to registration have been complied with.

(28) Whenever currency notes are sent by post, even in registered letters, they should be sent in halves; and the second halves should not be sent till it is ascertained that the first halves have been duly delivered. The covers or envelopes should be of a substantial, or non-transparent kind well secured with sealing wax with a distinct impression (other than that of a current coin). Letters fastened with gum or wafers can be opened with impunity, without the slightest difficulty.

(29) Letters may be registered, but the registration fee (4 annas.) as well as the postage must be prepaid by stamps. The Post Office is not bound to give receipts except for registered letters and parcels. But it must be remembered that the registration of letters is no security against the abstraction of the contents, though it may ensure delivery, and it thus becomes practicable to trace it from one Post Office to another.

(30) Delivery tickets can be obtained from all Post Offices authorised by the Post Master General of the Province to grant them, by the payment of Rs. 12 per annum entitling the ticket-holder to receive his letters &c. at the Post Office window.

(31) Postage labels should be placed on the front *i. e.* the address side of the letter and on the upper right hand corner. On redirected covers, fresh stamps should not be used over the stamps previously used.

(32) The public are recommended to affix stamps firmly, so that they may not be rubbed off the letter, and to mark the stamps either by lines drawn across them or by writing across them, as the sale of such stamps thus rendered almost impossible. By the use of envelopes bearing an *embossed* stamp which can be obtained at any Post Office all risk of the stamps being detached may be avoided.

(33) When complaint is made of letters or newspapers lost, miscarried or delayed, information should be furnished as precise as possible regarding all the facts of the case, and to enclose all the articles that may throw light on it.

(34) In all complaints of overcharge or unnecessary delay in delivering letters or other articles, the covers and envelopes bearing the Post Office stamps must be presented for inspection and when any complaint is preferred against any letter-carrier, the number on his badge should be specified.

( 35 ) Whatever postage is marked on a letter, paper, packed or parcel must be paid at once on delivery, after which any complaint of overcharge will be duly attended. -

36) Complaints against the Post Office certified as such, under the full signature and address of the sender and addressed to any officer of the postal department are not chargeable with any postage.

(37) It is forbidden to send by post explosive, dangerous and offensive substances or materials or any article which either itself (however packed) or by reason of insecure packing may be liable to injure the contents of the mail bags or the persons of the mail officers ; any person knowingly sending such substance by post is liable to a fine not exceeding 200 Rupees.

(38) Letters or other articles suspected of containing contraband articles or articles liable to duty may be opened by a Post Master, under the provision of the Postal Act, section 60, within 48 hours of arrival in the presence of the addressee ; for example :—

(1) Any letter, paper, writing or other enclosure of a private nature forwarded under colour or pretence of an official communication.

(2) Articles other than proof-sheets, sent under colour or pretence of being proof-sheets.

(3) Any contraband article or any article on which duty is owing to Government.

(4) Newspapers having unauthorised printing, writing, or marks or unauthorised enclosures.

(5) Packets having unauthorised writing or enclosures.

(6) Baughy parcels having more than one letter or (when sent by letter post) having any letter or written communication on which a higher rate of postage is chargeable.

(7) Covers containing opium, transmitted otherwise than on Government account.

(8) Clubbed packets.

(39) Post masters can refuse to receive letters, papers or parcels bearing the appearance of having been opened and reclosed or tampered with unless their damaged state is certified in writing by the senders ; and are prohibited from knowingly receiving coin, bullion, precious stones, or jewels for despatch either by letter or baughy post.

(40) A notice shall be conspicuously placarded in English and the language of the place outside every Post Office, giving information respecting the hours of attendance, the despatch of mails, and the delivery of letters. These and all other hours in the notice ought to be in accordance

with the time of the particular locality, though the despatch of mail may be according to the time with which railway time agrees.

(41) Postal officers are not bound to weigh letters, packets &c for the public, except when at leisure or except as regards foreign letters, as it interferes with their current duties.

(42) It is unlawful for any person, unless acting by an express order of the Government to detain, except for a criminal offence, a Post Office messenger carrying the mail, or on any pretence to open the packet or mail bag or box in transit.

43. Any person refusing to deliver up a letter or other article delivered to him by mistake of the Post Office is liable to fine and imprisonment, with hard labour for 2 years.

44. The Government is not responsible for any loss or damage that may occur in respect of any thing entrusted to the Post Office for conveyance.

45. No information will be given respecting articles passing through a Post Office, except to the persons to whom they are addressed.

46. Officers of the department should not make public any information of the private nature which they may receive officially, or in the course of the discharge of their duties. A Post Master may, however, give the address of any person, unless he has reason to believe that the person for whose address he is asked, would disapprove of his doing so.

47 Post Office servants are prohibited from giving change to parties sending or receiving letters.

48 Money transactions between employees of the department, and specially of the same office or mail line and between superiors and inferiors are strictly prohibited.

49 The employment of apprentices other than the authorised and paid apprentices to assist in the works of the Post Office, is strictly prohibited.

50. The admission of strangers, or persons unconnected with a Post Office to the interior of the office, is strictly prohibited; nor can such persons be permitted to examine the covers passing through a Post Office or the records of the office.

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### INSTRUCTIONS TO POSTMASTERS.

I The key of the Post Office letter box should remain in the custody of the Post Master, and the box should be opened by the Post Master himself or in his presence.

2. The letter boxes that are posted in different parts of the station, must be regularly served daily at a fixed hour, so that letters posted in them may be despatched with that day's mail.

3 The letter boxes that are posted at the Police Outposts and the important villages within jurisdiction of a rural messenger, may be opened by the headman of the village in presence of the rural messengers, and letters taken out and thrown into the messenger's leather letter box.

4. The rural messenger must have fixed rounds for particular days and whether there be letters for it or not he must go to a fixed round on the particular day allotted to it.

5 He must carry a visit book with him in which the signatures of the recognised persons of each of the villages at which he is required to call, should be recorded testifying the visit of the rural messenger. The Post Master will examine this book and sign it every time the rural messenger attends the Post Office.

6. A messenger should further be supplied with a delivery book, in which the letters and the postage due, should be entered, and the signatures of the addressees taken on delivery. The Post Master will also examine this book and sign it as the messenger returns to office.

7 The messenger will be supplied with the prescribed leather letter box in which the villagers will post their letters, when the messenger calls at the villages. This box should be sealed by the Post Master at the time the rural messenger goes his rounds, and on his return the Post Master will break open the seal and take out the letters.

8. The messenger must carry with him a sufficient supply of half-anna and one-anna postage stamps for being sold to the villages.

9. Post Master should institute careful and searching inquiries whenever letters are returned by the delivery peons as unclaimed. They must be sent out a second time on trial for delivery.

10. The delivery peons are prohibited from taking charge of letters for the purpose of posting them, or from going out of their course to deliver letters, &c. and from delivering them without immediate payment of postage. They must not give change; and if subjected to detention, they can refuse to deliver the letters and which will be sent out for delivery on the ensuing day.

11. To test the faithfulness of the delivery peons, marked letters addressed to common people should be given to the peons for delivery and then enquires made whether those letters have been correctly and timely delivered.

N. B.—By marked letters is meant letters of which a memorandum is

to be kept by the Post Master unawares to the peons before they are made over to them for delivery.

12. The letters in deposit must be daily examined and those to be forwarded, redirected in red ink by the Post Master himself.

13. The rules regarding the disposal of unclaimed letters should be carefully attended to, and a list of unclaimed letters should be suspended outside the Post Office.

14. A signboard exhibiting the name of the Post Office in English and vernacular should be hung on the front gate of the office.

15. A small board marked "Letter-box" in English and vernacular should be suspended over the letter box of the office.

16. The stamps on letters should be obliterated in the presence of the Post Master.

17. The names of stations of destination of native letters sent in a Sorting Packet should be written in English.

18. The unpaid covers sent in a Sorting Packet must be stamped with the unpaid Sorting Stamp. This stamp is not to be used for any other cover.

19. The Post Master and his clerks must carefully read and understand the Steam Postage Schedule.

20. A healthy check should be maintained over the missent articles received in Station as well as Sorting Packets.

21. The opening and distribution of mails, must invariably be conducted on a table. In Sub and Branch Post Offices the Deputy Post Master's table will answer this purpose. In Disbursing and large Sub offices, a separate table should be kept for it.

22. The packets are to be opened on the table in presence of the Post Master, and their contents carefully compared by him personally and all discrepancies detected at the time duly corrected and his initials attached thereto in red ink.

23. Letter challans received must be stamped with office dated stamp and copied in a Receipt Register at the same time as the mails are being opened and distributed to the peons.

24. The mail challans received, must be indexed at the time the packets are opened, and immediate report made if any number be wanting.

25. Banghy Registers should be totalled daily and compared with the cash receipts. In small Post Offices, where a few parcels are posted in a month, the totals may be cast up at the end of each month.

26. The entries in the Banghy Index should be made at the time, the Parcel Bag is opened and the contents compared with the challans and totalled daily.

27. On the return of Banghy challans they should be compared with the Parcel Register and then filed in their proper place.

28. Bangy parcels whether for despatch or delivery or in transit should be carefully weighed and examined, and all discrepancies at once noticed.

29. Banghy parcels while in the office, are to be kept in a strong chest in custody of the Post Master.

30. The signatures of the Delivery peons should be taken in the Parcel Register for the Banghy parcels made over to them for delivery.

31. Banghy Transit challans should be receipted and returned to the despatching office by the first mail after the receipt of their contents.

32. Registered letters whether for delivery or despatch or in transit should be carefully weighed and examined by the Post Master himself, who alone is responsible for them, and they should remain in his custody until disposed of by departmental rules, a receipt for each letter must be taken from every official through whose hand it passes and all discrepancies noticed at once.

33. Duplicate receipts of registered letters received for delivery should always be returned to the office of despatch by the first mail and the date of return noted in the register of Registered letters received.

34. Receipts for registered letters despatched, must return in time and be carefully filed in the cheque book. If any receipts do not return in time, the Post Master will give calls for it, but if his calls remain ineffectual, he will bring the matter to the notice of his Inspecting Post Master. Post Master will note down on the back of the counter part of the receipt kept in the cheque book the numbers and dates of the calls and reports he may make.

35. The Peon's Book and the Cash Book must be daily brought up and be in the handwriting of the Post Master.

36. The initials of the peons must be daily taken in the Peon's Book and the postage due from each peon taken before he is permitted to leave the office. In branch Post Offices, the initials are to be taken in the Receipt Register.

37. In every Post Office, the copies of monthly Cash Account are to be kept in a strongly bound book. In disbursing Post Offices, copies of Pay Abstracts and Contingent Bills are to be kept in a similar book with the remarks of the Compiler.

38. The accounts with the District and Branch Post Offices should be daily examined by the Post Master and measures adopted for early adjustment of balances. A separate account is to be kept with each of the District and Branch Post Offices that the Post Master might know what sum is due from what office.



39. A memorandum should be kept in each office shewing how and in what articles the contingent and stationery allowance is expended, to be examined by the Inspecting Post Master at the time he visits the office.

40. The books should be neatly and correctly written and all the corrections made in red ink, serious notice is taken if any erasure is observable in the books.

41. An Order Book for the remarks of the Inspecting Post Master and the Post Master General on the inspection of the office, should be kept in every Post Office. It must be a bound book of foolscap papers.

42. All letters and dockets issued by the Post Master should be carefully and neatly copied in a bound book of good paper, and those received from the Post Master General, the Compiler of Postal Accounts, the Inspecting Post Master, and other officers, filed in skeleton books. These books will be examined by the Inspecting Post Master at the time he inspects the office.

43. The Circulars issued by the Post Master General must be received by every Post Office, and carefully read and understood by the Post Master and his establishment. The Circulars should be filed in a skeleton book according to their consecutive number. If any number be wanting report should be made for its receipt.

44. The office scales and weights must always be complete and kept clean and free from dust. If anything be wanting report should forthwith be made to the Inspecting Post Master.

45. A leather pad should be kept in each Post Office to stamp the letters on. Letters must on no account be stamped on the floor.

46. A complete set of office stamps should be kept in each office. They must be cleansed daily so that they may give clear and legible impression. The stamping ink should be prepared agreeably to the receipts prescribed in the Manual, para 49. page 87. A blank book is to be kept in each office to receive the impressions of the stamps daily before they are used for letters to be inspected by the Inspecting Post Master every time he visits the office.

47. The necessary supply of different sorts of postage stamps should be kept in every office ; but no Post Master is allowed to fix a stamp to a letter brought unstamped to his office.

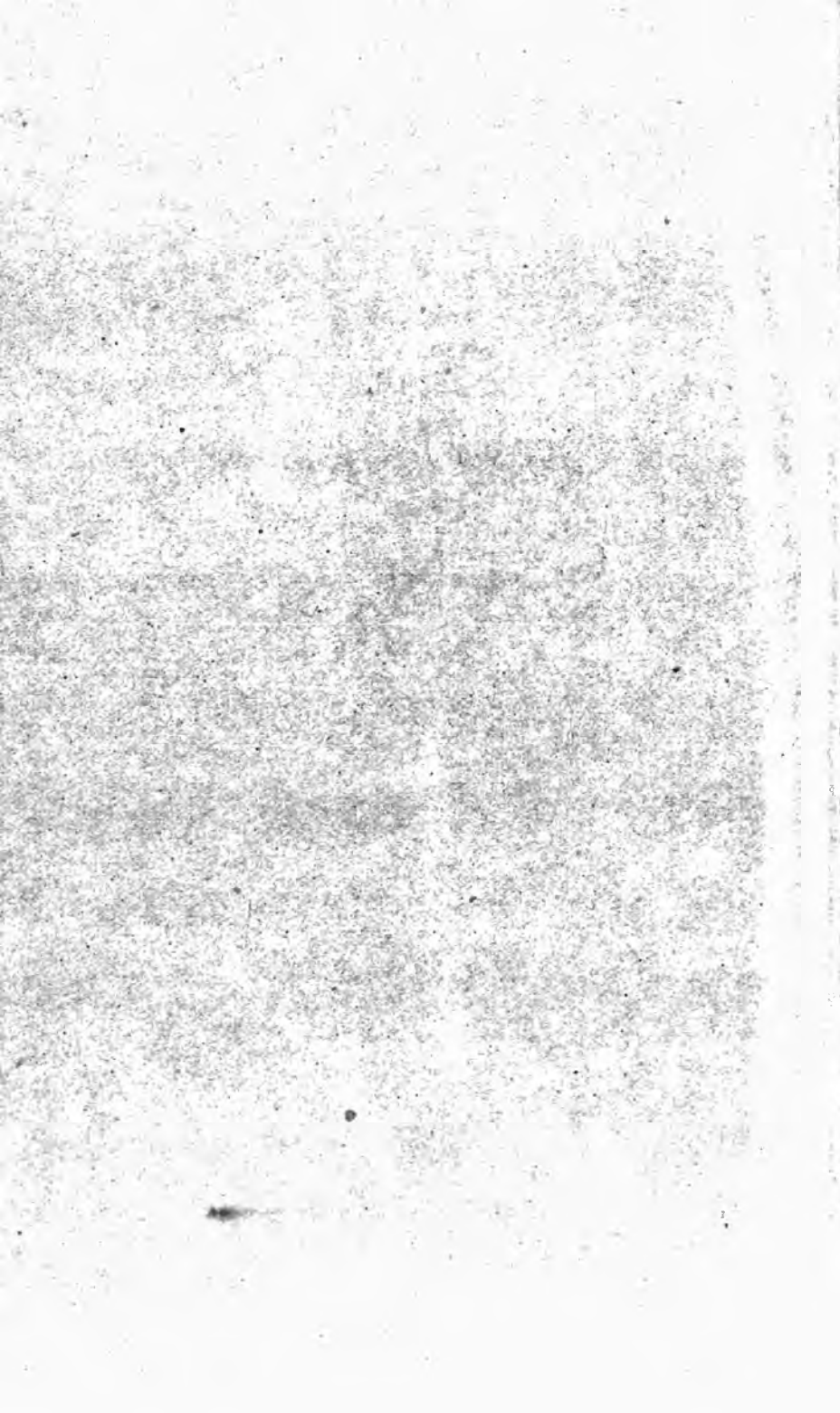
48. The Post Master of a Disbursing office should pay the salary of a Deputy Post Master of a Sub or Branch Post Office at the end of each month, half or one-fourth in postage stamps as the case may be, with commission at half anna per Rupee and remainder in cash. If he fails to do this he will be held responsible when complaints of want of stamps are made from the interior.

49. Deputy Post Masters at the head quarters of a Sub-division need not receive stamps from the Post Master of the Sudder office. They may obtain the necessary supply from the sub-divisional treasury.

50. Officials of the Postal department must always bear in mind, that it is one organised for the convenience of the Public, and that every effort consistent with the regulations of the department is to be made to meet that convenience. The necessity of observing courtesy in all dealings with the Public and of a willingness to give all reasonable information and to meet all reasonable requirements cannot be too strongly impressed on officials of the department.

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